

Country/Region/Global: Global**Project Initiation Plan**

**Project Title:** Legal Identity for All

**Expected SP Outcome:** SP 2018-21: Outcome 1 - Accelerate structural transformations for sustainable development

**Expected SP Output:** SP 2018-21 Output: 2.2.1 Use of digital technologies and big data enabled for improved public services and other government functions

**Initiation Plan Start/End Dates:** 9 January 2019 -9 June 2020

**Implementing Partner:** UNDP/UNICEF/UNDESA

**Brief Description**

The 'Legal Identity for All' Project Initiation Plan is the precursor of the 'One UN' global project 'Legal Identity for All' that will commence in 2019. This PIP allows some of the CHF 2 million committed by Switzerland in December 2018 to support the UN Legal Identity Experts Group (LIEG) to be programmed in the first half of 2019. The UN LIEG, co-chaired by UNDP, UNICEF and UNDESA, was established by the UN Deputy-Secretary-General in August 2018. When additional funds are committed by other funding partners (expected from DfID and SIDA in 2019), the larger, multi-year Legal Identity for All project will be finalised and launched, as UNDP's project within the larger 'Legal Identity for All' Multi-Partner Trust Fund. In close cooperation with the World Bank (and other identity providers), the goal of 'Legal Identity for All' is to assist UN Member States achieve SDG Target 16.9 – "*Legal identity for all (including birth registration) by 2030.*" The project will promote the empowerment of the world's "invisible" people with legal identity deriving from sustainable, holistic civil registration and identity management systems that are secure, universal and accurate and which protect the data and privacy of users. It will map out future UN-World Bank policy in the area of holistic, birth-to-death identity management.

Programme Period: \_\_\_\_\_

Atlas Project Number: 00115752

Atlas Output ID: 00113213

Gender Marker: \_\_\_\_\_ GEN2 \_\_\_\_\_

Total resources required	\$1,250,000
Total allocated resources:	CHF1,040,000
• Regular	_____
• Other:	
○ SDC	CHF1,040,000
○ SIDA	SEK
2,000,000 _____	
○ Government	_____
Unfunded budget:	_____
In-kind Contributions	_____

Agreed by UNDP: Abdoulaye Mar Dieye, Assistant Secretary-General and Assistant Administrator

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## I. PURPOSE AND EXPECTED OUTPUT

‘Legal Identity for All’ is being established as a Project Initiation Plan in January 2019 to allow funds from the CHF 2 million contribution from the Swiss Development Cooperation agency towards the work of the UN Legal Identity Experts Group, signed between SDC and BPPS in December 2018, to be programmed. A multi-year ‘Legal Identity for All’ UNDP project, as part of a larger UN Multi-Partner Trust Fund, will be finalized and launched in the first half of 2019. Other donors have been identified that have made tentative verbal commitments to Legal Identity for All in 2019 (primarily UK DfID and Swedish SIDA). Once these commitments materialize, that will bring the total amount of funding close to or exceeding the \$5 million required to establish a Multi-Partner Trust Fund, both the UNDP project, and the MPTF itself, will be established.

The Global Project will follow a ‘One UN’ approach and it will be implemented jointly by the UN departments and agencies active in the area of civil registration and identity management, that constitute the UN Legal Identity Experts Group (LIEG), as established by the UN Deputy-Secretary-General in September 2018 (the same members of the UN LIEG will implement the ‘Legal Identity for All’ Multi Party Trust Fund project that will commence in 2019). The UN LIEG is co-chaired by UNDP, UNICEF and UNDESA. In close cooperation with the World Bank (and other identity providers), the goal of ‘Legal Identity for All’ is to assist UN Member States achieve SDG Target 16.9 – “*Legal identity for all (including birth registration) by 2030.*” According to World Bank statistics, there are 1 billion people in the world who cannot prove who they are and are thus legally ‘invisible.’ Not only can lack of legal identity prevent a person from accessing basic public services such as health, welfare and education services, it can also affect the right to political participation, and exclude someone from large swathes of the private economy (including employment and financial services). Underdeveloped civil registration and identity management systems also create major challenges for state and international security.

The project will work with five sets of stakeholders – the UN, the World Bank Group, the wider international development community (including civil society), the private technology sector, and national identity providers/advocates – in order to close the global identity gap. It will promote the empowerment of the world’s “invisible” people with legal identity deriving from sustainable, holistic civil registration and identity management systems that are secure, universal and accurate and which protect the data and privacy of users. At the same time, it will assist UN Member States to maximize these systems for optimum public administration, socio-economic planning, and demographic planning. It will map out a path for future UN-World Bank policy in the area of holistic, birth-to-death identity management (including in complex areas such as use and management of biometric data, privacy and data protection), working closely with the agencies that are the members of the LIEG: UNDESA’s Statistics Division (the UN system lead on vital statistics policy deriving from functioning civil registration systems), UNICEF, UNFPA, UN Women, OHCHR, UNHCR, UNECA, UNESCAP, WFP, WHO, ITU, ICAO and IOM. These agencies, along with the World Bank’s ID4D programme, will both sit on the Project Steering Committee, and implement project activities.

The Project Initiation Plan will focus on implementing some of the key ‘timebound’ deliverables of the UN LIEG as set out by the DSG in September 2018. These include: finalizing a policy research agenda with the World Bank on civil registration/identity management issues that currently lack global standards (e.g. gathering and use of biometric data from children); finalizing a guidance note with the World Bank on the basic principles of CRVS/identity management interaction and an agreed working definition on ‘proof of legal identity’, and; launch of country collaboration between the World Bank and the UN in a set of thirteen pilot countries in Africa.<sup>1</sup> A multi-year full project document for this initiative will also be developed over the duration of the PIP.

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<sup>1</sup> Selection of the pilot countries, as per the decision of the Deputy SG when establishing the UN Legal Identity Experts Group in September 2018, is being led by the UN Economic Commission for Africa. The LIEG Co-Chairs (in our case, UNDP) will consult with RBA management to seek their input when the initial list of countries is proposed by UNECA.

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## II. MANAGEMENT ARRANGEMENTS

The project organization structure, for both this Initiation Plan and the eventual UNDP project that will be part of the MPTF, will be the following. The **Project Board**, composed of the three Co-Chairs (Director-level) of the UN Legal Identity Experts Group (UNDP, UNICEF and UNDESA), the Executive Office of the Secretary-General (Sustainable Development Unit) and donors to the project ([see figure below](#)). The body will provide overall strategic direction and oversight for the project, and will oversee the transition of the PIP to the MPTF (and the UNDP component project of same) in 2019. The Project Board will be the main decision-making body of the Project, making all management decisions for the project, specifically:

- overall direction and project guidance;
- oversight and ensuring effective management and implementation of the project;
- agreeing on countries/regions that will receive financial assistance from the project (following applications from UN Resident Coordinators), including the five pilot countries for UN-World Bank collaboration;
- monitor progress in project implementation against both output achievements and financial plans;
- review and approve the final MPTF programming documents (and the UNDP component project document) and annual work plans deriving thereof;
- propose financial allocations to members of the Legal Identity Experts Group for implementation of project activities;
- Propose new strategic areas of collaboration or joint initiatives, as appropriate, with external partners;
- Relay key messages and action points to Legal Identity Experts Group Co-Chairs' Under-Secretaries-General and to the Deputy-Secretary-General (through the EOSG);

The Project Board will meet at least twice during 2019 (and at least twice a year thereafter) in order to both implement the above ToRs and to transition the PIP to the MPTF.

The **Project Technical Committee**, which will mirror the wider Legal Identity Experts Group membership as well as representatives of the wider project stakeholders,<sup>2</sup> will convene every quarter to:

- review progress against annual work plans (for communication to Project Board);
- monitor delivery of results and objectives under the various project outputs (for communication to Project Board);
- review country-level proposals for funding that the project will receive, and make recommendations to the Project Board for acceptance or refusal.

The **Project Secretariat Management Unit** will be responsible for the day to day management and implementation of both the PIP and the eventual UNDP project that will be part of the MPTF. The Project Secretariat will be composed of a P5 Policy Advisor, Legal Identity/Project Manager, a P3 Programme Specialist (Finance and Operations) who will assist with the management of the project, both full-time, and a part-time finance and administration officer.

The **P5 Policy Advisor, Legal Identity/Project Manager's** responsibilities will include, among others:

- leading on day-to-day project implementation;
- managing all project consultants and other project staff;
- providing support to the UNDP Co-Chair of the UN Legal Identity Experts Group;
- ensuring project progress against annual work plans and project outputs;

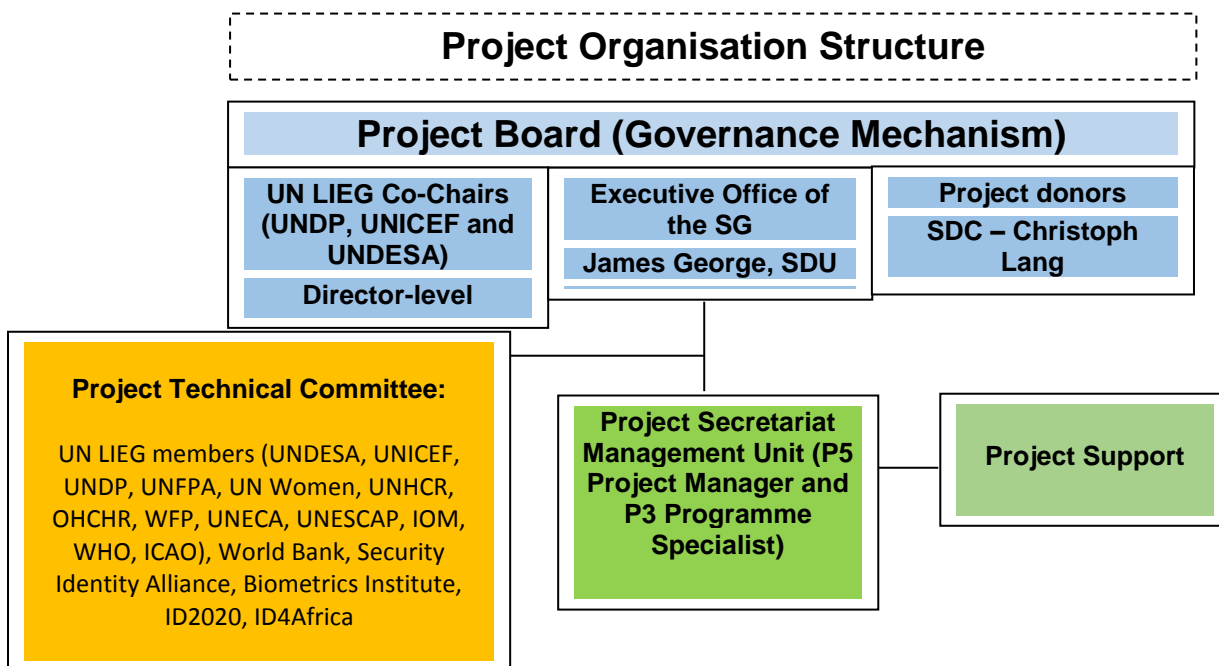
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<sup>2</sup> For example, the World Bank, private sector representative bodies/civil society such as the Secure Identity Alliance, the Biometrics Institute, ID2020, ID4Africa, etc.

- engaging with other members of the UN Legal Identity Experts Group, and external partners, on policy and other developments in the legal identity arena;
- resource mobilisation for the MPTF and the component UNDP project;
- being the UNDP focal point on legal identity matters for UNDP Country Offices, regional bureaux, the Executive Office and donors to the project.

The **P3 Programme Specialist (Finance and Operations)**'s responsibilities will include, among others:

- ensuring that all project funds are expended as per UNDP rules and regulations as outlined in the Programme and Operations Policies and Procedures guide;
- assisting the P5 Project Manager on day-to-day project implementation, particularly as it pertains to expenditures;
- managing the procurement of all project consultants and equipment;
- preparing project implementation and financial progress reports for the Project Board.





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### III. MONITORING

*A description of the monitoring requirements for the Initiation Plan.*

*Please refer to how the output and associated activity results shall be monitored, reviewed and assessed, depending on the scope and duration of the Initiation Plan (i.e. an Initiation Plan with a 9 months duration to start-up pilot activities shall require the combination of various monitoring tools and mechanisms, as opposed to a short Initiation Plan established to hire a consultant for the finalization of the Project Document).*

*As minimum requirement, an Initiation Phase Report should be prepared at the end of the Initiation Plan, using the standard format available in the [Executive Snapshot](#) in addition to attaching the full project document if developed or an explanation if initiation failed to produce a full project.*

The full UNDP project document that will be funded through the MPTF (attached), and the documents required for the establishment of the MPTF itself, will include resources allocated to both monitoring and evaluating each project outcome. Monitoring of output achievements against targets set, for all outputs identified under each outcome (as well as monitoring of financial resources against funds allocated to each output) will be conducted internally by the Project Management Unit and results reported to the Project Board. At the end of 2019, once the full project/MPTF are launched, an evaluation of achievements under the PIP will take place.

## IV. WORK PLAN

Period: maximum 18 months

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME						RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4	Q5	Q6		Funding Source	Budget Description	Amount
Output 1 - <i>The civil registration and identity management interventions of both the UN and the wider international community are coordinated, complementary, informed by best practice policy</i>	1. Activity Result – The work plan of the UN Legal Identity Agenda Task Force is implemented - Activity Action: Hosting of monthly meetings of the UN Legal Identity Agenda Task Force - Activity Action: Finalisation and dissemination of UN Guidelines for Integrated Legal Frameworks for Civil Registration and Identity Management	X	X	X	X	X	X	UNDP; UNSD; UNICEF as UN Legal Identity Agenda Task Force co-chairs, as well as other UN agencies	SDC	71200 (Intl Consultant) 71600 (travel) 72600 (Grants, Joint Programming) 75700 (Events) 61300 (Project Staff Costs) <sup>3</sup>	160,000

<sup>3</sup> NB – Project staff include the following: **Chef Technical Advisor and Project Manager (International Staff, P5 Level)** and **Programme and Operations Specialist (International staff, P3 level)**, both full-time, and **part-time administrative and financial support staff (G7 staff)**. The cost of the project staff team has been distributed throughout all the project activities. Standard UN pro forma staff costs for NY-based staff have been used for budgeting purposes. These pro forma costs include salaries, rent, utilities and other associated costs attributable to the position.

<p><i>development, and launched</i></p> <p><i>Indicators: 1) # of jointly agreed research consultancies launched</i></p> <p><i>2) # of agreed country pilots designed, coordinated and launched</i></p> <p><i>Baseline:</i></p> <p><i>1) 0</i></p> <p><i>2) 0</i></p> <p><i>Targets:</i></p> <p><i>1) 3</i></p> <p><i>2) 8</i></p>	<p>2. Activity Result – The agreed joint research agenda between the UN Legal identity Experts Group and the World Bank is launched</p> <ul style="list-style-type: none"> <li>- Activity Action: Commission of three consultancies on agreed research work areas (e.g. biometrics for children, identity in the humanitarian/development nexus)</li> <li>- Activity Action: Presentation of research findings on one consultancy</li> <li>- Activity Action: Engage with private sector to discuss biometrics technology and data protection</li> <li>- Activity Action: Develop a UN principle paper on biometrics and digital solution</li> <li>- Activity Action: Publish articles on the importance of holistic birth to death registration</li> <li>- Activity Action: Engage with discussion on revision of WB principal documents</li> <li>- Activity Action: Conduct in-country research to develop qualitative and quantitative data on population without legal identity</li> </ul>	X	X	X	X	X	X	UNDP; UNSD; UNICEF as UN Legal Identity Agenda Task Force co-chairs, as well as other UN agencies	SDC SIDA	71200 (Intl Consultant) 71300 (Local consultants) 71600 (travel) 72600 (Grants, Joint Programming) 75700 (Events) 61300 (Project Staff Costs)	386,000	
	<p>3. Activity Result – Collaboration between the World Bank and UN in CRVS/identity management at country level is launched</p> <ul style="list-style-type: none"> <li>- Activity Action: Selection of pilot countries for World Bank-UN collaboration is completed</li> <li>- Activity Action: Finalisation of UN programming documents in agreed World Bank/UN collaboration countries</li> <li>- Activity Action: Disseminate a standard information package to UNCTs in order for them to be equipped with capacity for collaboration with WB on legal identity issues.</li> <li>- Activity Action: Organize at least three webinars for UNCTs</li> </ul>						X	X	UNDP; UNSD; UNICEF as UN Legal Identity Agenda Task Force co-chairs, UNECA; as well as other UN agencies	SDC	71200 (Intl Consultant) 71300 (Local consultants) 71600 (travel) 72600 (Grants, Joint Programming) 75700 (Events) 61300 (Project Staff Costs)	265,000
	<p>4. Activity Result – The UN and World Bank agree a set of working principles on CRVS/identity management</p> <ul style="list-style-type: none"> <li>- Activity Action: finalisation of Guidance Note on working definition of proof of legal identity.</li> <li>- Activity Action: Organize a workshop for selected UN Resident Coordinators and technical focal points from UNCTs on UNLIA and joint UN World Bank principles on legal identity</li> </ul>	X	X	X	X	X	X	UNDP; UNSD; UNICEF as UN Legal Identity Agenda Task Force co-chairs, as well as other UN agencies	SDC	71200 (Intl Consultant) 71300 (Local consultants) 71600 (travel) 72600 (Grants, Joint Programming) 75700 (Events) 61300 (Project Staff Costs)	84,000	

<p><b>Output 2 - The UN Multi-Partner Trust Fund on Legal Identity for All, as well as the component UNDP project that will represent UNDP's programming vehicle for same, are finalised, approved and established</b></p>	<p>1. Activity Result – The UNLegal Identity for All is launched with agreed funding vehicle and global advocacy will be conducted</p> <ul style="list-style-type: none"> <li>- Activity action: UN agencies sign the programming documents on agreed funding vehicle</li> <li>- Activity Action: Mobilise resources totaling at least \$5 million to launch a funding vehicle for Legal Identity Agenda</li> <li>- Activity Action: Generate political buy-in from Member States for UNLIA implementation by participating into strategic events.</li> </ul>	X	X	X	X	X	X	<p>UNDP (GPN Governance Unit) UNDP (GPN Governance Unit); UNICEF; UNDESA; UNECA</p>	SDC	<p>61300 (Project Staff Costs) 71600 (travel) 75700 (Events)</p>	75,000
<p><i>Indicators: Existence of finalised project document and MPTF</i> <i>Baseline: Draft UNDP project document</i> <i>Targets: Finalised project document approved and MPTF established</i></p>	<p>1. Activity Result – The UNDP constituent project of the MPTF is launched</p> <ul style="list-style-type: none"> <li>- Activity Action: Conduct rapid assessment mission and project formulation mission for pilot countries.</li> <li>- Activity Action: Draft project document is shared with UNDP Regional Bureaux by end April 2020</li> <li>- Activity Action: Project is PAC-ed by end June 2020.</li> <li>- Activity Action: Resources to commence project are distributed via global funding vehicle..</li> </ul>					X	X	<p>UNDP (GPN Governance Unit); UNICEF; UNECA</p>	SDC SIDA	<p>61300 (Project Staff Costs) 71200 (Intl Consultant) 71600 (travel) 72600 (Grants, Joint Programming)</p>	180,000
<b>TOTAL</b>		<b>GMS 8%</b>	<b>100,000</b>								
										<b>Total</b>	<b>1,250,000</b>