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PROJECT DOCUMENT

Global Project (with support to Cameroon, Zambia, Kenya)

Project Title: Legal Identity for All

Project Number: 00121856

Implementing Partner: UNDP

Start Date: 1 July 2020

End Date: 30 June 2021

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Brief Description

This project aims at ensuring legal identity for every person on the planet, with specific support to 3 countries in Africa: Cameroon, Kenya and Zambia. The challenges in achieving this goal come from the lack of a comprehensive and holistic normative framework, a lack of coordination among stakeholders, and primarily through insufficient capacity and underinvestment in the core CRVS (civil registration and vital statistics) and identity management systems (national population and ID card registers). Therefore, this project seeks to significantly contribute to closing the identity gap in Africa through the following project Outputs:

1) Strengthened capacity of African Member States to maintain comprehensive civil registration, vital statistics and identity management systems. In particular, the project seeks to strengthen the capacity and interoperability of civil registration and identity management systems in Cameroon, Zambia and Kenya.

2) Comprehensive international normative and policy framework on civil registration, vital statistics and identity management developed and operationalized. Toward this end, stakeholder engagement will include close collaboration with the private sector.

Both components – the global normative work and standards setting, and country-level implementation – are mutually dependent and need to be concurrently addressed.

Contributing Outcome (Strategic Plan 2018-2021): SP Outcome 2: Accelerate structural transformations for sustainable development SP Output 2.2.1 Use of digital technologies and big data enabled for improved public services and other government functions Indicative Output(s) with gender marker: GEN2	Total resources required:	4,000,000 USD	
	Total resources allocated:	UNDP TRAC:	
		Japan:	4,000,000USD
		Government:	
		In-Kind:	
	Unfunded:	0	

Agreed by (signatures):

Haoliang Xu, Assistant Administrator and Director,
Bureau for Policy and Programme Support

Date

I. DEVELOPMENT CHALLENGE

Everyone has the right to ‘legal identity,’ i.e. to be recognised as a person before the law, as enshrined in Article 6 of the Universal Declaration on Human Rights and several international human rights instruments. In modern times, legal identity has been established through registration of major life events (birth, marriage, divorce, adoption, death) by state authorities, and the issuance of credentials giving evidence of same, a process known as civil registration. As civil registration establishes the existence of a person under the law, it has traditionally been the fundamental means of granting legal identity. Furthermore, civil registration is recognised as the ultimate source for production of comprehensive, regular and reliable vital statistics. In recent years, over 130 UN Member States have rolled out various forms of national population registers/national identity card schemes in order to either close their identity gap, manage more data on their populations, improve public (and increasingly private) service access, or provide legal identity for those citizens whose birth was never registered. Most of these schemes target the adult population only, however, and not all are linked with the core civil register, making universality of coverage impossible, and potentially exacerbating the exclusionary effects for those not registered.

The assessment of the total numbers of the global population without valid proof of legal identity, as well as the number of unregistered children (thus not conferred with legal identity) varies. Fully functioning and universal registration of births and deaths, for example – essential instruments for conferring and retiring legal identity – is lacking in almost half of the world’s countries. The registration of births and deaths is currently very low in many low-income countries – UNICEF estimate that one in four children under age 5 (166 million), on average, are not registered. And even when they are, they may not have proof of registration. Updated 2019 figures estimate that 237 million children under age 5 worldwide are currently without a birth certificate. The World Bank Group (WBG) estimates that around one billion individuals do not possess proof of legal identity, either paper-based or digital.

People who cannot prove who they are face multi-faceted challenges:

Firstly, people who cannot prove who they are cannot prove eligibility to access many public services, such as health, education, and social security. This particularly affects women and children from the poorest areas of the world, who constitute the overwhelming majority of people without legal identity.¹ Lack of legal identity makes it virtually impossible to get a driver’s licence, vote, secure a passport, cross international borders, claim inheritance rights, or access a pension. In many cases, it will not be possible for a child to enrol in school or sit the exams necessary to graduate. Furthermore, lack of legal identity can also leave people excluded from many parts of the private economy; people without identity will experience difficulties in opening bank accounts, securing a loan, buying property, or registering for many basic commercial services, such as a mobile phone connection. It may be impossible to secure legal, paid employment without official identity documents. All of these challenges may make it difficult or impossible to improve economic status, and lack of legal identity is thus a major contributor to global poverty and social exclusion.

Secondly, lack of legal identity can deny people protection before the law. It leaves people at risk of violence and exploitation from criminal enterprises, including trafficking in human beings. Most criminals involved in trafficking in human beings, for example, immediately confiscate the identity documents of their victims, making them highly vulnerable before the law in a foreign country. For children, a birth certificate provides proof of age needed to help prevent child labour, child marriage, underage recruitment into armed forces and prosecution as an adult. Lack of legal identity may also increase the risk of statelessness, as birth registration documents the facts of birth, which are also

¹ Civil registration practices can severely discriminate against women. In many countries, for example, identity is registered, and documents accessed, via a “head of household” (usually male) responsible for registering all family members. In other countries, a child’s birth cannot be registered without submission of a marriage certificate, or without the father present. This means that women’s legal identity depends on their husband or male relatives.

the facts that determine which nationality rules apply and therefore which nationality the child receives. There is an estimated global population of 10 million stateless people, a third of them children. A stateless person is not considered as a national by any State under the operation of its law. Statelessness, is often associated with 'identity exclusion,' as states often decide that they do not have responsibility for documenting 'foreigners' on their territory.²

This is related to the third major issue: in 2018, there were 71 million displaced people worldwide (the highest number since World War II), half of whom were refugees – and over half of whom are children. Protracted displacement has increased around the world, lasting on average 5-20 years. Individuals fleeing violence and conflict often leave with nothing but the clothes they are wearing, lose their possessions – including their identity documents – as they move, or do not possess identity documents in the first place due to prevailing vulnerabilities or discrimination based on gender or membership of a minority group. UNHCR operates digital registration systems that facilitate the registration of refugees under their protection, although the process can be challenging due to the absence of identity documentation available to refugees. The increasing number of displaced people worldwide demonstrates the necessity of identity solutions that work across borders. For refugees, especially in protracted situations, inclusion into the national CRVS/IM systems of host countries is often preferable as long as specific protection concerns are taken into account and addressed from the onset.

It is estimated 45% of people without legal identity are from Sub-Saharan Africa, with less than half of children in SSA registered.³ People in low-income economies are the most likely to lack an ID, although the majority of the 1 billion without live in lower-middle income counties. Therefore, registration of population and giving them legal identity is fundamental for poverty eradication.

The 2030 Agenda for Sustainable Development has recognised the importance of this issue and has included, as Target 16.9 of the Sustainable Development Goals (SDGs), a commitment to provide "legal identity for all (including birth registration) by 2030" and Target 17.19 which aims for countries to achieve "100% birth registration and 80% death registration by 2030."

In order to respond to the above-mentioned challenges, it was decided to strengthen collaboration between the UN and the WBG in the area of civil registration, vital statistics and identity management, which is reflected in the United Nations – World Bank Group Strategic Partnership Framework (UN-WBGSPF) for the 2030 Agenda. Also, as the holistic approach is necessary to achieve this goal, the UN Legal Identity Expert Group (UN LIEG) – was established from September 2018 to June 2019 under the leadership of the DSG. The UN LIEG, co-chaired by UNDP together with UNDESA and UNICEF, was tasked with developing a coherent and integrated United Nations response to the issue of legal identity from both normative and operational perspectives. After the expiration of the UN LIEG, this setup was institutionalized as a permanent interagency task force 'UN Legal Identity Agenda Task Force (UN LIA TF)'.

While this is a UNDP project, this project is a part of large UN Legal Identity Agenda and UN LIA TF partner agencies will be engaged significantly to implement activities. This contributes to providing support in 'One UN' manner and ensures coordinated and comprehensive assistance.

² The 1961 Convention on Statelessness, which entered into force in December 1975, gives effect to Article 15 of the Universal Declaration of Human Rights ("everyone has the right to a nationality"). UNHCR, mandated by the UN General Assembly to identify, prevent and reduce statelessness, estimates that at least 10 million people in the world are currently stateless.

³ <https://id4d.worldbank.org/global-dataset/visualization>; <https://www.unicef.org/esa/press-releases/effective-birth-registration-essential-legal-identity-all>

II. STRATEGY

Summary

The challenges in ensuring legal identity for every person on the planet have, to date, come from the lack of a comprehensive and holistic normative framework, a lack of accurate qualitative and quantitative data on the situation of people without legal identity, a lack of coordination among international partners, but primarily through insufficient capacity and underinvestment in the core CRVS and identity management system in UN Member States. Successful results, addressing these challenges, constitute the outcomes of the 'Legal Identity for All' theory of change. 'Legal Identity for All,' therefore, seeks to significantly contribute to closing the identity gap in the world through by **1) Strengthening capacity of Member States to maintain comprehensive civil registration, vital statistics and identity management systems** and **2) developing a comprehensive international normative and policy framework on civil registration, vital statistics and identity management.**

Theory of Change

This project addresses a part of UN Legal Identity Agenda with focus on by **i) supporting African Member States to strengthen their capacity and interoperability of civil registration and identity management systems**, as well as **ii) engaging with stakeholders – including the private sector – to develop the international normative and policy framework.**

Country Components (Cameroon, Zambia, Kenya)

This project selected three African countries—Cameroon, Zambia and Kenya based on the rapid assessment missions conducted by ECA. The selection criteria was to focus on countries with at least a basic legal framework on data protection and privacy, countries where the stakeholders demonstrate willingness in implementing UN legal identity agenda and countries where the implementation of this project within one year is feasible.

The challenges in obtaining legal identity for the hundreds of millions of people without it can be grouped under a number of different headings, primarily cultural factors, discriminatory practices, political and legal barriers, lack of access, lack of capacity and underinvestment, uncoordinated institutions, and lack of technological inter-operability. These considerations are relevant for both nationals and refugees/IDPs/stateless persons alike. Three sub-Saharan African countries have been identified as most likely to benefit from this support.

1. Cameroon

The government of Cameroon has demonstrated a strong commitment to strengthen its civil registration, vital statistics and identity management functions in recent years. Currently, birth registration rates are 66.1% on an annual basis, but, of the 66%, only a third of them on average receive birth certificates. Death registration is extremely low, with anecdotal evidence suggesting it could be as low as 3%.⁴ In order to improve its civil registration system (and strengthen its interoperability with the national ID system as well as other governmental services), the National Civil Registration Bureau (BUNEC), under the Ministry of Decentralization and Local Development, is implementing a 'Civil Registration Rehabilitation Programme (Pre2c)' which aims at establishing the basic infrastructure and institutional coordination necessary to meet at least 90% of civil registration coverage nationally in 5 years, from 2018 to 2022.

The national strategy 2018-2022 should support in responding to several challenges such as: lack of qualified personnel and suitable premises; document fraud; the irregular supply of civil status centers with appropriate registers and the random preservation and archiving of said registers; a lack of probity and integrity on the part of certain civil registration officers and secretaries; loose monitoring of the functioning of this sector by the regulatory authorities; a certain indifference of the

⁴ MICS 2014

populations towards civil registration events, with as a corollary the low rate of registration of these with the competent services.⁵

In implementing the strategy, the government faces challenges in developing robust civil registration, which include **lack of incentive in registering vital events among population, insufficient capacity of civil registration centres, insufficient capacity of justice structures, insufficient coordination among relevant national authorities, and lack of interoperability between the identity management system and civil registration.**

A lack of incentive to register vital events among the population: It appears that a large proportion of vital events in Cameroon are declared only when absolutely necessary. The reasons for low registration rates vary. For birth registration, for example, survey results show that 50% do not see the usefulness of the birth certificate; 20% do not know the deadlines and procedures, 19% fear the cost of the service (19%), and 12% are confronted with negative traditions that discourage them from declaring their births.⁶ As a result, declarations are often made late and are the subject of long and financially burdensome legal proceedings, which encourages families to seek "alternative" solutions, i.e. to fraudulently obtain a certificate, which creates other issues such as no certificate of primary education although children complete courses and exams.

Insufficient capacity of civil registration centres: Currently, the country has approximately 2800 civil registration centres, including 46 in diplomatic and consular missions, 14 in Urban Councils, 360 in local councils and nearly 2400 secondary civil registration centres.⁷ This network of main and secondary civil registration centres is a considerable asset but it appears that a number of secondary centres have serious dysfunctions due to lack of basic infrastructure for digitisation and the necessary administrative capacity.

Insufficient capacity of justice structures: A birth certificate needs to be issued by 90 days after a birthday but many people, in particular in rural areas, do not have the incentive to obtain them as mentioned above. They notice the importance of the certificates afterwards, for instance when they go to schools and need national ID cards. However, it is challenging for them to obtain a birth certificate after the 90 days because of legal processes including the requirement of additional judgements and financial and access/distance burdens. A traditional court has an important role to play in delivery of birth certificate for those who failed to declare their birth within the legal period. UNDP diagnosed last year that most of the members of the traditional courts are not aware of their role and are illiterate. The ignorance of the law leads them to abuses sometimes.

Insufficient coordination among relevant national authorities: As civil registration involves different stakeholders; it requires permanent coordination. In Cameroon, the civil registration system is under the Ministry of Decentralization and Local Development (MINDDEVEL), national identity management is led by the General Delegation for National Security (DGSN) under the Ministry of Defence and Security, and vital statistics is led by the National Institute for Statistics under the Ministry of Economy, Planning and Regional Development (MINEPAT). The PRE2C Steering Committee, chaired by the Minister of Decentralization and Local Development (MINDDEVEL) (and a Technical Secretariat that brings together all stakeholders) were recently created. This initiative was a good joint approach to improve the functioning of the systems but currently the coordination between these institutions is not effective, as each actor assumes separately its responsibilities for civil status registration and there is no permanent and joint system for monitoring civil status events registration. Therefore, the functioning of these committees needs to be strengthened with proper implementation, monitoring and reporting strategy.

⁵ In some civil registration centres, anecdotal evidence suggests that 'tips' can secure a false birth certificate. It has been widely reported in the national media, for example, that 17 footballers wishing to represent Cameroon in the qualifiers for the youth African Cup of Nations (football) were disqualified after a Magnetic Resonance Imaging (MRI) test revealed misrepresentation of their age.

⁶ Source: Digitization guidelines 2018

⁷ The presentation of Mr. Marie Alexandre Yomo, Director General of BUNEC at the bilateral consultative meeting of 14 January 2020

Lack of interoperability between identity management system and civil registration: The national ID project under DGSN demonstrated significant improvement by launching a robust biometric identification system that uses artificial intelligence to update the population database in August 2016. It was reported by DGSN that 86% of the population are registered in the national ID scheme. However, due to incompleteness of the civil registry, those two components are not yet integrated. In order to have a robust civil registration, vital statistics and identity management system to achieve legal identity for all, the interoperability of these two functions needs to be strengthened.

Since 2018, with the support of the government of Japan (precisely Japanese supplementary budgets), UNDP Cameroon has provided assistance for the BUNEC, justice structures and vulnerable people to provide and obtain birth certificates and national ID cards in the contexts of prevention of violent extremism and humanitarian assistance (in particular opening bank accounts) in the Far North region. In particular, UNDP with other partners such as UNICEF, UNHCR and Norwegian Refugee Council (NRC) has established a coordination mechanism around the BUNEC and justice structures in the Far North Region to offer a holistic support approach.

This project shall address these four challenges through **i) awareness raising campaigns highlighting the importance and benefits of civil registration and legal identity, ii) strengthening the digital infrastructure and human capacity of civil registration center, iii) improving the infrastructure and human capacity of effective delivery of legal identity documents, iv) providing support to ensure smooth coordination among relevant national agencies and v) contributing to the integration of the civil registration and identity management systems** with special focusing on the Far North region as a model region.

2. Zambia

The Government of Zambia has made significant progress in improving the civil registration, vital statistics and identity management system during the last decade. The CRVS and IDM systems are all inclusive and governed by a well-developed legal framework which includes provisions for data privacy and protection, and operated under the Department of National Registration, Passport and Citizenship (DNRPC). The registration system is decentralized to the district level, which provides an opportunity for universal coverage from the supply side. However, while the national ID coverage is as high as 83.6%, birth registration (BR) and death registration (DR) are still quite low (BR: 16.3%, and DR: 19%). The rapid assessment mission implemented by UNECA⁸ identified that this is due to **low demand from citizens to receive birth and death certificates, lack of a comprehensive mechanism to enhance birth notification in health facilities, and paper-based civil registration, vital statistics and identity management systems.** In order to address these challenges, the DNRPC is currently developing a new strategic plan and planning to further **implement the Integrated National Registration Information System (INRIS) and install biometrics system** which will collect facial image and 10 fingerprints per person. Despite these advanced plans, a funding gap to enable the full roll-out of INRIS still exists. Currently the government has mobilized from its internal resources approximately 0.8 million USD to support the roll-out of the INRIS.

Low demand from citizens to receive birth and death certificates: In Zambia, the use of alternative identity options (e.g. affidavits), has affected the demand and uptake of the legal identity documents especially the birth and death certificates.

Lack of mechanism to enhance birth notification in health facilities: While 85% of births that occur in Zambia take place in health facilities, the registration rate of birth is still quite low. Since early 2018, the national registration office has trained health workers (mid wives and data entry

⁸ ECA, Civil Registration and Vital Assessment Report, February 2020

clerks) who are supposed to support the registration of civil events. However, there are challenges in implementation, which include lack of consistency in the supply of registration materials (2-3 months without materials) and insufficient training opportunities that lead to incapacity to register birth at the hospitals.

Paper-based civil registration, vital statistics and identity management system: The registration of births, deaths and identity are still manual/paper based, with notable attempt to digitalize the births and deaths records. In order to integrate those systems, the migration to digital system needs to be fast-tracked.

Introduction of new biometrics technology into national ID management system: As a part of INRIS, the Government of Zambia plans to install the Biometric Enabled Digital Identity Management System. This system needs to be carefully assessed to ensure its sustainability.

This project shall address these four challenges through **i) strengthening digitalization of CRVS/IM, ii) strengthening the capacity of health facilities to register vital events, iii) awareness raising campaigns highlighting the importance and benefits of civil registration and legal identity, and iv) supporting new initiatives in installing biometrics technology into ID management system.**

3. Kenya

Kenya has a well-functioning civil registration and identity management system with a birth registration rate of 90.4%, death registration rate of 70% and national identity card coverage of 95%.⁹ In Kenya, the key departments responsible for civil registration, vital statistics and identity management are all under the State Department of Interior and Citizen Services under the Ministry of Interior and Coordination of National Government, Office of the Presidency. However, while each component has a well-developed business process and individual database, these systems are operated independently and there is no interoperability or data sharing. In addition, there are other functional registers that are managed by other government departments and they are not linked to any of the foundational identities.

In order to address these challenges and foster integration, the Government of Kenya has made tremendous efforts, through the establishment of the integrated registration and identification system (IPRS) and lately, via the provision for the establishment of the national integrated identification management system (NIIMS). NIIMS, and the respective unique identifier number referred to as Huduma Namba, is a new state ID system to link various existing state systems via a single number for life. The Huduma Bill, 2019, provides for the establishment of the above system as the single source of foundational and functional data for all resident individuals. It is yet to be enacted into law as it is currently planning to undertake public hearing. The Bill states that it will replace the current national ID, and the Huduma Namba will be used as both foundational ID and functional ID. The coverage of Huduma Namba includes both citizens and non-citizens, including refugees, and will be registered under NIIMS. Still, there is a need to clarify which agency is going to issue the unique identifier number and Huduma ID cards. The process of the setting up the Huduma Number had stalled due some legal challenges, but, this has since been cleared with the high court decision to continue the roll-out of Huduma Namba on condition that it sets up an appropriate and comprehensive regulatory framework on data protection that meets international standards.¹⁰ Before the issuance was halted, 37,724,521 persons had been registered. NIIMS will proceed to issue a physical card, called a 'Huduma Card'.

⁹ Census 2019

¹⁰ <http://kenyalaw.org/caselaw/cases/view/189189/>

However, the government still has challenges in linking this new system with the database and system from other government departments in order to build a holistic, interoperable and sustainable civil registration, vital statistics and identity management system for Kenya. These challenges include **a lack of strong integrated focus among relevant government departments, outdated technology to enable digital transformation, and need for an evolving legal framework and guidelines for roll-out of the NIMs project and for data protection.**

Lack of strong integrated focus among government departments: In Kenya, the key departments responsible for Civil Registration, Vital Statistics and Identity Management are Civil Registration Services (CRS), National Registration Bureau (NRB), National Integrated Information Management System (NIIMS), Kenya National Bureau of Statistics (KNBS) and Information, Communication and Technology Authority (ICT Authority). Also there are other agencies which are responsible for functional registries, such as the refugee registry managed by the Refugee Affairs Secretariat (RAS), or the voter register under the Independent Electoral and Boundaries Commission (IEBC). Adding to that, the Vital Statistics Unit under the Health Information System (HIS) department in the Ministry of Health, is responsible for compiling and analyzing the medically certified cause of death (MCCOD) statistics. In addition to the foundational registry, there are various entities responsible for functional registries such as election, tax, refugees and immigrants. Since all departments operate independently, there are no linkage in database and system. There is need to set up an inter-ministerial committee to manage integration of systems.

Outdated technology to enable digital transformation: Currently, the systems from the civil registration (births and deaths), vital statistics and identity management systems are at different levels of digitalization. They range from completely paper-based system of registering marriages and divorces, to semi-digitalized system of registering births, deaths and identity management. For interoperability, all the vital events (including marriages, divorces, annulments and judicial separations) and ID management historical records should be transformed into digital format and the business processes executed on a fully digitalized and automated platform.

Need for an evolving legal framework for roll-out of the NIIMS project and for data protection: In order to establish an integrated CRVS and ID Management system that is based on a holistic approach which is activated from birth and exited at death, there is a need for enactment into law of the Huduma Bill, 2019 which is currently in parliament undergoing public consultation. There is also need for clarity of some of the provisions in the Huduma Bill, 2019 through development of protocols, regulations, guidelines and procedures on ensuring the integrated system is functional, holistic and sustainable. The guidelines should indicate how the Huduma Namba will be issued and by who and how it will be exited to enable a real-time population register. The database for the population register should also be clarified. The government should implementation of the Data Protection Act, 2019 and finalize the Data Protection (Civil Registration) Regulations, currently in draft.

This project shall address these three challenges through **i) providing support to ensure smooth coordination among relevant national agencies, ii) support awareness raising of NIIMS, iii) development of guidelines towards the integration of CRVS/IM functions and iv) enhancing interoperability of relevant systems through digitalization.**

Global Components

While there are various digital solutions that have potential to contribute to solving the global identity gap, those tools also entail risks in undermining privacy and human rights. Since the digital technology progresses rapidly, the government needs to have quality information to make a good decision on which technology to use, as those decisions on digital infrastructure shapes the future of the country.

This project addresses challenges that the governments face through global policy formulations: **information gap among policy makers on digital technology relevant to CRVS/IM, lack of private sector engagement in international framework and lack of international legal framework on biometrics.**

Information gap among policy makers on digital technology relevant to CRVS/IM: The providers of identity solutions rarely get the opportunity to demonstrate their offer more systematically to conference attendees, and identity managers rarely get the opportunity to clearly explain to vendors, as a collective, on what their user needs are, some of the problems they experience and some of the solutions they seek.¹¹ The result of this information gap is that identity providers often develop solutions that are neither sustainable nor in tune with what identity managers require. This includes where the national identity managers have neither the IT infrastructure nor the capacity to manage innovative solutions. It is critical to bridge this gap to effectively decrease the number of people without legal identity.

Insufficient private sector engagement in international normative framework: Appropriate, sustainable innovations, both in technology, institutional governance and business processes/systems, for CRVS and identity management is critical. It is important to ensure that the private sector is engaged in the discussion of the international normative framework on the use of digital technology. The spread of digital technology has been one of the most striking African success stories over the past 10 years, especially in the area of digital payments (with the participation of several National Telecom and private sector operators). The public sector creates the enabling conditions through the setting up of the regulatory regimes and seed infrastructure (e.g., funding of underwater cables by financial backers, development of e-government services). To advance the digital revolution, both the role of Government and the private sector have to expand and deepen through Public Private Collaboration and innovative finance mechanisms. To make digitalization more inclusive, safe and effective it is also highly recommended that such collaborative efforts extend to key stakeholders in the target ecosystem and that the development of the local private sector is made a priority. Importantly, such public private collaboration needs to be guided by an international normative framework that urges prevention of human rights abuses via the misuse of digital solutions.

Lack of an international normative framework on biometrics: While the use of biometrics technology has increased in recent years, there are no international legal/normative framework on its usage (outside of the counter-terrorism realm). Due to the concerns on privacy and human rights over this technology, it is necessary to develop a knowledge product that can serve as a guidance for Member States.

The project shall address these challenges by i) **conducting mapping exercise of the currently available technologies surrounding civil registration, vital statistics and identity management, ii) organizing a policy forum/workshop with the private sector to explore digital solutions to close global identity gap and its ethical responsibility, iii) developing a knowledge product on the appropriate use of digital technology in civil registration and identity management, iv) Develop a report/ policy paper on 'Cost of failing to ensure universal legal identity' in pilot countries, and v) support regional initiatives to enhance knowledge exchanges through South-South cooperation.**

¹¹ A notable exception to this problem is the annual ID4Africa conference.

III. RESULTS AND PARTNERSHIPS

Expected Results

Outputs 1-3 seek to strengthen capacity of Member States to maintain comprehensive civil registration, vital statistics and identity management systems

Output 1: Strengthened capacity and interoperability of civil registration and identity management systems in Cameroon

Activity 1.1: Awareness Raising and Public Hearing with Far North communities on civil registration and legal identity

In order to promote registration of vital events, it is essential to understand what prevents the population from declaring their vital events to the governments. Especially in the Far North regions with the marginalized community, the causes are intertwined —ranging financial constraints to lack of confidence to the system. This project will conduct public hearing from local communities to identify challenges they face, and implement a campaigns to raise awareness to citizens on the importance and benefits of civil registration and legal identity.

Activity 1.2: Strengthening the digital infrastructure and human capacity of civil registration centres/ E governance

This activity shall, where requested by the Member State and in consultation with Japan and other UN partners, procure key software and hardware systems for civil registration centres in Cameroon. The procurement will be conducted in consultation with the Government and in compliance with UNDP rules and regulations. In fact, as a response to COVID 19, UNDP is supporting delivery of services via e-governance in villages and other remote areas. This helps to reduce the risks caused by movements of beneficiaries and thus possible exposure to the virus. Moreover, digitalization will assist in securing the process of certificate issuance, which is one of the challenges in Cameroon.

Since the objective of this project is to establish an interoperable and comprehensive system, the procurement process will ensure selecting companies with the capability to link existing systems and avoid any vendor lock-in. As part of the procurement process, training to the staff members of civil registration centres will be conducted to familiarize themselves with the new tools.

Activity 1.3: Improve the infrastructure and human capacity of effective delivery of legal identity documents (in the Far North Region as a model region)

Essential equipment such as motor bikes and/or vehicles will be procured to improve the mobility of national stakeholders (BUNEC: National Bureau for civil registration) and justice structures for remote areas, while justice officials and BUNEC actors will be trained for efficient issuance of additional judgements. Whereas civil servants based in the capital and main cities are trained to provide good quality of service, those who are based in the villages are mostly not trained and work with very basic equipment. UNDP intends to provide a response to this vacuum to improve their facilities and support minimum of equipment to improve the standard of service in the remote areas. UNDP, in discussion with the national counterpart, will focus on a few pilot secondary centres that will build capacity to contribute to the reform and rehabilitation of civil registration in Cameroon. UNDP will support also some costs for vulnerable persons willing to have their certificates/judgements to alleviate the financial blockages faced by the poorest.

Activity 1.4: Technical assistance to ensure coordination among relevant national agencies.

Based on the rapid assessment missions conducted by colleagues in UNECA in the first quarter of 2020, it was identified that one of the biggest challenges is the fragmented approach towards civil registration, vital statistics and identity management. In many cases, civil registration and identity management are handled by different national agencies and those two systems are not linked at all.

In order to develop a holistic and interoperable system, the relevant national agencies need to come under one umbrella and integrate – or at least create interoperability between – those separate systems. This activity supports these national government agencies to coordinate and integrate different systems, for example, by setting up and operationalizing a cross-Ministerial task force.

Activity 1.5: Integrating the civil registration and identity management systems.

In order to create interoperable systems between civil registration and identity management, this activity provide technical support in drafting a plan to integrate those two systems. The experts will be hired to design and specify the requirement definitions of the entire system that enables the interoperability (as the project budget is limited and not enough to implement the entire system).

Output 2: Strengthened capacity and interoperability of civil registration and identity management systems in Zambia

Activity 2.1: Strengthening the digitization of CRVS/IM

The Government of Zambia has demonstrated strong commitment to digitalization of CRVS by initiating Phase II of its previously implemented Integrated National Registration Information System (INRIS). INRIS Phase II is being built to respond to strengthening interoperability of civil registration and identity management in Zambia. This INRIS Phase II initiative plans to upgrade its data collection of biometrics data by including facial recognition and 10 finger prints contrary to the existing thumbs finger print recognition. Under this activity, the project supports procurement of key software and hardware systems for digitization of CRVS/IM in Zambia. The procurement will be conducted in consultation with the Government and in compliance with UNDP rules and regulations.

Since the objective of this project is to establish an interoperable and comprehensive system, the procurement process will ensure that selected companies with capability to link with the existing systems are engaged, in order to avoid any vendor lock-in. As part of the procurement process, the training to the staff members of civil registration centers will be conducted to familiarize themselves into the new tools and to increase their skills and expertise on data security.

Activity 2.2: Strengthening the capacity of health facilities to register vital events

Since 85% of births take place are in health facility, it is important to make use of this to promote birth registration. The project shall contribute to the operationalization of the Memorandum of Understanding between the Ministry of Home Affairs and the Ministry of Health to provide for birth notification through health facilities. Currently, UNICEF is supporting the establishment of birth registration desks in health facilities and provincial centers. There currently 800 health facilities with registration desks out of approximately 3,500 in the country. This system is largely dependent on volunteers and still requires strengthening and the functionality of these health facilities registration requires strengthening. Support will target selected health facilities including procurement of key software and hardware systems to strengthen their capacity to register vital events. Selection of the targeted health facilities will be done in collaboration with the Ministry of Health, DNRPC and other local actors such as World Vision.

Activity 2.3: Civic engagement and awareness raising on the importance and benefits of civil registration and legal identity

As part of the rollout of new national ID system, the project shall conduct civic engagement and awareness raising regarding registration of the new national ID system with biometrics as well as registration with the civil registry. In the context of INRIS phase II implementation, a communication and advocacy strategy was developed, aimed at creating awareness of the transition and importance of legal identity and provide support in the change management process. The Advocacy and Communication Strategy extends beyond the boundaries of INRIS. It seeks to facilitate the Department of National Registration, Passports and Citizenship to continuously re-engineer its operations to satisfactorily address the myriad of complex challenges. The strategy is expected to facilitate the public's adaptation of the attitudes and norms to embrace the new system and its

requirements. The implementation of the Strategy will significantly contribute towards the transformation of the DNRPC into a user-friendly, people-driven, open, easily accessible institution. Throughout the process, the project also engages with citizens to provide opportunities for them to give feedback, raise concerns or address challenges regarding the registration process.

Activity 2.4: Technical assistance to ensure coordination among relevant national agencies

The GRZ established a high-level multi-sectoral governance structure to provide policy and technical guidance to the implementation of INRIS. The governance structure includes representation key institutions working with large volumes of identity data. This activity supports these national government agencies to continue coordination and integration of different systems. It will support efforts to coordination efforts to address any policy and/or legislative changes that may still exist to support the roll-out of INRIS in targeted locations. In particular, the guideline on data security needs to be developed in parallel with the roll-out of INRIS II.

Output 3: Strengthened capacity and interoperability of civil registration and identity management systems in Kenya

Activity 3.1: Provide support to ensure coordination among relevant national agencies

Based on the rapid assessment mission conducted by UNECA colleagues in the first quarter of 2020, it was identified that one of the biggest challenges in Kenya is the fragmented approach towards civil registration, vital statistics and identity management. Civil registration, identity management and the population registry are all handled by different national agencies and those systems are not linked at all. In order to develop a holistic and interoperable system, the relevant national agencies need to come under one umbrella and integrate those separate systems. This activity supports these national government agencies to coordinate and integrate different systems by setting up/revive an inter-ministerial task force and technical working group to provide guidance which will enhance the integration process.

Activity 3.2: Support public awareness raising on NIIMS

In order to ensure public participation towards the implementation of the NIIMS and the legal framework anchoring it, it is imperative to conduct public awareness through various platforms and media to sensitize the citizens on the NIIMS and its operationalization through the Huduma Namba (a unique identification number) along with a Huduma card (multipurpose identity card). With these numbers and ID cards, citizens will be able to obtain a passport, have a cell phone number, vote, access health services, open a bank account and access other basic rights. Due to its importance in the life of citizens, the activity supports the public hearings to address citizens' concerns on the NIIMS and promote their awareness on the legal and institutional framework underwriting it.

Activity 3.3: Development of legal framework and guidelines towards the integration of CRVS/IM functions with stronger protection for personal data and privacy

In order to create integrated and interoperable systems, it is essential that there is a set of agreed guidelines and roadmap towards the integration. Also, since the High Court ruling requests the government to install legal framework to protect personal data of citizens before implementing NIIMS, it is critical to develop effective legal framework on data protection and privacy. The project shall provide technical assistance to develop legal framework (including protocols, regulations, guidelines and procedures) and ensure that the integrated system is institutionalized in a functional and sustainable manner with protection for personal data and privacy.

Activity 3.4: Enhance interoperability of relevant systems through procurement of digital tools and training.

The activity shall procure key software and hardware systems for the purpose of scaling-up digitization effort to foster interoperability of systems. The procurement will be conducted in consultation with the Government and in compliance with UNDP rules and regulations. Since the

objective of this project is to establish an interoperable and comprehensive system, the procurement process will ensure to select companies with capability to link with the existing systems and avoid any vendor lock-in. Upon procuring the new tools, the civil registrars will be provided a series of training to familiarize themselves with the new tool.

For outputs 1-3, the focus is to strengthen interoperability of the civil registration, vital statistics and identity management systems through digitization. By advancing digitization of the legal identity ecosystem, which is a foundation of the public service, governments will enable acceleration of the transformation of various other public services such as taxation, health, education and border control. It also increases the efficiency of the personal authentication process for banks and the telecommunications sector. Digitization of the legal identity ecosystem thus is the cornerstone for digital transformation.

Output 4 seeks to develop a comprehensive international normative and policy framework on civil registration, vital statistics and identity management.

Output 4: International normative and policy framework developed, operationalized and strengthened

This output focuses on a common UN approach to appropriate, sustainable innovations, both in technology, institutional governance and business processes/systems, for CRVS and identity management. ‘Legal Identity for All’ will aim to ensure that national authorities, the UN, and other development partner interventions in the area of identity management at the global, regional and national level are informed by the latest developments in technology and institutional governance. It will focus on ways that the private sector (as well as technology-based not-for-profit initiatives) can contribute to advancing national civil registration and identity management systems and processes with the view to solving the global identity gap. Leading companies with strengths in biometrics technology, which include Japanese firms, are invited to participate into below activities 4.1, 4.2 and 4.3. In order to ensure the alignment with other projects funded by Japan, those global activities will be implemented in a close coordination with the team of the Office of the Chief Digital Officer (CDO).

Activity 4.1: Conduct mapping exercise of the currently available technologies surrounding civil registration, vital statistics and identity management

This activity will involve close liaison with the private sector to map future digital identity management solutions and where the technology sector is moving identity practice and the identity debate. At the global level, it will analyze developments such as mobile ID solutions, cloud management of identity, blockchain innovations, and mobile ID platforms allowing for controlled release of identity data as appropriate by the identity data owner.¹² It will also examine the policy implications of public private partnerships in the management and financing of identity infrastructure and databases, from both a sustainability perspective and private use and data mining of ‘official’ identity data.

Activity 4.2: Organize a policy forum/workshop with the private sector to explore digital solutions to close global identity gap and its ethical responsibility

This project will organize a policy forum for the international community, national identity management partners and the private technology sector to cooperate in the future of identity management. With regards to developments and innovations in the area of biometric technology, the project shall draft guidance/documents on key considerations on the expanded use of biometric systems (e.g. ethics, risks and opportunities). Such draft policy guidance will include a decision framework on implementation of biometrics, advice on legal frameworks for the collection, use and ownership of biometric data, and a mapping of future expansion of biometric systems to likely include invasive facial recognition systems beyond legal identity systems, throughout border management,

¹² An example of such include an identity interface pilot developed by Accenture was exhibited at the ID2020 in New York in May 2017 or a mobile/cloud service used by FAO developed by NEC which is in use in Mozambique since 2015.

law enforcement, public administration and the private economy.¹³ This policy workshop has participants from more than 10 UN agencies under UN Legal Identity Agenda and therefore, the participants are able to exchange best practices across UN system and beyond. The private sector will have the opportunity to present to the participants from UN agencies their cutting-edge technologies which would contribute to the digital to the Legal Identity for All. Leading biometrics companies, which include Japanese firms, as well as digital finance providers will be invited to participate in the forum and the selection of private firms shall value technical competence and regional diversity.

Activity 4.3: Develop a knowledge product on the appropriate use of digital technology in civil registration and identity management

Based on the two activities mentioned above, the UNDP and UNLIA TF member agencies will develop a knowledge product on the appropriate use of digital technology in civil registration and identity management where the role of private sector is featured. The project explores for potential collaboration with other UN initiatives such as Global Digital Finance¹⁴ (GDF).

Activity 4.4: Develop a report / policy paper on 'Cost of failing to ensure universal legal identity' in pilot countries

In order to strengthen the advocacy effort in Member States on the importance of this initiative, this activity will develop a methodology to calculate the economic cost of failing to ensure universal legal identity. The developed methodology will be utilised in some African countries to discuss with policy makers on the need to invest sufficient national budget to strengthen civil registration, vital statistics and identity management, which will enhance the sustainability of this project.

Activity 4.5: Support regional initiatives to enhance knowledge exchanges through South-South cooperation

By utilising the opportunity of high-level regional dialogue (for example, Ministerial Conferences on civil registration and vital statistics), this activity aims at engaging with regional organizations to foster knowledge exchange through South-South cooperation and to ensure that regional harmonization is done in alignment with UNLIA. In order to achieve this goal, a knowledge product will be produced exploring the options for cross-border identity document standardization globally.

Resources Required to Achieve the Expected Results

Aside from financial resources to the Project, the most critical inputs needed to achieve expected results are the role of global coordination by the Programme Management Team, which requires support from the Programme Specialist (Legal Identity) based in New York. While current ToR of the Programme Specialist covers the operationalization of the UN Legal Identity Agenda, this Project requires additional programme management support and oversight which include coordination, reporting and technical assistance.

At the country level, for example in Cameroon, the activities will be implemented with special focus on the Far North Region as a model region. Certain workload of Senior Project Manager based in Maroua/the Far North Region will be allocated to this project to ensure effective project implementation, coordination with other actors and synergy with on-going projects. In addition to

¹³ <http://www.chicagobusiness.com/article/20161027/NEWS08/161029883/facebook-says-users-cant-stop-it-from-using-biometric-data>

¹⁴ GDF: An extension of the UN Secretary-General's Task force on Digital Financing for Sustainable Development, the GDF aims to facilitate a constructive and inclusive dialogue, particularly involving developing nations, that seeks to ensure that global digital finance platforms benefit all through a new set of governance arrangements. It is hosted by Kenya and Switzerland and co-chaired by the Governor of the Central Bank of Kenya and the UNDP Administrator.

human capacities, the procurement of digital capacity (hardware and software) supporting digitalisation of the civil registration, vital statistics and identity management process is essential.

In Zambia, country level assistance will include oversight and support to ensure efficient and effective management of the project resources, full compliance with monitoring and evaluation plans, and the daily implementation of the project activities as stipulated in the governance arrangements. In addition, the project will rely on the support from the UN Technical Working Group on Legal Identity for All under the guidance of the Resident Coordinator's Office and the coordination mechanisms established with the government counterparts and cooperating partners. UNDP CO will assume the role of project oversight with a small team (the Governance Advisor who functions as Project Manager, Gender Specialist, Head of Procurement, Head of IT, Monitoring and Evaluation Officer and other programmatic and operational staff) dedicated to the regular monitoring of the implementation. Further requirements to achieve the expected results will leverage on UNDP internal resources comprising of communications, procurement, IT, finance and human resources functions.

The UNDP Kenya Country Office resource requirements will include operations and programme support as well as procurement support and/or facilitation. The Country Office will seek the hiring a UNV to support implementation of the project.

Partnerships

UN Legal Identity Agenda Task Force: Since this project is a part of a larger UN Legal Identity Agenda, the UN Legal Identity Agenda Task Force (IOM; OHCHR; UNDESA; UNDP; UNECA; UNESCAP; UNFPA; UNHCR; UNICEF; UNWomen; WFP; WHO) will be closely engaged for project implementation in order to deliver assistance as 'One UN'.

In Cameroon, UNDP will also seek partnership within the Civil Registration platform and will pursue collaboration with NRC and other active partners, civil society members, religious actors (koranic schools teachers/associations/federations... active in the platform. As we will mainstream gender approach (women are the most vulnerable in the crisis setting in the Far North) we will envisage to work closely with UN Women and UNICEF in a complementary approach.

Private Sector: One of the key partners of this project is the private sector. Especially for the global component, the engagement with the private sector is critical for developing the international normative framework on digital technology in identity management. Japan has a number of leading companies that are known to produce innovative technologies on biometrics. Those companies will be invited to join to the global policy fora organized through this project and contribute to the development of the knowledge product. In particular, Japanese firms recently focus on social value creation through business which is embodied in solution for society and to secure, safe, efficient, and equal societies by setting a goal to contribute to SDGs. A number of projects involving biometrics technology developed by Japanese firms are ongoing in Africa across various UN agencies over the past decade. This is a significant opportunity for Japanese companies to share their best practices and offer digital solutions to achieve SDG 16.9 'legal Identity for all'.

Government of Japan (GoJ): For GoJ, this initiative is in alignment with its ODA White Paper 2019 and Yokohama Declaration launched at the Seventh Tokyo International Conference on African Development (TICAD 7) in August 2019. In fact, the Yokohama Declaration emphasizes on good governance and digital transformation through enhanced public-private partnership. In fact, it 'acknowledge(s) the importance of effective institutions in upholding universal values such as fundamental freedoms, the rule of law and good governance, broadening democratic participation,

bridging the urban-rural divide, closing the digital-gender gap, improving market access and giving voice to hitherto disadvantaged communities.¹⁵

Indeed, this project aims at strengthening core governance infrastructure through digitalisation and ensures the private sector engagement. GoJ is the largest contributor to the UN Legal Identity Agenda and we consider the UNDP-GoJ cooperation as a key element for the success of this project. UNDP and GoJ will work together to promote the visibility of the Project, and GoJ will be a champion for the global advocacy on 'Legal Identity for All'. At the same time, the visibility of the donor will be ensured throughout project implementation and UNDP focal points in global and country activities shall consult with the Embassies of Japan in the programme countries. The project will also seek for collaboration with JICA, who already have some on-going collaboration with UNDP in the target countries.

Risks and Assumptions

For country implementation, the rapid assessment mission, already conducted by UNECA colleagues, evaluated the risks and opportunities in implementation of the activities. In case there are unexpected changes (such as a loss of political will in implementing this project), another country might be selected upon agreement from the Project Board.

Since the project envisages assistance in the actual registration of un-registered persons, an assumption is made that the COVID19 pandemic is contained to the degree that field operations can continue at country level at least by September 2020 in order to implement the projects as scheduled.

A more detailed risk analysis is included in the Annex attached.

South-South and Triangular Cooperation (SSC/TrC)

As a part of UN Legal Identity Agenda initiative, UNECA is developing a knowledge platform with best practices and lessons learned across Africa to promote South-South Cooperation. This project contributes to the effort through knowledge sharing, including with the Government of Japan.

Knowledge

This project shall develop a knowledge product on the appropriate use of digital technology in civil registration and identity management, which may serve as the basis of the international legal framework. The publication will acknowledge the contribution from Government of Japan in developing this knowledge product.

Sustainability and Scaling Up

This project ensures that its country-level implementation aligns with the national strategy. It supports some components of overall national initiatives and leverage further progress by providing assistance to develop legal framework, capacity of national authorities and critical ICT infrastructure.

IV. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

The project will ensure cost-efficient use of resources by:

¹⁵ Yokohama Declaration (2019): https://www.mofa.go.jp/region/africa/ticad/ticad7/pdf/yokohama_declaration_en.pdf

- i. Using the theory of change analysis to explore different options to achieve the maximum results with available resources
- ii. Using a portfolio management approach to improve cost effectiveness by leveraging activities and partnerships with other initiatives/projects
- iii. Through joint operations (e.g., monitoring or procurement) with other partners under UNLIA as well as national counterparts.

The project will plan for adaptation if regular monitoring of the Project or change in political circumstances demonstrates that there are needs for better approaches, such as adjustment of activity sequence and/or time frame of activities to achieve the intended results.

In Cameroon, UNDP has worked in the sector of legal identity, in particular birth certificates, in the Far North Region to support BUNEC and other concerned structures with UNICEF, UNHCR and NRC. An on-going project funded by the government of Japan has the activity to “support acquisition of civil registration documents (e.g. birth certificates) in the Far North Region. In addition, UNICEF has supported BUNEC to issue birth and death certificates at hospitals while NRC plans to implement the activity of e-civil registration in a pilot municipality. It is cost-efficient and effective to focus on the same region because of the complementarity of UNDP activities and other partners and this will contribute to the strong commitment of the government of Japan to legal identity.

In Kenya, this project has strong linkage with ongoing other projects. As the project reaches out to most of the counties with challenges of registration and where the reason why some of the youth end up being involved in unlawful practices, it can be anchored to the existing peace building project where peace forums can be used for civic education. In addition, the project can also be linked to the elections project (especially looking at registration of voters and where voters card cannot be issued if one does not have identity card). Some of the UNDP Civil society strengthening facility partners can also play a key role in supporting the advocacy process of universal legal identity.

In Zambia, UNDP will closely work with other UN agencies in order to ensure the holistic approach of birth to death comprehensive registration and identity management. By ensuring strong coordination and mobilising joint efforts with other development partners, the resources from this project will be spent in a cost-efficient manner.

Project Management

The project will be managed from UNDP-BPPS, with support of RBA (especially procurement support unit) and the UNLIATF. The Office of UNDP’s Chief Digital Officer will also be involved for the components of digital transformation. The Project will seek collaborative arrangements with related projects to enhance synergy, effectiveness and efficiency toward a boarder development impact.

V. RESULTS FRAMEWORK

Intended Impact: SDG 16.9 Legal Identity for All									
UNDP Strategic Plan Outcome: 1. Accelerate structural transformations for sustainable development									
UNDP Strategic Plan Output: 2.2.1 Use of digital technologies and big data enabled for improved public services and other government functions									
Project title and Atlas Project Number: Legal Identity for All									
EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)				DATA COLLECTION METHODS & RISKS
			Value	Year	Jul-Sept 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021	
Output 1 <i>Strengthened capacity and interoperability of civil registration and identity management systems in Cameroon</i> (GEN2)	1.1 The number of registered population in pilot region in Cameroon (Male, Female-disaggregated data)	BUNEC	3000 (1386 F/1614 M)	2019	500 (250 F/250 M)	1500 (1000 F/500 M)	2000 (1000 F/1000 M)	2000 (1000 F/1000 M)	Direct observation and operational research Risk: Boko Haram attack * Targets are the goals within each quarter.
	1.2 The number of civil registration centres with enhanced infrastructure	BUNEC		2019	10	50	25	25	Direct observation and operational research Risk: Boko Haram attack * Targets are the goals within each quarter.
	1.3 The number of government officials relevant to CRVS issues with increased knowledge/skills	BUNEC	127 (23 F/104 H)	2019	50 (25 F/25 M)	50 (25 F/25 M)	100 (50 F/50 M)	100 (50 F/50 M)	Direct observation and operational research Risk: Boko Haram attack * Targets are the goals within each quarter.
Output 2 <i>Strengthened capacity and interoperability of civil registration and identity management systems in Zambia</i> (GEN2)	2.1 The number of registered population in pilot regions in Zambia (Male, Female-disaggregated data)	DNRPC	0	2020	-	250,000	500,000	1,000,000	DNRPC weekly and monthly reports Disaggregated data will be used for target * Targets are cumulative
	2.2 The number of government officials relevant to CRVS issues with increased knowledge/skills	DNRPC	0	2020	-	50	75	100	DNRPC weekly and monthly reports * Targets are cumulative

	2.3 The number of health facilities with improved digital capacity for birth and death registration	DNRPC, Ministry of Health	2	2019	-	10	15	25	DNRPC weekly and monthly reports & MoH activity reports * Targets are cumulative
	2.4 Number of Districts equipped with digital registration facilities connected to the INRIS for CR and IM	DNRPC	0	2020	-	5	10	15	DNRPC weekly and monthly reports * Targets are cumulative
	2.5 The number of awareness activities conducted (Radio, Television Programs, social media)	DNRPC	0	2020	-	20	40	50	DNRPC weekly and monthly reports * Targets are cumulative
Output 3 Strengthened capacity and interoperability of civil registration and identity management systems in Kenya (GEN2)	The percentage of newly registered population in 10 pilot regions^[2] in Kenya (Male, Female-disaggregated data/ geographically disaggregated data)	Ministry of Interior	99,793 registered population out of estimated 185,209 Percentage per area included in footnote	2019	10% of the currently unregistered residents in each region	10% of the currently unregistered residents in each region	10% of the currently unregistered residents in each region	20% of the currently unregistered residents in each region	* Targets are cumulative
	3.2 The number of civil registration centres with enhanced infrastructure	Ministry of Interior	11 out of 113	2019	-	-	10	10	* Targets are cumulative
	3.3 The number of coordination meetings by the relevant national agencies	Ministry of Interior	1 Bi-annual	2019	1	1	1	1	* Targets are cumulative
	3.4 The number of guidelines developed for implementation of NIIMS	Ministry of Interior	0	2019	-	-	-	1	* Targets are cumulative
	3.5 Number of civil registrars trained on the functioning of the NIIMS	Ministry of Interior	11 out of 113 registrars	2019	-	50	50	-	* Targets are cumulative

Output 4 <i>International normative and policy framework developed, operationalized and strengthened</i> (GEN2)	4.1 The number of partnerships (e.g. MoUs, declarations) with the private sector towards the achievement of UNLIA	UNLIA Secretariat	1	2020				4	Regular recording by UNLIA Secretariat * Targets are cumulative
	4.2 The number of global knowledge products on digital innovation, developed by UNLIA and in advancement of the framework	UNLIA Secretariat	1	2020	-	-	2	4	Regular recording by UNLIA Secretariat * Targets are cumulative

^[2] Samburu – 35%, Narok – 31% Baringo – 32%, Kwale – 35%, Gucha (Kisii County)- 37%, Nyamache (Kisii County)- 33%, Kwanza (Transzoia County) – 35%, Meru North (Meru County) 43%, Nandi South (Nandi County) – 42%, Kuria (Migori County) – 49%

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	Every 6 months	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		

Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Every 6 months	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

VII. WORK PLAN ¹⁶¹⁷

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year				RESPONSIBLE PARTY	PLANNED BUDGET		
		Jul-Sept 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021		Funding Source	Budget Description	Amount
Output 1: <i>Strengthened capacity and interoperability of civil registration and identity management systems in Cameroon</i> 70000Gender marker: GEN2	1.1 Awareness Raising and Public Hearing with Far North communities on of civil registration and legal identity			xx	xx	UNDP	GoJ	Printing, posters, fliers, adverts,	50,000
	1.2 Strengthening the digital infrastructure, equipment and human capacity of civil registration centres		xx	xx	xx	UNDP	GoJ	IT Equipment, training	700,000
	1.3 Improve the infrastructure and human capacity of effective delivery of legal identity documents (in the Far North Region as a model region)		xx	xx	xx	UNDP	GoJ	IT Equipment, training	150,000
	1.4 Technical assistance to ensure smooth coordination among relevant national agencies	xx	xx	xx	xx	UNDP	GoJ	Conferencing, printing, travel	35,500
	1.5 Activity: Integrating the civil registration and identity management systems		xx	xx	xx	UNDP	GoJ	IT Equipment, training	120,000
	1.6 Activity: Staff cost (Senior Project Manager, for 12 months; consultants; SC)	xx	xx	xx	xx	UNDP	GoJ	Human Resource	220,000
	MONITORING	xx	xx	xx	xx		GoJ		20,855
	GMS						GoJ		103,708
	Sub-Total for Output 1								1,400,063

¹⁶ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

¹⁷ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

Output 2: <i>Strengthened capacity and interoperability of civil registration and identity management systems in Zambia</i> Gender marker: GEN2	2.1 Strengthening the digitalization of CRVS/IM	xx	xx	xx	xx	DNRPC	GoJ	IT Equipment (hardware); Software, hardware, training, maintenance	648,000
	2.2 Strengthening the capacity of health facilities to register vital events		xx	xx	xx	DNRPC, UNICEF	GoJ	IT Equipment, training	150,000
	2.3 Civic engagement and awareness raising on campaigns highlighting the importance and benefits of civil registration and legal identity			xx	xx	DNRPC, UNICEF	GoJ	Printing, posters, fliers, adverts,	150,000
	2.4 Technical assistance to ensure smooth coordination among relevant national agencies	xx	xxx	xx	xx	DNRPC	GoJ	Conferencing, printing, travel	30,000
	2.5 Delivery Enabling Services	xx	xx	xx	xx		GoJ	Programme and Support Service Income	30,800
	MONITORING	xx	xx	xx	xx		GoJ		9,780
	GMS						GoJ		81,486
	Sub-Total for Output 2								
Output 3: <i>Strengthened capacity and interoperability of civil registration and identity management systems in Kenya</i> Gender marker: GEN2	3.1 Provide support to ensure smooth coordination among relevant national agencies	xx	xx	xx	xx	UNDP	GoJ	Conferencing, printing, travel	9,300
	3.2 Support awareness on NIIMS	xx	xx			UNDP	GoJ	Printing, posters, fliers, adverts,	200,000
	3.3 Development of legal framework and guidelines towards the integration of CRVS/IM functions with stronger protection for personal data and privacy		xx	xx		UNDP	GoJ	Consultant, conferencing, printing	70,000
	3.4 Enhance interoperability of relevant systems through procurement of digital tools and training.	xx	xx	xx	xx	UNDP	GoJ	IT Equipment, training	500,000
	Monitoring	xx	xx	xx	xx		GoJ		7,793
	GMS						GoJ		62,967

	Sub-Total for Output 3								850,060
Output 4: <i>International normative and policy framework developed, operationalized and strengthened</i> <i>Gender marker: GEN2</i>	4.1 Activity: Conduct mapping exercise of the currently available technologies surrounding civil registration, vital statistics and identity management	xx	xx			UNDP BPPS Governance. UNLIA TF	GoJ	Consultant, travel	60,000
	4.2 Activity: Organize policy fora/workshops with private sector to explore digital solutions to close global identity gap and its ethical responsibility		xx	xx		UNDP BPPS Governance, UNLIA TF	GoJ	Meeting, travel	60,000
	4.3 Activity: Develop a knowledge product on the appropriate use of digital technology in civil registration and identity management			xx	xx	UNDP BPPS Governance, UNLIA TF	GoJ	Printing, editing	45,000
	4.4 Activity: Develop a report/ policy paper on 'Cost of failing to ensure universal legal identity' in pilot countries	xx	xx	xx	xx	UNDP BPPS Governance, UNLIA TF	GoJ	Consultant, printing, editing	70,000
	4.5 Activity: Support regional initiatives to enhance knowledge exchanges through South-South cooperation		xx	xx	xx	UNDP BPPS Governance, UNLIA TF, ECA, ESCAP	GoJ		60,000
	4.6 Activity: Technical Assistance to COs	xx	xx	xx	xx	UNDP BPPS Governance	GoJ	Travel, meeting	39,413
	4.7 Activity: Staff Cost (Programme Specialist, P3 for 12 months)	xx	xx	xx	xx	UNDP BPPS Governance	GoJ	Staff cost	225,000
	Monitoring					UNDP BPPS Governance	GoJ		5,594
	GMS						GoJ		45,200
		Sub-Total for Output 4							
TOTAL PROGRAMMING COST									3,667,034
TOTAL GMS (8%)									293,363
COORDINATION KEVY (1%)									39,603
GRAND TOTAL									4,000,000

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The Project will be implemented by UNDP as Implementing Agency in accordance with UNDP's Direct Implementation Modality (DIM). The project executive sits in the Bureau for Policy and Programming Support (BPPS). However, various components will be implemented by different offices or bureaus, depending upon their nature. All implementations will be done under the oversight of a **Programme Management Team**—comprised of a **Policy Advisor/Programme Manager (Legal Identity)** and a **Programme Specialist (Legal Identity)**—under the strategic direction of a **Project Board**.

Policy, programming, knowledge management and country support will be implemented by the Governance team in BPPS. The **Policy Advisor/Programme Manager (Legal Identity)** will manage the project overall and coordinate the country level component in consultation with the Regional Bureau for Africa.

The country components will be implemented by the respective UNDP country offices in consultation with the RBA with the support of a **Programme Management Team**. The country implementation will be implemented in accordance with DIM.

The **Policy Advisor/Programme Manager (Legal Identity)** will ultimately be responsible for the implementation of all activities established by this Programme, even those implemented by other actors. S/he will be responsible for day-to-day management and decision making for the Project, as well as ensuring that the Programme produces the outputs and results specified in this document, in compliance with the required standards of quality and within the specified limits of time and cost. S/he will work under the direct guidance of the Head of Governance, BPPS. S/he will be also responsible for regular communication and liaison with UN Legal Identity Agenda Task Force (UNLIA TF) to update on the progress of the Project. The **Programme Specialist (Legal Identity)** will provide technical and operational programming support to the Policy Advisor/Programme Manager (Legal Identity). S/he will lead operational side of project management by coordinating technical experts of the UN LIA TF as well as technical leads from UNDP Cos for the country activities, monitor project implementation on a daily basis, liaise with BERA Japan Unit and communicate with Government of Japan for project progress report and occasionally represent UNDP for partner meetings.

The **Policy Advisor/Programme Manager (Legal Identity)** will report to a **Project Board**, which is also known as the Project Steering Committee (PSC). The **Project Board** comprises the following members as per UNDP programming manual and guidelines.

- Project Executive: Head of Governance, BPPS, UNDP
- Senior Beneficiary: Chief of Country Oversight, RBA
- Senior Supplier: Representative of the Government of Japan, Co-chairs of UN Legal Identity Agenda (Director, United Nations Statistics Division, UNDESA and Director of Programme Division, UNICEF)

The **Project Board** is responsible for the group responsible for making strategic and management decisions proposed in this project document. When guidance is required/solicited by the Programme Manager, including recommendation for UNDP approval of the Programme revisions, the Project Board will provide its guidance. The Project Board is responsible for ownership of the project from

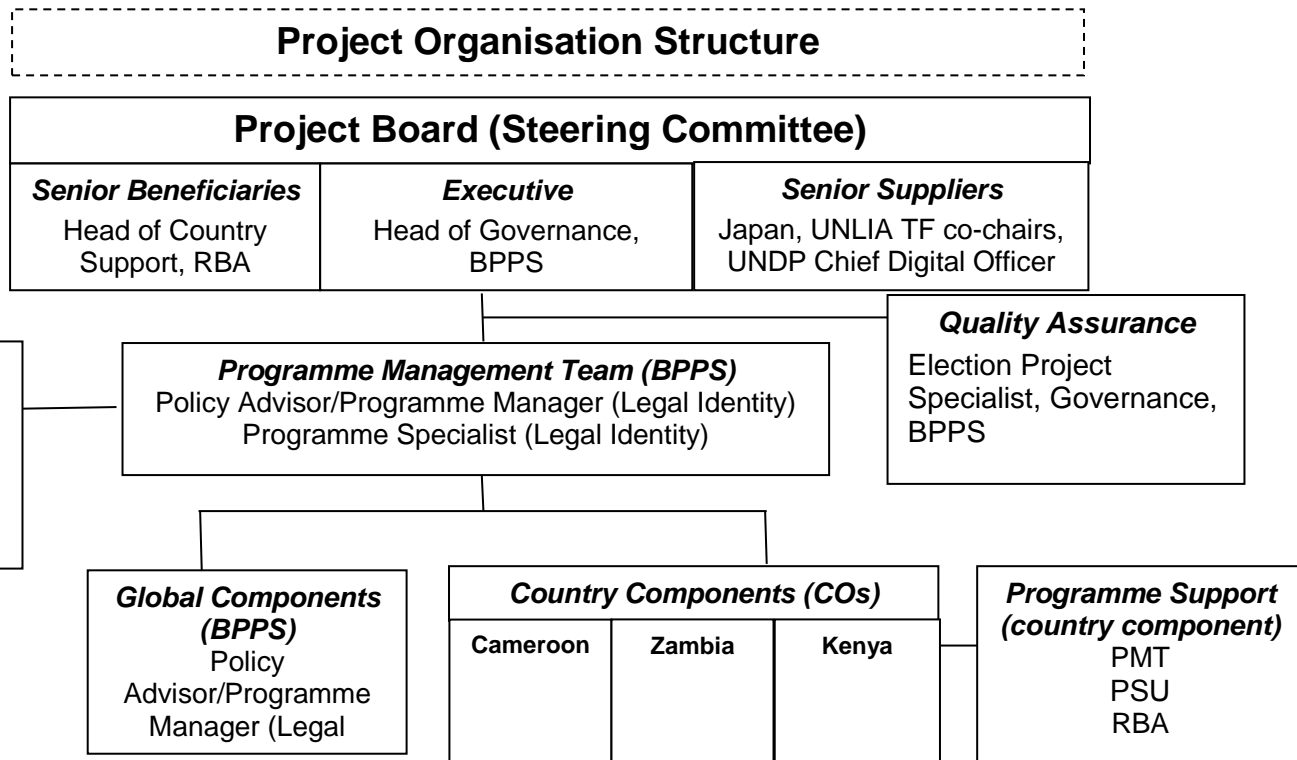
various perspectives (user, executive, supplier, partner); approval of user specifications for deliverables; attendance at the Project Board meetings are review; and recommendations for any action on changes. The **Programme Management Team** serves as the Secretariat to the Project Board and provides substantial and operational support. The Project Board will meet in person at least twice a year.

Programme support and oversight will be provided by Operations Specialists, Finance Associate in SSM, BPPS and Programme Associate in Governance team in BPPS. For implementation of activities, UNLIA TF will be regularly consulted to leverage their expertise. For the country component, support will be provided by the relevant specialists in Regional Bureau of Africa, Procurement Support Unit based in Denmark and Programme Management Team.

UNDP, as the responsible body for the management of the project, will oversee all technical aspects of planning and implementing activities, fostering quality assurance, managing operational activities including procurement, finance, and human resources dedicated to the project, while ensuring that operations adhere to UNDP ethics and accountability policies, principles and standards while enabling fast implementation within the given timeline within the range where UNDP can manage.

The financial contribution from the Government of Japan will be utilized in accordance with the budget stated in this project document under UNDP’s Financial Rules and Regulations. UNDP will promptly inform the Government of Japan in case that major revisions on the project budget and activities are required, responding to unforeseen circumstances.

The programme management structure is illustrated below:



IX. LEGAL CONTEXT

This project forms part of an overall programmatic framework under which several separate associated country level activities will be implemented. When assistance and support services are provided from this Project to the associated country level activities, this document shall be the “Project Document” instrument referred to in: (i) the respective signed SBAA for the specific countries; or (ii) in the [Supplemental Provisions to the Project Document](#) attached to the Project Document in cases where the recipient country has not signed an SBAA with UNDP, attached hereto and forming an integral part hereof. All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

This project will be implemented by UNDP (“Implementing Partner”) in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X. RISK MANAGEMENT

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]¹⁸ [UNDP funds received pursuant to the Project Document]¹⁹ are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. In the implementation of the activities under this Project Document, UNDP as the Implementing Partner will handle any sexual exploitation and abuse (“SEA”) and sexual harassment (“SH”) allegations in accordance with its regulations, rules, policies and procedures.
6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

¹⁸ To be used where UNDP is the Implementing Partner

¹⁹ To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

7. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
- a. Consistent with the Article III of the SBAA [*for the Supplemental Provisions to the Project Document*], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
 - b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.
 - c. In the performance of the activities under this Project, UNDP as the Implementing Partner shall ensure, with respect to the activities of any of its responsible parties, sub-recipients and other entities engaged under the Project, either as contractors or subcontractors, their personnel and any individuals performing services for them, that those entities have in place adequate and proper procedures, processes and policies to prevent and/or address SEA and SH.
 - d. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
 - e. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
 - f. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
 - g. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

- h. Each responsible party, subcontractor or sub-recipient agrees that, where applicable, donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities which are the subject of the Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or

corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- i. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- j. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

XI. ANNEXES

1. Project Quality Assurance Report

Accessible via this link: <https://intranet-apps.undp.org/ProjectQA/?year=2020&ou=H70&pid=00115752&fltr=PROJECT>

2. Social and Environmental Screening Report

3. Risk Analysis

Annex 3. Risk Analysis

OFFLINE RISK LOG



Project Title: Legal Identity for All (Japan Funding)	Award ID: 00121856	Date: 1st July 2020
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#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Lack of political will	1st July 2020	Contextual	Lack of political will by one of the countries to envisage design and rollout of holistic civil registration and identity management practice that spans across electoral cycles. P = 3 I = 4	Through the high-level project advocacy, interaction with UN Resident Coordinators, and issuance of the global standards and best practice under Output 4, the importance and benefits of holistic, long-term civil registration and identity management practice at the national and regional levels will be prioritised. The Steering Committee shall reserve the right to re-prioritise country level support to embrace holistic up civil registration and identity management.	Programme Managers (COs &HQ)	Risa Arai (Programme Specialist, BPPS)	1 st July 2020	
2	Insufficient coordination among UN agencies.	1st July 2020	Institutional	Insufficient coordination among so many UN partners hinders full project implementation. P = 4 I = 4	The September 2018 establishment of the UN Legal Identity Experts Group by the Deputy-Secretary-General (which was later institutionalized as the UN Legal Identity Agenda Task Force), and the earlier Jan 2018 decision of the Secretary-General's Executive Committee mandating the DSG to coordinate the UN system on the "broader issue of registration and legal identity," creates a clear mandate, from the very top of the UN system, for UN to work together delivering the agreed UN legal identity agenda. These memos (as well as the May 2019 letters from DCO to all UN Resident Coordinators requesting RCs to prioritise legal identity) will be	Programme Managers (COs &HQ)	Risa Arai (Programme Specialist, BPPS)	1 st July 2020	

					continuously forwarded to all relevant UN agencies, at the country and regional levels, urging them to work as 'One UN' in delivering the legal identity agenda.				
3	Insufficient coordination among national stakeholders.	1st July 2020	Institutional	Insufficient coordination and lack of shared vision among national stakeholders hinders full project implementation. P = 2 I = 4	The rapid assessment missions that took place prior to project formulation brought together various national counterparts and ensured that they have shared vision. In the selection process of the countries, three countries where the different national stakeholders showed strong commitment were selected. The project also includes support towards national coordination.	Programme Managers (COs &HQ)	Risa Arai (Programme Specialist, BPPS)	1st July 2020	
4	Reform of the UN Development System	1st July 2020	Institutional	Reform of the UN Development System (and in particular the decoupling of the Resident Coordinator function from UNDP) can cause difficulty in project implementation in the country level. P = 3 I = 2	The ongoing reform of RC system creates uncertainty in managing projects in the country level. In particular, it is unclear how project implementation capacity at agency level in country will be overseen by the RCOP office. In the event where the coordinated project management is difficult in the country level, members of the UN Legal Identity Agenda Task Force at HQ will provide technical assistance on the ground.	Programme Managers (COs &HQ)	Risa Arai (Programme Specialist, BPPS)	1st July 2020	
5	Conflict of Interests working with private sector	1st July 2020	Operational	Intense private technology sector in identity management solution development may be perceived as a conflict of interest. P = 2 I = 3	Engagement with the private tech sector at the global policy level will be organised on a strictly vendor-neutral basis, and largely in association with industry for a/bodies/think tanks (e.g. ID4Africa) that will ensure broad representation of vendors and implementation design concepts. For actual implementation at country level under Output 3, the procurement policies and procedures of the respective UN agencies (including the Office of Operations Support for UNDP) will be strictly followed.	Policy Advisor and Programme Managers (COs &HQ)	Risa Arai (Programme Specialist, BPPS)	1st July 2020	

6	Impact of Covid-19	1st July 2020	Operational	<p>Due to ongoing pandemic, there may some delays in implementation of activities under this project and there is a risk of not being able to complete activities within 12 months, depending on the situation of COVID 19 pandemic.</p> <p>P = 4 I = 4</p>	<p>While massive registration exercise needs to be carefully implemented due to pandemic, other activities can be implemented by making use of digital technology. Also, the workplan takes into account potential delay due to pandemic so that most activity in the first quarter does not require mass gathering. In an event where the mass registration is not possible, the project may need to seek for a no-cost extension from the donor.</p>	<p>Programme Managers, Security Officers (COs &HQ)</p>	<p>Risa Arai (Programme Specialist, BPPS)</p>	1 st July 2020	
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