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NATIONAL REGISTRATION AND IDENTIFICATION SYSTEM (NRIS) PROJECT

Quarterly Progress report (01 October2019 to 31 December 2019)

Project Title:	National Registration and Identification System		
UNDP Project #:	00100113		
Project Duration:	01 November 2016 – 31 December 2019		
Project Resources:	Basket Fund		
UNDP Focal Point:	Titus Kavalo		

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

Project Donors

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Acronyms

ADR	Assistant District Registrar
BRK	Biometric Registration Kit
COMESA	Common Market for Eastern and Southern Africa
CRB	Credit Reference Bureau
CRVS	Civil Registration and Vital Statistics
DFID	Department for International Development
DHRMD	Department of Human Resource Management and Development
DRO	District Registration Office
EBRS	Electronic Birth Registration System
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
MEC	Malawi Electoral Commission
MDAs	Ministries, Departments and Agencies
MISO	Management Information System Officer
MoJ	Ministry of Justice
MoU	Memorandum of Understanding
NRB	National Registration Bureau
NRIS	National Registration and Identification System Project
PO	Post Office
RO	Registration Officers
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

1. Executive Summary

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

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

This progress report presents a summary of work completed for the NRIS project for the fourth quarter (01 October– 31 December) of 2019.

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

- Continuous registration for the national ID is going on across the country in 28 District Registration Offices and 37 Post Offices out of 65 selected post offices.
- Post office refurbishment is complete in the Central and Northern regions. Refurbishment in the Southern region will be complete by January 2020.
- All the personal data of citizens coupled with biometric attributes from batches zero to 13 corresponding to 9885547 records have been erased from the SELP server. All encrypted digital media used to transfer data had already been returned. The total 154,816 rejected cards were destroyed.
- Design of the Resident Foreigner Identity Card with all the necessary security features is now complete. NRIS system software has been updated and is ready to print foreigner cards. Verification is in progress and printing shall commence once the exercise is complete.
- According to DHRMD, 8037 civil servants did not receive their December salary. These civil servants were mainly teachers but the list it also includes 50 diplomats.

- As part of capacity development, a delegation from Malawi participated in the 5th Ministerial Conference on Civic Registration and Vital Statistics (CRVS). NRB learnt from the experience of African countries such as Zambia, Tanzania, Uganda, Egypt and others.
- To build the technical capacity of NRB technicians, they were sent to South Africa for extensive technical training on ID card printing and printers to get expertise on maintenance/troubleshooting.
- The NRIS project has procured 1,000,000 smart cards for continuous registration. NRB requested to use the savings of the NRIS project to procure these additional non-personalized cards to ease financial strain on government.

- The 7th Steering Committee approved of the NRIS project extension (2020-21) for mass registration of children. The Minister of Finance, UNDP and UNICEF Resident Representative signed the extension project document to include mass child registration on 5th December 2019.

- The procurement process to procure Data Consolidation Servers, Application & Database Servers and SAN Storage for Child Registration has started

2. Implementation Progress

Brief Background

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

Unlike many countries in the Southern African Development Community (SADC) or Common Market for Southern and Eastern Africa (COMESA), Malawi has had no functional national registry and identification system for decades. Moreover, Malawi is only now starting to re-establish its system of civil registration and vital statistics (CRVS), to comprehensively register births, deaths, and marriages. The absence of these two systems (NRIS and CRVS, collectively known as a population register), which are mandates of the NRB within the Ministry of Home Affairs and Internal Security, undermines an individual's ability to claim their citizen's rights and services, as well as Government's ability to fulfil its obligations to provide inclusive social services, accountable administrative systems, and to foster evidence-based policy formulation and decision-making.

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

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

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

Following some amendments and addenda resulting from discussions for a one-year extension of the NRIS project to 31 December 2019, Cost-Sharing Agreements have been signed between UNDP and the Government of Malawi (US$20,747,497), DFID (10,485,000 pounds), Irish Aid (2,978,944 Euros), USAID (US$2,000,000), Norway (NOK 4,600,000) and the EU (9,100,000 Euros). UNDP has allocated US$2,850,000 from UNDP core resources to the project. In addition, UNDP signed an Inter-Agency Agreement with UNICEF (US$44,366). The entire project budget is now estimated at USD $55,183,181.

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

Figure 1. Approved National ID Card Design

Front   **Back**

Beneficiaries, Stakeholders, Implementing Arrangements

The NRB is the principal institutional beneficiary of the Project with the Malawian citizens as the ultimate beneficiary of support. The main Project stakeholders are the

NRB, Government of Malawi and Development Partners. The Project is implemented under UNDP's Direct Implementation Modality (DIM).

Output 1

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

Progress

This Output was achieved in 2017-18 with 9.16 million Malawian citizens registered for National ID and more than 9 million cards has been issues and distributed.

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

    All the personal data of citizens coupled with biometric attributes from batches zero to 13 corresponding to 9885547 records have been erased from the SELP server. All encrypted digital media used to transfer data had already been returned. The total 154,816 rejected cards were destroyed. This destruction has been done in a secure area called the "personalization area" by means of high-powered shredders. Additionally, the non-sensitive shredded compound has been disposed for proper recycling.

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

Output 2

NRIS 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:

Continuous registration is progressing well in all the 28 District Registration Offices (DROs) as well as 37 post offices. Deployment of the registration officers in other selected post offices is in process.

Fig 2: Trend of continuous registration of national ID from January to December 2019
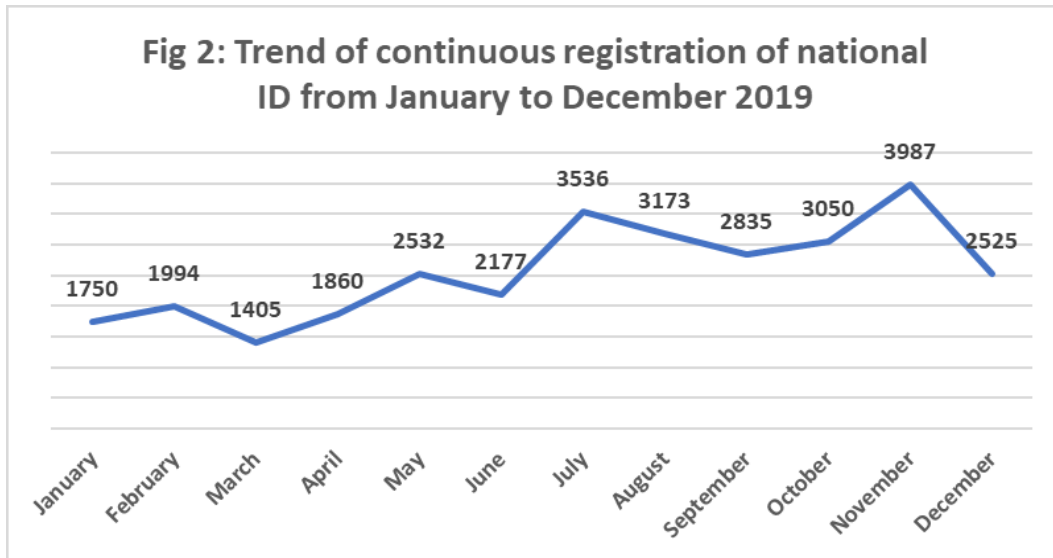
The average registration per month has increased from 1716 in the first quarter of the year to 3187 per month in the last quarter. As has been the trend in the previous quarters, the male registration for the national ID is slightly higher than the female. The month wise continuous registration data for the fourth quarter is given below.

Fig 3: Continuous Registration of National ID by Sex: Oct to Dec 2019
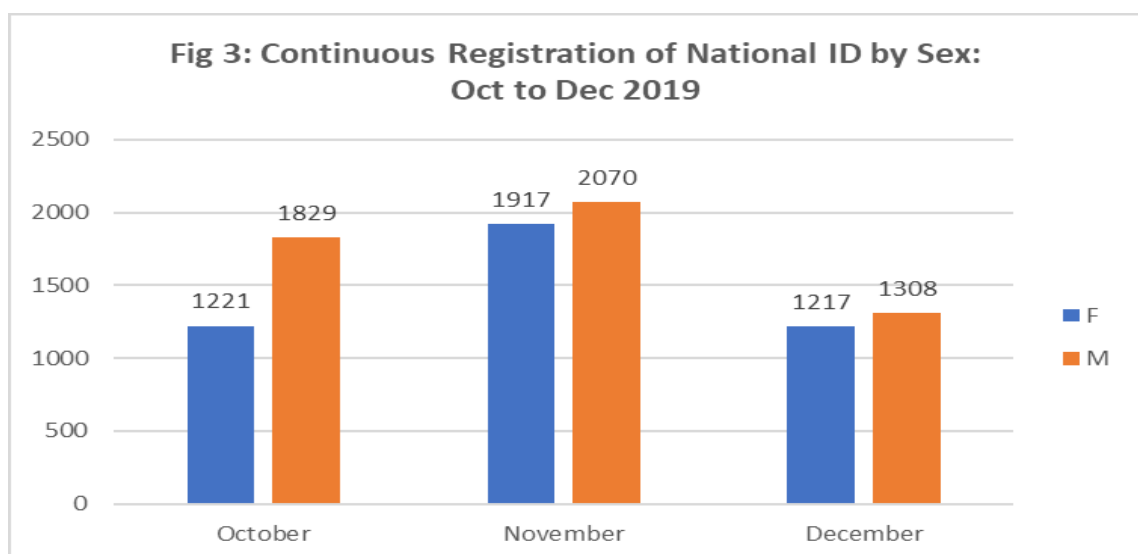
- **Foreigner and Refugee Card Printing**

In the last quarter, NRB's capacity to personalize (chip encoding with citizens biometric data) smart cards was enhanced. The Card Printing and Chip Personalization Software has since been updated and tested to start the personalization and printing of foreigner and refugee cards. The pre-printed and un-personalized cards for refugees and foreigners have arrived in the country and have been tested. NRB is now ready to start the production of ID cards for foreigners and refugees. The Minister of Homeland Security approved the design of the card as shown below.

Fig 4: Press statement on printing of resident foreigner Identity cards

A press statement was published in the Nation Newspaper on the printing of resident foreigner identity cards. This was to inform the public that printing of these cards would commence on completion of the verification exercise that is being carried out by the Department of Immigration and Citizen services. The design of the foreign identity card with all the mandatory security features is complete.

Fig 5: Approved specimen of foreigner's ID card

- **Software enhancements**

Continuous improvements and enhancements to the software and systems used by NRB are carried out by the NRIS ICT Specialist together with the NRB ICT team. This is part of the continuous capacity building and on the job training to enhance and improve the skills and understanding of the system to the NRB core ICT team.

- **NRIS System Availability and Backup**

The NRIS Production Server and Disaster Recovery Server are online and in sync. Standard Operating Procedures for the server management and backups are now being followed. A negligence in adhering to the regular practice of ensuring the database is properly backed up has posed a significant danger to the database and questions the sustainability of operations. Currently a daily and monthly data backup is being taken and countersigned by the head of ICT. Furthermore, the heavy-duty UPS in the main data centre had malfunctioned, triggered by problems with the power. The issue has since been resolved.

- **ID Card Printing Capacity Building**

The project organized and sent 3 NRB technicians to South Africa for an advanced training on how to maintain, troubleshoot and solve any issues that may arise with the Zebra Card printer. The Zebra Card printer is used both to surface print and chip personalise the ID cards in the new Card Production Facility at Capitol Hill in Lilongwe. The training has further enhanced the capacity of NRB technical staff such that most issues to do with card printers will be handled locally.

- **Procurement of Additional 1 Million Cards**

The NRIS project has procured 1,000,000 smart cards for continuous registration. NRB requested to use the savings of the NRIS project to procure these additional non-personalized cards to ease financial strain on government. This procurement was approved by the NRIS Technical Committee. It is expected that the Government will need to replace at least 3,000,000 expired ID cards by 2021. The table below gives indication of the card requirements over a 10-year span.

Table 1: Expiring National ID Card Projections from 2018 to 2028

Year	Number Of Cards Expiring	Continuous Registration	Total Cards required
2018	304	500,000	500,304
2019	332	500,000	500,332
2020	334	500,000	500,334
2021	2,969,329	500,000	3,469,329
2022	833,869	500,000	1,333,869
2023	893,584	500,000	1,393,584
2024	1,074,714	500,000	1,574,714
2025	1,045,066	500,000	1,545,066
2026	1,397,765	500,000	1,897,765
2027	841,337	500,000	1,341,337
2028	742,868	500,000	1,242,868

- **Project Extension – Reducing the Gap in Child Registration:**

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

- **Refurbishment of the 65 Post Offices:**

The work on refurbishment of the 65 post offices is in progress. As on 31st December 019, the following progress has been made:

  - Southern Region- 80% completed
  - Central Region - 100% completed
  - Northern Region- 100 % work completed

- **Deployment of Registration Officers in the Post Offices:**

The deployment of the ROs in the post offices is in progress and as of 31st Dec 2019, the registration has started in 37 post offices. By 1st quarter of 2020, all the 65 post offices are expected to be functional.

- **Refurbishment of the model Registration Centre in Blantyre:**

The refurbishment work of the Blantyre DRO is completed. The network connection and ESCOM connection is in progress.

Fig 5: Picture of Blantyre Model DRO office

Output 3

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

Progress

- **5th Conference of African Ministerial Conference on CRVS:**
  A delegation including the Minister of Homeland security, the Chief Director NRB, the Chief Registration Officer and other staff attended the 5th Ministerial Conference on CRVS in Zambia. The objective of the conference was to provide strategic and policy guidance towards holistic and integrated CRVS systems with digital identity management systems in order to close the identity gap in Africa and thus contribute to the achievement of the target 16.9 of the SDGs. Governments and development partners committed to a holistic approach that strengthens institutional mechanisms for accelerated improvement of CRVS and identity management system. NRB learnt from the experiences of African countries such as Zambia, Tanzania, Uganda and Egypt.

  Fig 6: 5th Ministerial Conference on CRVS in Zambia

Proposed Amendments to NRA and NRR

The final legal note containing all the consolidated recommendations for the proposed law amendments has been finalized in consultation with the law commission, Ministry of Justice and Registrar general. NRB is now reviewing it before the final and formal submission to the Ministry of Justice.

- **Law Commission:**

The Law Commission completed the legal review of the Citizenship Act and concluded their work. Recommendations include the establishment of a national citizenship board, resolution of dual citizenship issues, streamlining procedure of issuance of passports, addressing child adoption legal provision, eliminating discrimination of women citizenship by marriage and reforming citizenship by registration and naturalization processes among others. A press conference took place on 25th October 2019 where the law commission presented their work. The final submission will be circulated before formal submission to Cabinet.

LINKAGES

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

By linking the national ID with the civil servant payroll established by DHRMD, data analytics revealed that not all civil servants had provided correct national ID information. However, all civil servants were registered and given national IDs in 2016 at the proof of concept stage and where further given the opportunity to register in the proceeding 3 years. In December 2019, Government removed thousands of civil servants from the payroll for failing to provide national ID card information as was requested. The exact number of civil servants removed and proper analysis in terms of cost savings for Government of Malawi will be provided in January 2020.

According to DHRMD, 8037 civil servants did not receive their December salary. These civil servants were mainly teachers but the list it also includes 50 diplomats. Out of 8037, 5844 (mainly teachers) produced an ID during last month and have now been kept into the payroll; 2193 civil servants failed to produce an ID and they will not receive their January salary. They have been given another deadline - in addition to the previous ones- (attached) to register for an ID. Failure to submit an ID by March 2020 will result in permanent removal from the payroll of the 2193 civil   will be permanently removed from the payroll. As for the ID authentications provided by NRB upon DHRMD's request:

> ➤ 165,247 civil servants provided correct IDs;
> ➤ 25,122 Civil servants provided incorrect IDs;
> ➤ 3,906 Civil servants did not provide ID;

The majority of civil servants that provided incorrect IDs, according to DHRMD, are chiefs. There will be a parallel process taking place at DC offices to make sure that Chiefs will be also included into the payroll. NRIS will be able to provide a more accurate analysis per each institution.

Fig 8: A article published in the nation newspaper on 19ᵗʰ December on removal of civil servants from Payroll
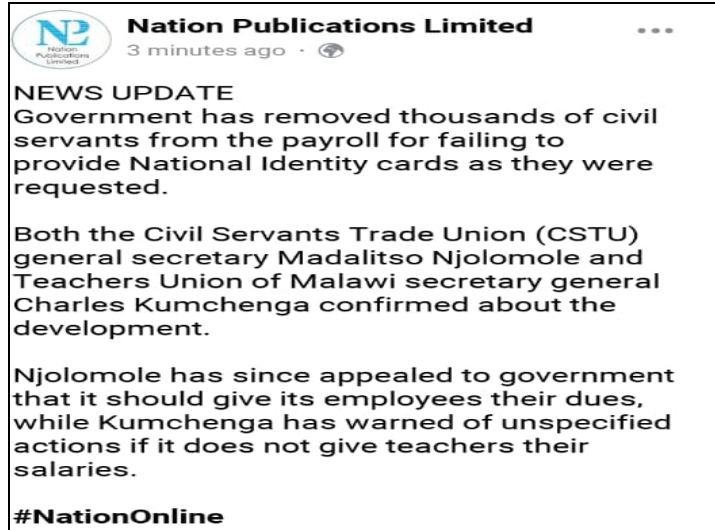
- **Ministry of Lands**
  The NRIS team and Ministry of Lands will discuss issues of the Land Management System and the plan for the integration with the National IDs. On 11ᵗʰ October a Technical Working Group was created with the NRIS team. The firs TWG was scheduled to take place in December 2019 but was postponed to January 2020.

- **Registrar General (RG)**
  Based on a few inconsistencies between NRA and Marriage and Divorce Act, it was agreed that marriages and divorces will be registered by NRB. It was also agreed that registration of companies will be done using the National ID pending the digitalization of the RG's system. Od Births, deaths and marriage will be transferred to NRB (100+ volumes).

- **E-Procurement:**
  A consultancy firm (under Digital Malawi project – World Bank) will start their work in December 2019. An inception report will be shared in January 2020.

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

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

passport requests coming in from the DOI. In addition, the API will be used to validate the requests coming from NRB to issue a foreign resident card.

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

Output 4
Project is efficiently managed, staffed and coordinated, and is implemented with national ownership.

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

- **Technical Committee meeting:**
The 24th and 25th Monthly Technical Committee meetings were held on 10th October and 8th November 2019 respectively, to review the project performance against the milestones.

- **Steering Committee Meeting:**
The 7th Steering Committee held on 5th December 2019 approved of the NRIS project extension for mass registration of children.

- **Monitoring and Evaluation of project implementation:** There was continuous monitoring of project implementation and management of risks in the reporting period to make sure the project stays on track. The progress work of the refurbishment of the Blantyre DRO is monitored closely to ensure that the work is on track. The refurbishment of the post offices has been monitored in the northern and central region as well to ensure that they are fully functional.
Monitoring Plan for the next quarter:
  - Monitoring visits to northern, central and southern districts to ensure that smooth registration process for the national ID in all 65 post offices.
  - Monitoring of civic education campaigns as the implementation of the civic education plan has started.
  - Analysis of age wise data on continuous registration.
  - Analysis of district wise analysis of under 16 data for the mass registration of birth.
  - Panning for the monitoring of the mass registration of child component of the project.

- **Challenges:**

  - **Low registration due to festive session:** The continuous registration figure for national ID slightly declined due to the festive session in December and is expected to increase by the 1st quarter of 2020.

  - **Power cut across Malawi**: There has been a problem across the country due to frequent power cuts which affected the network connectivity that transmits the real time data from the registration centre to the NRB HQ.

3. Progress against Results Framework Indicators

Annex I.

4. Way forward

Moving forward, the project will continue to prioritize:

a. NRB capacity

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

b. Public awareness to create demand for continuous registration:

In view of the low continuous registration numbers, the project has planned customised public awareness on continuous registration so that those that did not register during mass registration and those turning 16 years of age can go and register. In this period 5 civic education campaigns were developed, and implementation is in progress.

c. Legal framework:

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

d. Privacy and data protection:

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

e. Planning for the mass registration of children:
The NRIS team along with UNICEF is planning to implement the mass registration of children to reduce the gap. The

recruitment of project staff and planning for implementation of the project is in progress.

5. Conclusion

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

6. Future Plans

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

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

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

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

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

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

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

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

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

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

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

- **Planned activities with different MDAs:** The following activities are planned in the 1at quarter of 2020.

  - **Ministry of lands:** TWG meeting scheduled to take place in Q1
  - **DHRMD:** Overall analysis will be provided on civil servant's authentication through the IDs
  - **Registrar General (RG)**:Orientation will be provided to NRB as they will become Registrar of Marriages, Divorces and Adoption. The archives of old Births, deaths and marriage certificates will be transferred to NRB (100+ volumes)
  - **Refugees:** Discussions between UNHCHR, MoJ, NRB will continue the registration of approximately 20,000 refugees
  - **Immigration**: The interface with the passport system will be integrated with ID in Q1 and expected to go live. Negotiations will continue on the permit interface in line with the National Registration and Immigration Act
  - **Ministry of Health**: Taskforce meeting scheduled to take place in Q1 on patient identifiers and children registration.
  - **Road traffic department:** Meetings will take place to discuss the validation of driving licenses.
  - **Judiciary:** The integration of their informatic system based on the National ID NRB
    - **MRA:** The new electronic system, with the ID integration, will go live in Q1.
  - **Old Mutual:** MoU negotiations will continue in Q1

7. Financial Section

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

Annexes

Annex I: Progress against Results Framework Indicators:

Results Framework

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

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

	registration, disaggregated by gender					personalized SMS is sent to respective individuals to collect their card from the District Registration Office.
	1.3 Proposed amendment of National Registration Act submitted to Ministry of Justice	*Public Record*	0	2016	1	1	Proposed amendments of the National Registration Act were submitted to the Ministry of Justice which responded by requesting more internal consultations on a specific issue related to the NRB internal structure.
	1.4 Number of paid information campaign products aired on radio	*Project records*	0	2016	10	More than 10	Surpassed project target.
Output 2 NRIS is transitioned to a permanent and continuous registration system	*2.1 Number of District Registration Offices equipped for continuous registration*	*NRB Records*	0	2016	28	28	Reached project target.
	2.2 Percentage of registrars trained in rules and procedures.	*Training records.*	0	2016	100%	100%	Surpassed target. According to the laws of Malawi, District Commissioners (DCs) are the registrars. There are 28 District Commissioners in Malawi, which implies 28 registrars. All the 28 registrars have been trained on rules and procedures regarding the mass

							registration process, ID Card distribution, continuous registration protocols, ID Card replacement, registration of naturalized citizens and resident foreigners, etc. These trainings were also extended to all NRB district registration office staff, which include the Principal Registration Officers, formerly called Assistant District Registrars (ADRs), Logistics Officers, and Data Processing Clerks.
	2.3 Number of Malawians issued with a National ID card in 2018 as part of continuous registration, gender disaggregated	*NRB Records*	0	2016	0.77 million	More than 0.3 million	By 31 March 2019, 726,088 (441,806 males and 284,282 females) citizens had registered, as part of continuous registration and included those that registered during voter registration. Out of these records, almost 700,000 cards were printed for distribution.

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

Annex II: Risk Log (Updated)

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

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management Response	Owner	Updated by	Last Update	Status History
2	Slippage on operational timelines	20 Oct 16	Operational Total: 20	Timelines are constrained with census in 2018 and elections in 2019. If not implemented on schedule major deviations off plan may need to be considered. P = 4 I = 5	Monthly monitoring of progress in Technical Committee to determine corrective actions as necessary. TC and SC meetings taking place regularly and according to timeline. The project is on track so far.	Technical Committee	CTA	10 Oct 2019	No change (10 Oct 2019)
3	Institutional national capacities	20 Oct 16	Operational Total: 20	Lack of sufficiently trained national staff, lack of sustainable financial model for NRB and delays in setting up the ID card production facility site will compromise sustainability	Government conducted a functional review to increase NRB staffing. Government sanctioned recruitment of 16 IT Officers for NRB to support mass registration. For further recruitment of additional staff	GoM UNDP	CTA	10 Oct 2019	**Amended.** (19 January 2017) P amended from 3 to 4 in view of delays in the functional review and the increase in NRB

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

P = 5

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

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

Escalated for the attention of the SC on 5th April 2017.

Escalate to SC in anticipation that there might be a gap in NRB's capacity for continuous registration if the

new approved positions are not filled at all or on time.

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

									key and management staff that were already wel l trained. **Narration of Impact** **& Probability amended on** (19 Feb 2019) **No change.** (10 Oct 2019)
6	Technology adoption	20 Oct 16	Operational Total: 12	Introduction of new technologies and systems introduces unprecedented challenges for implementation and sustainability. $P = 3$ $I = 4$	International expertise to implement under the Project, supported by contractor arrangements. Skills transfer for the new technologies is built into the design of the Project.	UNDP/NRB	CTA	10 Oct 2019	**No Change.** (10 Oct 2019)
7	Adequate data protection provisions	20 Oct 16	Legal Total: 12	Failure to protect privacy and data can undermine confidence in registering and erodes the right to privacy of individuals.	A review of the National Registration Act and development of amendments is part of the Project deliverables. A meeting took place at the end	UNDP /GoM	CTA	10 Oct 2019	**Amended**. (02 October 2017) 2017) P amended from 3 to 4

| | | | | P = 4

I = 4 | of January 2018 between the UNDP Legal Specialist and NRB to discuss the amendments of the National Registration Act. A legal note is being finalized which will be the basis for a memo from the Ministry of Home Affairs and Internal Security to the Ministry of Justice and Constitutional Affairs (MoJ) requesting the necessary amendments of the law.

The introduction of the Electronic Transactions Bill will strengthen rights to privacy and data protection. The Electronic Transaction Bill was passed by Parliament on 04 July 2016 and the President assented to it on 20 October 2016. Its publication was on 04 November 2016.

On Data Protection Act, UNDP team will be following up and work with the World Bank team to support the development of a comprehensive Data Protection Act for Malawi. World Bank is | | | | given the level of current data protection provisions in Malawi.

No Change. (10 Oct 2019) |

					leading this through their supported Digital Malawi project.				
8	Network connectivity	20 Oct 16	Operational Total: 10	Limited or unstable access to connectivity can undermine data movement and synchronization during continuous registration. P = 5 I = 3	NRB and E-Government will ensure that systems for data transfer have been developed. UNDP will support.	GoM	CTA	10 Oct 2019	**Amended.** (01 December 2017) **No change.** (10 Oct 2019)
14	Lack of clarity on communication strategy on ID Card distribution and consistent engagement with the media create negative political perception and anxiety among	02 Oct 2017	Political Total:12	Lack of proper communication channels with key targeted public messages regarding collection of ID cards may create confusion on ID distribution resulting in negative perception on NRIS P=3 I=4	NRB will use proper communication channels (radio, SMS, USSD system) in phased approach to inform public to collect their ID cards. UNDP will support the initiative. NRB and UNDP will consistently engage the media to update them on the status of ID Card distribution.	UNDP/NRB	CTA	10 Oct 2019	**New Risk (02 Oct 2017)** **Amended.** (01 December 2017) **No change.** (10 Oct 2019)

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

conditions)				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).				
			P=3 I=4					

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

				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/accommo dation would be				

					provided through collaboration with local authorities or village heads and when this isn't feasible tents would be provided? - Considering the poor water quality in rural areas and unavailability of mineral water, bleaching powder for filtering the water will be part of the standard backpack. - First Aid kits will also be provided in case of emergency.				
				P=3 I=4					

| 18 | Registration Officers or and/or citizens' complaints are not heard or resolved properly | 30 Nov 2019 | Ops Total:20 | Enhance grievance redress systems to those potentially impacted though the submission of formal complaints | • 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: <br> a) Complaint forms | NRB and UNDP | CTA/PM | 30 Nov 2019 | New Risk |

					will be provided in the backpack and it will be also available on UNDP, UNICEF and NRB websites. b) The contract will include a clause on the grievance system and a complaint form will be distributed to ROs for submitting a complaint. c) Complaints/hotline/call centre will be established to receive and resolve the complaints, including safety concerns. d) ROs and citizens will be empowered to file and get information about the status of their complaints			

| | | | | | through mobile based USSD e-system.

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

 The details of the grievance mechanism for project workers will be spelled out in the labour management procedures for the project.
A workplace grievance mechanism (distinct from the project-level grievance mechanism) is provided for all project workers to raise labour concerns. The mechanism will be easily accessible to project workers who are to be informed of the grievance mechanism at the time of recruitment and the | | | | |

						measures to protect them against any reprisal for its use. The grievance mechanism shall be designed to address workers' concerns promptly, using an understandable, transparent process that provides timely feedback to those concerned in a language they understand, without any retribution, and shall operate in an independent and objective manner. The grievance mechanism may utilize existing grievance mechanisms, providing that they meet the above criteria. Existing grievance mechanisms may be supplemented as needed with project-specific arrangements. The grievance mechanism shall not					

					impede access to other judicial or administrative remedies that might be available under applicable laws, regulations or rules or through existing arbitration procedures, or substitute for grievance mechanisms provided through collective agreements, if applicable. The mechanism ensures workers' rights to be present and to participate directly in the proceedings and to be represented by a trade union, if applicable, or person of their choosing.					
			P=3 I=4							
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	• Before the deployment to the field, UNDP and UNICEF will hold a prevention of sexual harassment and safeguarding	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk	

				UN rules.		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.			
				P=3 **I=4**					
20	Delays in the deployment and retrieval of ROs leading to deployments extending beyond 21 days	30 Nov 2019	Ops Total:20	The prolonged stay of registration officers in rural areas may affect their living conditions.	• Labour management procedures will be developed for the project that set out the conditions in which project workers will be employed or engaged and managed, in	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk

				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. • 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				

			P=3 I=4	effectiveness of the operations				

Note: P stands Probability and I stands for Impact.

Annex III: Financial Utilization

A. 2019 Quarter Four Expenditure Summary Report:

OUTPUTS NAME	budget (US Dollar)	expenditures (US Dollar)	Difference (US Dollar)	Comments on principal reason for Variances
Budget Variance Analysis- Quarter 4				
Output 1: Up to 9 million Malawians are registered and issued with a National Identity card in 2017	-	824,626	(824,626)	Purchase of additional ID cards
Output 2: NRIS is transitioned to a permanent and continuous registration system	-	1,186,176	(1,186,176)	Ongoing GWAN activity
Output 3: Government MDAs are assisted to adopt the use of the NRIS.	-	23,288	(23,288)	
Output 4: Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	282,279	457,481	(175,202)	
SUB-TOTAL OUTPUTS	282,279	2,491,571	(2,209,292)	
Technical Support for Unforeseen Capacity Gaps (5%)	-	-	-	
UNDP Procurement Support Office (PSO) (4.5%)	-	22,925	(22,925)	
General Management Service Fees (GMS) (variable)	186,037	75,557	110,481	
TOTAL	**468,317**	**2,590,053**	**(2,121,736)**	

B. Cumulative Expenditure (Q4 2016, 2017, 2018, 2019) Summary Report:

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