



NATIONAL REGISTRATION AND IDENTIFICATION SYSTEM (NRIS) PROJECT

Quarterly Progress report (01 April 2020 to 30 June 2020)

Project Title:	National Registration and Identification System
UNDP Project #:	00100113
Project Duration:	01 November 2016 – 31 December 2021
Project Resources:	Basket Fund
UNDP Focal Point:	Busekese Kilembe

UNDAF Outcome:	National institutions foster democratic governance and human rights to promote transparency, accountability, participation and access to justice for all especially women and children
Corporate SP Outcome:	Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance
Project Specific Outcome:	The establishment of a permanent and continuous national registration and identification system in Malawi.
Output(s):	<ol style="list-style-type: none"> 1. Up to 9 million Malawians are registered and issued with a National Identity card in 2017. 2. NRIS inclusive of birth registration is transitioned to a permanent and continuous registration system. 3. Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates). 4. Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2021 5. Project is efficiently managed, staffed and coordinated, and is implemented with national ownership.
Project Location(s):	Lilongwe, Malawi

Project Donors



Norwegian Embassy



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Acronyms

ADR	Assistant District Registrar
BRK	Biometric Registration Kit
COMESA	Common Market for Eastern and Southern Africa
CRB	Credit Reference Bureau
CRVS	Civil Registration and Vital Statistics
DFID	Department for International Development
DHRMD	Department of Human Resource Management and Development
DRO	District Registration Office
EBRS	Electronic Birth Registration System
ESCOM	Electricity Supply Commission of Malawi
EU	European Union
FCB	First Capital Bank
GWAN	Government Wide Area Network
HQ	Headquarters
ICAO	International Civil Aviation Organization
MEC	Malawi Electoral Commission
MDAs	Ministries, Departments and Agencies
MISO	Management Information System Officer
MoJ	Ministry of Justice
MoU	Memorandum of Understanding
MRA	Malawi Revenue Authority
NRB	National Registration Bureau
NRIS	National Registration and Identification System Project
PO	Post Office
RO	Registration Officers
PRO	Principal Registration Officer
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

1. Executive Summary

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

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

This progress report presents a summary of work completed for the NRIS project for the second quarter (01 April– 30 June) of 2020. It should be highlighted that the COVID 19 pandemic slowed down progress on the rollout of the mass child registration as the project only focused on preparatory work and continued support to ongoing work with NRB. Continuous registration for the national ID as well as birth registration has declined as a direct result of the Covid-19 crisis.

The DOLO campaign was launched on 9th March 2020 which targeted the younger population particularly those turning 16. This campaign was also suspended due to the Covid-19 crisis.

Highlights of the NRIS Project during the reporting period include the following:

- Work on the integration of NRIS and Electronic Birth Registration and Identification System has commenced. Phase-1 of the integration process entailed integration of the back-end databases before going to front-end (user interface) integration.
- 8 out of 9 professional development training courses were conducted by the Malawi Institute of Management. The remaining course has been suspended due to Covid 19.
- 1,000,000 smart cards for continuous national ID registration were delivered in June 2020. Delivery was delayed due to disruption in cargo flights to Malawi because of the Covid-19 pandemic.
- The Ministry of Finance, Economic Planning and Development has removed from the government payroll about 4,024 pensioners who failed to present themselves for physical verification, using national ID to claim their pension.
- National Registration Bureau (NRB) and the Financial Intelligence Authority (FIA) signed a Memorandum of Understanding (MoU) on 8th April 2020. The MoU shall strengthen FIAs mandate to curb financial fraud and crimes through the usage/tracking of suspected financial flows with the unique ID.

- NRIS has reprogrammed some core activities in 2020 in response to the Covid-19 crisis such as developing a USSD symptom tracking app and an e-payment system for social protection. National ID is a key authenticating mechanism for the e-payments system which links the Reserve Bank as a repository of social cash transfer funds to the NRB.
- The 27th Technical Committee meeting approved the modified NRIS Annual Work Plan (AWP) for 2020. The Implementation Plan for mass registration in 2020 of children has been postponed due to Covid 19.
- The NRIS Project mitigated plans to misuse some BRKs for political purposes prior to the 2020 National Elections. This was made all the more difficult as UNDP was denied access to the NRIS database from 1 April 2020. Donor partners and the UN Resident Coordinator were instrumental in working to minimize this political risk to the NRIS Project.

2. Implementation Progress

Brief Background

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

Unlike many countries in the Southern African Development Community (SADC) or Common Market for Southern and Eastern Africa (COMESA), Malawi has had no functional national registry and identification system for decades. Moreover, Malawi is only now starting to establish its system of civil registration and vital statistics (CRVS), to comprehensively register births, deaths, and marriages. The two systems of NRIS and CRVS are collectively known as the population register. Managing NRIS and CRVS is the mandate of the NRB which sits within the Ministry of Home Affairs and Internal Security. Without a population register Malawian's ability to claim their rights and services as citizens is undermined. The Malawi Government's ability to fulfil its obligations to provide inclusive social services, accountable administrative systems, and to foster evidence-based policy formulation and decision-making is also threatened if it has no functioning population register.

Registration efforts across various sectors have led to fragmented initiatives, creating costly or unsustainable silos of information, while also imposing institutional and technical obstacles to interlink information. The Malawi National Registration Act (No. 13 of 2010) which entered into force in August 2015 requires all Malawians 16 years of age and older to be registered in a National Registry and to be issued with an identity card.

As such, UNDP – with financial and technical support from key Development Partners and the National Registration Bureau is implementing a multi-Donor Basket fund under the National Registration and Identification System (NRIS) Project (2016 – 2018). The Project seeks to actualize the Right to Identity, ensuring that all Malawians 16 years and older are uniquely registered in a permanent and continuous system that provides proof of their identity, and to be issued with an identity card that is evidence of that identity. Correspondingly, the system

will establish management information systems that will allow Government and stakeholders to access and use that information in aggregate for planning. NRIS will serve as a central reference point for an individual's identity to be linked across multiple systems. Simultaneously, the management information systems and identity cards will enable the strengthening of accountability and verification processes within both the public and private sector domains that will enhance services for Malawi's citizens.

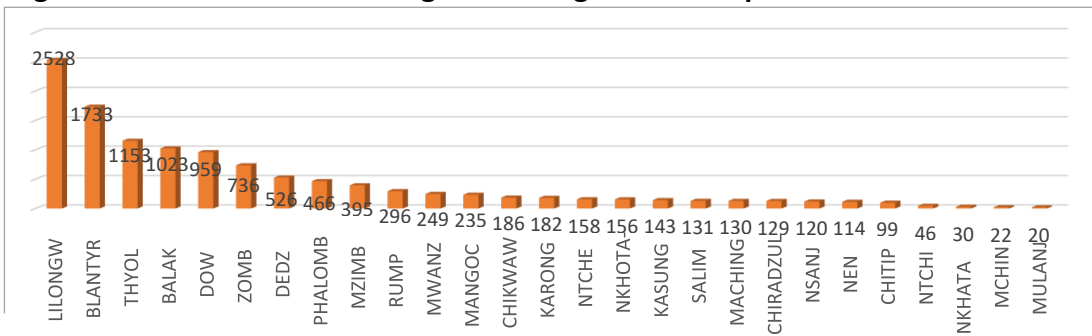
The expected results of the original Project were to: design, establish and manage the necessary systems, infrastructure and equipment for the National Registration and Identity System (NRIS), employing biometrically secure Smartcards; supervise the mass registration for all eligible Malawians (an estimated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

Following some amendments and addenda resulting from discussions with Government and donors, a two-year extension of the NRIS Project from 31 December 2019 was endorsed. Cost Sharing Agreements have been signed between UNDP and the Government of Malawi (US\$28,747,497), DFID (15,485,000 Pounds), Irish Aid (2,978,944 Euros), USAID (US\$2,000,000), Norway (NOK 26,825,000) and the EU (10,800,000 Euros). UNDP has allocated US\$4,350,000 from UNDP core resources to the project. In addition, UNDP is signing an Inter-Agency Agreement with UNICEF (US\$44,366). The entire project budget is now estimated at USD \$80,038,894.

The design of the card (shown in Figure 1, below) was approved by the Minister of Home Affairs to meet the three tier requirements. These are security features which are visible to the naked eye; enhanced security features that require minimal equipment to verify identity; and forensic analysis features that require high end equipment such as a microscope to verify identity. Security requirements of the International Civil Aviation Organization (ICAO) and the information requirements elaborated in Section 8 of the law are also met. Additionally, the card allows for data to be manually read, or for machine reading using QR code, swipe read, and chip read that will overcome traditional challenges with data accuracy. Overall, the design and features of the card draw on key technologies and processes that make forgery of the card improbable and enables mechanisms to verify its authenticity to ensure confidence that the card, as required by law, is prima facie evidence of the individual's recorded information. Selection and testing of this card were done in close consultation between UNDP and NRB.

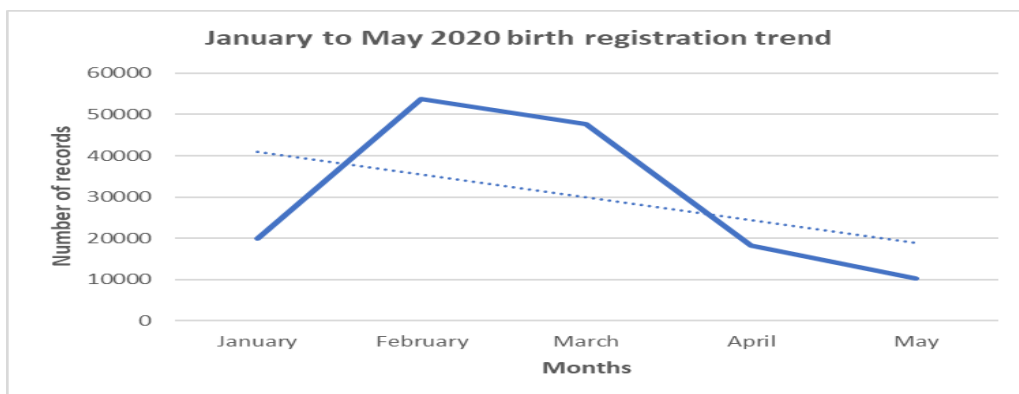
as the Government of Malawi has instructed to MDAs that the essential services only will operate during this crisis. The total number of Malawian citizens registered for the national ID during the quarter was 11,965, out of which 6,423 (54%) were male and 5542 (46%) were female. The district wise registration data for the quarter is shown below. Notwithstanding the fact that UNDP is currently locked out of the NRIS database, from what can be deduced from conversations with NRB District Offices, the official figures given above do not appear to be realistic.

Fig: District Wise national ID registration figures from April to June-2020



- **Continuous Birth Registration**

Birth registrations are also affected by the impact of Covid-19 and numbers have drastically declined across the country. The average number of birth registration records per month from January to March 2020 was 40,500 which declined to 14,200 in April and May 2020. This rapid decline can be ascribed to 2 main reasons according to NRB reports. Firstly, District Registration Offices and Post Offices remain closed in many places due to government workers exercising the work from home option to limit the spread of Covid-19. Secondly, many parents are not actively seeking to register their children because of fears of exposure to Covid-19 and not being able to apply social distancing measures when presenting to registration offices which are often located in cramped rooms, are crowded and situated indoors with poor natural ventilation.



- **DOLO Campaign has been suspended:**
The DOLO campaign to encourage the young population to register for national ID which was launched on 9th March 2020 has been suspended, again due to the Covid19 crisis. 'Dolo' is the Chichewa word for "cool" or "smart." The aim of the campaign was to encourage younger people to register for their national ID as it is the cool / smart thing to do.
- **Delivery of the procured 1,000,000 smart cards:**
1,000,000-smart cards for continuous registration have been delivered to Lilongwe. This was delayed due to the onset of Covid-19. At present NRB has sufficient stock of unprinted cards for 2-3 years. That NRB is now actively seeking to procure more National ID cards without consulting UNDP as its original partner is regrettable, and not considered a judicious use of government resources.
- **Capacity Development: MIM Short Courses:**
8 out of 9 professional development training courses conducted by Malawi Institute of Management have been completed. One remaining course could not be conducted due to the Covid-19 crisis and consequent restriction in staff movement.

Output 3

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

Progress

- **MoU with Financial Intelligence Authority (FIA)**
National Registration Bureau (NRB) and the Financial Intelligence Authority (FIA) signed a Memorandum of Understanding (MoU) on the 8th of April 2020. FIA is the principal national agency responsible for preventing and combating financial crimes, receiving requests for investigations, analysing, and evaluating reports and dissemination of financial intelligence to law enforcement agencies.

FIA will use the national ID as the main reliable source of information to verify the identity of Malawian citizens and non-citizens holding a permit under the Immigration Act.



Leveraging the accuracy of the NRB's database which contains authenticated information about Malawians' true ID, an Application Platform Interface (API) will be developed to facilitate and improve the efficiency of financial services for an error free system.

- **Treasury removed 4,024 pensioners from payroll.**

The Ministry of Finance, Economic Planning and Development has removed from the government payroll about 4,024 pensioners who failed to present their National IDs during the physical verification exercise to collect their benefits. With this verification exercise, the government will save K388 million per month. Those in the diaspora are encouraged to verify their details through the biometric online system. The exercise was conducted using the biometric identification of fingerprints and the national identity cards issued by the National Registration Bureau (NRB). Verification of ID was carried out by the Ministry of Finance in collaboration with the National Audit Office, the Anti-Corruption Bureau, NRB, the Malawi Defence Force, the Malawi Police Service and the Department of Human Resource Management and Development. The current government pension payroll contains 37,984 pensioners, and out of these, 33,960 were physically verified.

- **Stakeholder consultations on e-payments:**

NRIS have engaged extensively with stakeholders to develop a system of e-payments using the national ID as the key authentication tool. NRIS conducted a desk review of a proposal by the Ministry of Finance Economic Planning and Development (MoFEPD) - Poverty Reduction and Social Protection Department, with support from Irish Aid, UNICEF and GIZ. The MoF proposal included an analysis of electronic funds transfer

for social cash transfer in 2019-2020. Documentation from Balaka and Ntcheu Districts were reviewed on how the pilot e-payment process was managed, in order to gain some local perspectives and lessons learned. The outcome of the analysis was that any e-payment solution, be it a card based, or mobile money wallet based solution is a) not fully verifiable down to the individual and b) subject to the fundamental problem that any funds disbursed to Social Cash Transfer beneficiaries through a bulk push payments to individual accounts or e-money wallets in electronic value will inevitably be withdrawn or cashed out by beneficiaries in one go. In this case the ecosystem must, at this point in time be able to provide these cash out facilities. The DFS ecosystem is not sufficiently developed in rural areas so as to allow beneficiaries to spend e-value. Merchant payments are still in their infancy and there is nowhere for most beneficiaries to spend their e-value.

UNDP have proposed an e-payments solution which leverages the benefits of using the National ID database as the main authentication tool for e-payments down to the individual, providing a high level of transparency and accountability. There is also no need of producing yet another smart card for social cash transfers, as the possession of a National ID number is sufficient to register under the proposed system. The funds repository for social cash transfers will reside in Malawi with the Reserve Bank and not be passed through any foreign banking system, ensuring full national ownership. Stakeholder consultations in the development of this e-payments system were carried out with MoF Poverty Reduction and Social Protection, Dept of Economic Planning and Development (2 meetings on 4 May & 12 May), UNICEF x 8 meetings, WFP 3 meetings, FCB and FDA Banks, TNM and Airtel Mobile Companies, UBR x 3 meetings, Reserve Bank of Malawi x 2 meetings in Blantyre and Lilongwe.

Based on these meetings UNDP and NRB developed a Terms of Reference for an e-payments solution and sought proposals from the private sector both within Malawi and Internationally to deliver this system. The Reserve Bank of Malawi was also consulted on the proposed e-payments system and this received the full endorsement from the RBM Governor. A draft agreement between NRB and the Reserve Bank of Malawi includes a directive on the mandatory authentication of e-payments for all social cash transfers through the NRB. The fees levied by NRB to authenticate social cash transfers are still being negotiated. However, at the last meeting at the RBM in Lilongwe, NRB pledged to reduce the fees for authenticating payments as their commitment to respond to the Covid-19 crisis. The RBM directive on NRB

authentication of e-payments for social cash transfers is to be gazetted and the draft document is with the Attorney General for his approval.

- **NRB signed MoU with Old Mutual**

Old Mutual opened its first office in Malawi in 1954, which operated as a mutual life insurance company until 1997 when the Old Mutual Group demutualized. Old Mutual Malawi offers a wide range of savings plans and investment options, retirement solutions and risk and disability cover for individuals. Old Mutual remains a leading financial services provider, backed by experience and wisdom bringing personal financial solutions to Malawians. The MoU signed with NRB will help to minimize fraud and misrepresentations related to financial transactions by authenticating the Malawians national ID.

- **Meetings with the Department of Immigration**

After two and a half years of negotiating with the technical assistance of UNDP, an agreement in principle was reached between NRB and the Ministry of Immigration on how Immigration would authenticate the identities of people applying for passports and registering as foreign residents in Malawi. The process for both functions is now streamlined, especially the process of capturing data and biometrics of foreign residents from a single source (i.e. from Immigration being the first interface of foreign residents to both systems). NRB can then use the same data in its subsequent process on the same person. It is imperative for the two organisations to find a way of integrating their systems to resolve the inevitable problems that may arise in the course of registering residents. There is for example reportedly a proliferation of fake permit certificates in circulation. NRB are exploring processes to deal with these instances to have them de-registered if the permits are found to be bogus. A solution would be for NRB to only register those in possession of the new electronic permit cards. Once full integration of the two systems is achieved, since the MoU has already reached the signing stage, many of these issues will be resolved.

- **Zoom call with UNHCR HQ. NRIS as a good example of joint work UNDP/UNHCR**

On March 31, 2002 there was a ZOOM conference between UNDP and UNHCR on addressing the issue of unregistered refugees in Malawi. Present were members from UNHCR Malawi, UNDP/NRIS Malawi, UNDP RBA–New York, UNHCR RBSA–Pretoria, and UNDP/BPPS–HQ New York.

Several discussions had taken place over the past 6 months between the UNDP and UNHCR Offices in Malawi, regional and HQ colleagues on opportunities to reinforce collaboration on data, registration and legal/ digital identity. These discussions have been in line with the government’s interest in the area and related pledge during the Global Refugee Forum. The collaboration also ties into the broader partnership under the global UNDP-UNHCR Joint Action Plan.

The call served to:

- i. Consolidate discussions on current activities and collaboration on data, registration and legal/ digital identity relevant to the refugee population in Malawi.
- ii. Explore opportunities to scale-up collaboration in 2020 and beyond; and
- iii. Next steps, including possibilities for regional/HQ support to the collaboration

UNDP and UNHCR Malawi shall draft a **concept note** to be considered for **UNHCR HQ (DRS)** for resourcing **support** – tentatively USD 100,000 or more. The focus of collaboration will be around data, registration and legal/digital identity in 2020. The concept note shall also include plans to use this collaboration exercise as a pilot/best practice between UNHCR and UNDP to scale up to other countries. Tangible, direct impact on refugees will be highlighted in this concept.

Output 4

Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2021.

Progress

The annual plan for the implementation of mass child registration has been modified due to the Covid-19 crisis. Now the implementation of mass registration of children will be deferred to 2021. This will affect many indicators and performance targets to the extent that the project is likely to request an extension in order to reach its goal. The modified results framework is given in annex 1.

The proposed proof of concept phase-wise child registration plan for 2020 will also be adjusted because of the effects of Covid-19 on the implementation schedule. The project will however continue with the following preparatory activities in 2020:

1. Civil Registration and Vital Statistics (CRVS) Standard Operating Protocols (SoPs) for Birth, Death, Marriage and Divorce and Adoption, with focus on Deaths (UNDP, UNICEF and NRB)
2. CRVS software development for the mass registration of children
3. CRVS Testing (Unit, System and User Acceptance)
4. Legal Review of CRVS
5. Development of the SoPs in light of National Registration Act
6. Development of ONE system servers, Integration of eBRS, birth, marriage and divorce with NRIS.
7. Developing Content for Training of Data Entry Operators
8. Developing Civic Education Plan
9. Developing Civic Education artefacts (poster designing, jingles prep etc.)
10. Development of the RFP for hiring the civic education agency to conduct civic education
11. Development of the content for the Training of Trainers (ToTs)
12. Preparation for the hiring of HR agency to manage the Data Entry Clerks (DEC)
13. Development of content the Data Entry Clerks
14. Developing Content for Village Head Training

Output 5:

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

Progress

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

- **Technical Committee meeting:**

The 27th Technical Committee (TC) meeting for the National Registration and Identification System (NRIS) project was held on 18th June 2020 to review the project performance against the milestones. The meeting was conducted Virtually using Zoom due to COVID19 social distancing restrictions. The meeting was chaired by Claire Medina, UNDP Deputy Resident Representative and Co-Chaired by Margarita Tileva, the Deputy Representative of UNICEF and Moses Chiwoni the Deputy Director of NRB.

- **DFID Annual (2020) NRIS Project Review:**

DFID conducted an annual review of the NRIS Project in February 2020. Annual Reviews in DFID are part of a continuous process of reviews, improvements and serve as a formal control point in DFID's programme cycle. At each formal review, the performance, ongoing relevance, and value for money of the programme is assessed. The process was considered quite participatory. The review was carried out internally by the DFID NRIS focal points with the support of a colleague from another unit within DFID. Different stakeholders were

brought together both within the Technical Committee and outside such as the GIZ UBR team, First Capital Bank and DHRMD. For capturing data, DFID relied mostly on face to face discussions and in some cases, questions were sent beforehand. The Programme within DFID had a log frame drawn from the UNDP results framework. The Annual Review process in DFID commonly used log frames to score programmes and assess whether expected outputs were met or not. The Annual Review was completed in April 2020 before the COVID19 crisis began to affect programmes.

In terms of rating, the project was rated an “A” overall which meant outputs were met. The main activity assessed in the Programme was the distribution of cards through a mass registration to approx. 9.5 million Malawians aged 16 and above. This exceeded expectations. Other outputs in the review included the building of NRB capacity to enable continuous registration, strengthening the linkages agenda and UNDP’s management of the NRIS Programme.

- **Monitoring and Evaluation of project implementation:**

Due to the COVID-19 crisis, no physical monitoring visits could be conducted during the quarter, but the national ID registration data has been analysed continuously to track project progress. Verifying the data provided by NRB was not possible due to UNDP being denied access to the NRIS database. Moreover, routine reporting by NRB from the NRIS dashboard has ceased. Only a few of the District Registration Offices (DROs) are now operational due to the Covid-19 crisis and a lack of staff who are willing to work in remote and sometimes risky rural areas. NRB are currently recruiting more Registration Officers to fill these gaps.

- **Monitoring Plan for the next quarter:**

Due to the outbreak of COVID-19 the Government of Malawi had instructed that only the essential MDAs will report to work and to maintain physical distancing. As NRB comes under non-essential services, only very few of the DROs are working. NRB applied to elevate National Registration services under the government’s essential services category. NRB’s request was however declined. Travelling has been restricted also by UNDP due to COVID19 prevention measures as well as avoiding the recent re-election campaigns. Therefore, the Monitoring and Evaluation of District Registration Offices could not proceed as usual.

Even during this challenging time, NRIS has been monitored through sporadic reporting and registration data being sent from the DROs. Both the registration for national ID as well as birth registrations has decreased to some extent due to COVID-19. In the 27th Technical Committee meeting, the members decided to form a technical working group to brainstorm the possibilities of continuing the registration process during this crisis.

- **Challenges:**

- **Outbreak of COVID 19**

As mentioned frequently throughout this report, the outbreak of Covid-19 will likely affect the registration for continuous national ID as well as birth registration in the next quarter. The implementation plan for the mass registration of children has been modified and the targets for some of the indicators have been re-set. The NRB is registered as non-essential service and government of Malawi has instructed all the non-essential services to work from home.

3. Progress against Results Framework Indicators Annex I.

4. Way forward

Moving forward, the project will continue to prioritize:

a. New Initiative: E-payment using National ID:

A concept note has been developed by UNDP in consultation with NRB which has been reviewed by the National Taskforce on E-payments. UNDP is waiting for the Gazette notification for the enforcement of the e-payment system by the Reserve Bank of Malawi. The E-payment system shall be linked with the secure National ID system owned by the NRB. A fully accountable system of E-payments will be processed through the verification of identities contained in the NRB database for any beneficiary eligible for funds transfer payments.

b. New Initiatives: Development of contact Tracing system using USSD:

UNDP received a request to develop a contact tracing system for Covid-19 from the Ministry of Health. UNDP has taken a unique approach for contact tracing to target the wider population of Malawi who own low-tech mobile feature phones using only 2G technology. UNDP has been very careful to coordinate with the digital health unit in MoH as they were supposed to be coordinating the various responses to Covid-19 and vetting any new initiatives. UNDP ensured the contact tracing initiative was contributing to the overall MoH strategy and complementing existing interventions. The NRIS Project and UNDP's Accelerator Lab are also supporting the wider Covid-19 response through engaging the Malawi University of Science and Technology (MUST) to develop a suite of Covid-19 applications on a more sophisticated level (3G and 4G). UNDP is therefore confident that any new initiatives were relevant, responding to meet current Public Health needs and were demand driven.

c. Development of One integrated Civil Registration system:

NRIS is in the process of developing and implementing a single Integrated Civil Registration system covering Birth (EBRIS), National ID (NRIS), Marriage/Divorce and Death Registrations. NRB is working on Phase-1 of the integration process which entailed integration of the back-end databases before going to front-end integration. NRB had been collecting details on the requirements and other information in preparation for the integration of the two systems. NRB is closely liaising with Elizabeth Glaser of Paediatric

AIDS Foundation (EGPAF) to appreciate the intricacies of the eBRS (Electronic Birth Registration System) with UNDP providing technical support.

d. NRB capacity

The NRIS and NRB teams will continue to prioritise NRB's additional capacity needs for sustainability of the NRIS including a smooth continuous registration process. Eight out of the nine selected courses which were based on the Training Needs Assessment and conducted by Malawi Institute of Management (MIS) have been completed, but one could not be conducted due to the Covid-19 crisis.

e. Public awareness to create demand for continuous registration:

In view of the low continuous registration numbers, the project has planned customised public awareness on continuous registration so that those that did not register during mass registration and those turning 16 years of age can go and register. But due to the Covid-19 crisis all the activities including the video infomercial, Radio Drama, Song/Jingle were suspended. The civic education initiatives such as the Dolo campaign will resume as soon as the social distancing restrictions are lifted by the Government.

f. Legal framework:

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

g. Privacy and data protection:

This deliverable is part of a World Bank project in collaboration with the department of e-government. The consultancy firm Macmillan Keck Attorneys and Solicitors from USA provided a consultant to draft the legislation. A draft review report on data protection has been submitted and approved. By the end of June, the consultant submitted the draft legislation to the Ministry of Justice after which it would be circulated for public consultations for a period of 3 to 4 weeks. Following the public consultations, the consultant would begin to finalize the legislation. The whole project was planned for 27 weeks, so by the end of June it would reach week 19 leaving a balance of 8 weeks out of which 4 weeks would be used for public consultations and 4 weeks for finalizing the draft legislation. The consultant would again submit the legislation to the Ministry of Justice (MoJ), then the MoJ would take over the process and submit it to a cabinet committee. After discussion by the cabinet committee it would go before a full cabinet meeting. Presuming the cabinet approved the legislation in full; this would then go to parliament for passing into law.

5. Conclusion

The second quarter of 2020 progress report has highlighted activities undertaken and achievements made against agreed milestones. As reported above many of the deliverables of the project have been affected by Covid-19 crisis and project is also pondering how to continue the birth and national ID registration services during this crisis.

6. Future Plans

The project has revised the 2020 Annual Work Plan (AWP) due to the Covid-19 crisis and is now being implemented.

- **Recruitment of project staff:** Develop and advertise ToRs for the positions of Civic Education Specialist, Finance & Admin Associate, Logistics and Asset Associate, Field Coordinator/Labour Expert, Logistics Specialist. As the implementation date for mass child registrations was deferred to 2021, it was decided to delay the recruitment of these staff until closer to the time when they were needed.
- **RFP for the data consolidation Centre:** The procurement process has commenced to procure Data Consolidation Servers, Application & Database Servers and SAN Storage for Child Registration has started, a supplier has been identified, and the PO was issued in December 2019. NRIS is now waiting for the equipment to be delivered within 90 days of the issuance of the PO.
- **Planned activities with different MDAs:** The following activities are planned in the 3rd quarter of 2020.
 - **USSD Short Code app development:** Rolling out of USSD code for tracking symptoms and geo-location of possible cases of Covid-19 infections.
 - **E-Payment System:** Finalisation of procurement, awarding a Long-Term Agreement contract and implementation of the e-payment system for social protection including Covid-19 related social cash transfers;
 - **MRA:** follow up on the identification of multiple and fraudulent registrations
 - **Ministry of Justice/Police:** Discuss the development of an integrated case management system across the law and justice agencies with the police as the entry point
 - **DHRMD:** Overall analysis will be provided on civil servant's authentication through the National IDs and involvement of NRIS in upcoming audit of DHRMD.
 - **Refugees:** Discussions between UNHCR, MoJ, NRB will continue for the registration of approximately 20,000 refugees. A Mission from UNHCR and UNDP Headquarters is planned for October 2020 to start refugee registrations, but dates are contingent on Covid-19 travel restrictions and the need for 2week isolation for any consultants entering the country.
 - **Road traffic department:** Meetings will take place to discuss the validation of driving licenses.

- **Judiciary:** The integration of their informatic system based on the National ID NRB

7. Financial Section

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

Annexes

**Annex I: Progress against Results Framework Indicators:
Results Framework**

Outcome Goal: The establishment of a permanent and continuous national registration and identification system in Malawi.												
Outcome Indicators:												
<ul style="list-style-type: none"> Number of MDAs and private institutions using NRIS for administrative or operational systems (Baseline 2016): 0; Target (2019): >10; Source: Official records) Percentage of eligible resident Malawians registered and issued with an identity card (Baseline 2016: 0; Target (2019): >90%; Source: National Register, NSO) Assessed capacity of NRB to operate and maintain the NRIS (Baseline 2016): None; Target (2019): Good capacity; Source: Project Evaluation Report) 												
EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGETS						Data Collection Methods and Risks	
			Value	Year	2017	2018	2019	FINAL	2020	2021		
Output 1 Up to 9 million Malawians are registered for issuance of a National Identity card in 2017	1.1 Number of Malawians registered in the National Register as part of mass registration, disaggregated by gender.	National Registry	0	2016	More than 9 million				More than 9 million			Data extraction.
	1.2 Number of Malawians issued with a National ID card as part of mass registration.	NRB Records	0	2016	More than 4 million	More than 4.5 million	0	More than 8.5 million			Data extraction.	
	1.3 Proposed amendment of National Registration Act submitted to Ministry of Justice.	Public Record	0	2016	1	0	0	1			Public record	

	1.4 Number of paid information campaign products aired on radio.	Project records	0	2016	10	0	0	10			Media monitoring reports. Survey reports
Output 2 NRIS is transitioned to a permanent and continuous registration system	2.1 Number of District Registration Offices equipped for continuous registration.	NRB Records	0	2016	20	8	0	28			NRB Records. Spot check.
	2.2 Percentage of registrars trained in rules and procedures.	Training records.	0	2016	70%	30%	0	100%			Training participation records.
	2.3 Number of Malawians issued with a National ID card as part of continuous registration.	NRB Records	0	2016	0	0.3 million	0.47 million	0.77 million			Data extraction
	2.4 Number of District Post Offices equipped for continuous birth registration	NRB Records	0	2019					65		
	2.5 Percentage of registrars trained in rules and procedures on CRVS.	Training records.	0	2020					0	100%	
	2.6 Percentage of village heads trained in rules and procedures on CRVS.	Training records.	0						0	100%	
	2.7 Number of Malawians children issued with a Birth Certificate in 2021 as part of continuous registration, gender disaggregated	NRB Records	300,000	2020						.5million	

Output 3 Government MDAs and private institutions are assisted to adopt the use of the NRIS.	3.1 Number of inter-institutional agreements between NRB and Government Ministries, Departments, Agencies (MDAs) and private institutions on the use of the ID card system.	NRB records	0	2016	0	5	>5	>10			Official requests
	3.2 Number of Government Ministries, Departments, Agencies (MDAs) and private institutions using Birth Certificate	NRB records	0	2019						>2	
Output 4 Up to 9 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2020.	4.1 Number of Malawian Children registered as part of mass registration, disaggregated by gender	CRVS System	600,000	2019						8.4 million	CRVS system
	4.2 Number of Malawians issued with a Birth Certificate as part of mass registration, disaggregated by gender	NRB Records	300,000	2019						More than 4 million	CRVS system
	4.3 Number of civic education information campaign products developed and implemented	Project records	0	2019					0	10	Civic Education Campaign report
Output 5 Project is efficiently	5.1 Agreed M&E planned activities implemented.	Project records	0	2016	No	Satisfactory	Satisfactory	Satisfactorily			Official records
	5.2 Percentage of Project positions filled.	UNDP records	0	2016	95%	5%	0	100%	100%	100%	UNDP records

managed, staffed and coordinated, and is implemented with national ownership	<i>5.3 Steering and Technical Committee meetings held per year.</i>	<i>Project records</i>	0	2016	3/8	3/8	3/8	7/26	4/24	4/24	<i>Project records</i>
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Annex II: Risk Log (Updated)

Project Title: National Registration and Identification System	Award ID: 00100113	Date: 18 June 2020
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#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management Response	Owner	Updated by	Last Update	Status History
2	Slippage on operational timelines	20 Oct 16	Operational Total: 20	Timelines are constrained with census in 2018 and elections in 2019. If not implemented on schedule major deviations off plan may need to be considered. P = 4 I = 5	Monthly monitoring of progress in Technical Committee to determine corrective actions, as necessary. TC and SC meetings taking place regularly and according to timeline. The project is on track so far.	Technical Committee	CTA	18 June 2020	No change (18 June 2020)

3	Institutional national capacities	20 Oct 16	Operational Total: 20	<p>Lack of sufficiently trained national staff, lack of sustainable financial model for NRB and delays in setting up the ID card production facility site will compromise sustainability of continuous registration, data recovery and deny some Malawian citizens their right to identity.</p> <p>P = 5 I = 5</p>	<p>Government conducted a functional review to increase NRB staffing. Government sanctioned recruitment of 16 IT Officers for NRB to support mass registration. For further recruitment of additional staff as recommended by the functional review in relation to the sustainability of continuous registration, 30 Registration Officers and 110 Assistant Registration Officers have been recruited, pending offer letters to be sent. Training plan of these officers is being developed. Recruitment of other officers to follow in 2019 once Government disburses funding for such. Regarding the DRS, it has been moved to the Malawi Revenue Authority premises (MRA) in Blantyre.</p>	GoM UNDP	CTA	18 June 2020	<p>Amended. (19 January 2017) P amended from 3 to 4 in view of delays in the functional review and the increase in NRB staffing required. Escalated for the attention of the SC on 5th April 2017.</p> <p>Escalate to SC in anticipation that there might be a gap in NRB's capacity for continuous registration if the new approved positions are not filled at all or on time.</p>
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					<p>As for the ID card production facility site, NRB reinforced and is making use of what is currently available for printing of the ID cards and the procurement of a prefabricated container for the setting up of a prefabricated containerized printing facility is in process.</p>				<p>Amended (22 March 2018) Upgraded P=4 to P=5 with reference to the removal of key and management staff that were already well trained.</p> <p>Narration of Impact & Probability amended on (19 Feb 2019) No change. (10 Oct 2019)</p>
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6	Technology adoption	20 Oct 16	Operational Total: 12	Introduction of new technologies and systems introduces unprecedented challenges for implementation and sustainability. P = 3 I = 4	International expertise to implement under the Project, supported by contractor arrangements. Skills transfer for the new technologies is built into the design of the Project.	UNDP/NRB	CTA	18 June 2020	No Change. (18 June 2020)
7	Adequate data protection provisions	20 Oct 16	Legal Total: 12	Failure to protect privacy and data can undermine confidence in registering and erodes the right to privacy of individuals.	A review of the National Registration Act and development of amendments is part of the Project deliverables. A meeting took place at the end of January 2018 between the UNDP Legal Specialist and NRB to discuss the amendments of the National Registration Act. A legal note is being finalized which will be the basis for a memo from the Ministry of Home Affairs and Internal Security to the Ministry of Justice and Constitutional Affairs (MoJ) requesting the necessary amendments of the law.	UNDP /GoM	CTA	18 June 2020	Amended. (02 October 2017) P amended from 3 to 4 given the level of current data protection provisions in Malawi. No Change. (10 Oct 2019)

				<p>P = 4 I = 4</p>	<p>The introduction of the Electronic Transactions Bill will strengthen rights to privacy and data protection. The Electronic Transaction Bill was passed by Parliament on 04 July 2016 and the President assented to it on 20 October 2016. Its publication was on 04 November 2016.</p> <p>On Data Protection Act, UNDP team will be following up and work with the World Bank team to support the development of a comprehensive Data Protection Act for Malawi. World Bank is leading this through their supported Digital Malawi project.</p>				
8	Network connectivity	20 Oct 16	Operational Total: 10	<p>Limited or unstable access to connectivity can undermine data movement and synchronization during continuous registration.</p> <p>P = 5 I = 3</p>	<p>NRB and E-Government will ensure that systems for data transfer have been developed. UNDP will support.</p>	GoM	CTA	18 June 2020	<p>Amended. (01 December 2017)</p> <p>No change. (10 Oct 2019)</p>

14	Lack of clarity on communication strategy on ID Card distribution and consistent engagement with the media create negative political perception and anxiety among citizens and political parties	02 Oct 2017	Political Total:12	Lack of proper communication channels with key targeted public messages regarding collection of ID cards may create confusion on ID distribution resulting in negative perception on NRIS P=3 I=4	NRB will use proper communication channels (radio, SMS, USSD system) in phased approach to inform public to collect their ID cards. UNDP will support the initiative. NRB and UNDP will consistently engage the media to update them on the status of ID Card distribution.	UNDP/NRB	CTA	18 June 2020	New Risk (02 Oct 2017) Amended. (01 December 2017) No change. (10 Oct 2019)
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15	Post-election impasse	03 Sept 2019	Political Total:12	Post-election demonstrations may result in destruction of NRB property in registration centres which will in turn affect continuous registration and sustainability of the NRIS. P=3 I=4	Government will ensure security of NRB offices and property.	NRB	CTA	18 June 2020	New Risk change (03 Sep 2019) No change (10 Oct 2019)
16	Salary and wages for ROs are not consistent with applicable labour standards (SES Standard 3 related to safe and healthy working conditions)	30 Nov 2019	Ops Total:20	1800 registration officers need to be deployed in urban and rural areas in six phases for six months, during the implementation of mass registration. Previous SECU Report of NRIS project identified several findings and recommendations related to wages that inform will project labour management moving forward.	Labour management procedures will be developed for the project that set out the conditions in which project workers will be employed or engaged and managed, in accordance with applicable labour laws, rules and regulations and UNDP's SES. This will include an analysis and clarification of applicable labour requirements, including for wages and salaries. Labour law expert will be hired as part of the project team to ensure labour standards are applied and monitored. Formal engagement and subsequent agreement are being undertaken	NRB and UNDP	CTA/PM	18 June 2020	New Risk

				P=3 I=4	<p>with the Ministry of Labour on Labour - related concerns and more specifically on the adequate salary determination.</p> <p>Before the deployment of the ROs, a start - up lump sum will be provided (approximately MWK 50,000 for purchasing necessary items in the field).</p> <p>NRIS will design a form and a process specific for compensatory requesting time off</p>				
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17	Occupational health and safety and working conditions are not up to relevant labour standards (SES Standard 3)	30 Nov 2019	Ops Total:20	Previous SECU investigation of NRIS project identified several findings and recommendations related to OSH and working conditions that will inform project labour management moving forward. P=3 I=4	Labour management procedures will be developed for the project that set out the conditions in which project workers will be employed or engaged and managed, in accordance with applicable labour laws, rules and regulations and UNDP's SES. This will include an analysis and clarification of applicable labour requirements, including for health and safety and working conditions. A temporary employment contract will be signed by the registration officers with clear clauses about the phased approach operation and the expected challenging rural conditions. The advertisement will be clear on the rural conditions to be expected and the resources to be provided. This will also be included in the pre-deployment training, with ROs informed ahead of time of what they should expect to bring with them. • Considering the high rate of malaria in rural areas, fully enclosed mosquito tents will be provided to ROs. to the extent	NRB and UNDP	CTA/PM	18 June 2020	New	Risk
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					<p>possible local housing/accommodation would be provided through collaboration with local authorities or village heads and when this isn't feasible tents would be provided?</p> <ul style="list-style-type: none">• Considering the poor water quality in rural areas and unavailability of mineral water, bleaching powder for filtering the water will be part of the standard backpack. <p>First Aid kits will also be provided in case of emergency.</p>				
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18	Registration Officers or and/or citizens' complaints are not heard or resolved properly	30 Nov 2019	Ops Total:20	Enhance grievance redress systems to those potentially impacted though the submission of formal complaints. P=3 I=4	<ul style="list-style-type: none"> • A temporary employment contract will be signed by the registration officers with clear clauses about the phases approach operation and the expected challenging rural conditions. The advertisement will be clear on the rural conditions to be expected, as will the pre-deployment training. • A formal complaint system will be established which will be part of the pre-deployment briefing, with the following key components: <ol style="list-style-type: none"> a) Complaint forms will be provided in the backpack and it will be also available on UNDP, UNICEF and NRB websites. b) The contract will include a clause on the grievance system and a complaint form will be distributed to ROs for submitting a complaint. 	NRB and UNDP	CTA/PM	18 June 2020	New	Risk
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| | | | | <p>c) Complaints/hotline/call centre will be established to receive and resolve the complaints, including safety concerns.</p> <p>d) ROs and citizens will be empowered to file and get information about the status of their complaints through mobile based USSD e-system.</p> <p>All complaints will be logged in the complaints database with proper audit trail even those that have been resolved will be retained with complainant's acknowledgment.</p> <p>The details of the grievance mechanism for project workers will be spelled out in the labour management procedures for the project.</p> <p>A workplace grievance mechanism (distinct from the project-level grievance mechanism) is provided for all project workers to raise labour concerns. The mechanism will be easily accessible to project workers who are to be informed of the grievance mechanism at the time of recruitment and the measures to protect them against any reprisal for its use.</p> | | | | |
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The grievance mechanism shall be designed to address workers' concerns promptly, using an understandable, transparent process that provides timely feedback to those concerned in a language they understand, without any retribution, and shall operate in an independent and objective manner. The grievance mechanism may utilize existing grievance mechanisms, providing that they meet the above criteria.

Existing grievance mechanisms may be supplemented as needed with project-specific arrangements.

The grievance mechanism shall not impede access to other judicial or administrative remedies that might be available under applicable laws, regulations or rules or through existing arbitration procedures, or substitute for grievance mechanisms provided through collective agreements, if applicable. The mechanism ensures workers' rights to be present and to participate directly in the proceedings and to be represented by a trade union, if applicable, or person of their choosing.

19	Potential cases of sexual harassment	30 Nov 2019	Ops Total:20	<p>Precautionary measures are being implemented to ensure that sexual harassment is avoided. At the same time the cases of sexual harassment should be reported and pursued with zero tolerance as per UN rules.</p> <p>P=3 I=4</p>	<ul style="list-style-type: none"> • Before the deployment to the field, UNDP and UNICEF will hold a prevention of sexual harassment and safeguarding sessions as part of the training program for ROs. • Formal engagement and subsequent agreement are being undertaken with the Ministry of Gender on gender - related concerns and more specifically on the team composition. 	NRB and UNDP	CTA/PM	18 June 2020	New Risk
20	Delays in the deployment and retrieval of ROs leading to deployments extending beyond 21 days	18 June 2020	Ops Total:20	The prolonged stay of registration officers in rural areas may affect their living conditions.	<ul style="list-style-type: none"> • Labour management procedures will be developed for the project that set out the conditions in which project workers will be employed or engaged and managed, in accordance with applicable labour laws, rules and regulations and UNDP's SES. This will include an analysis and clarification of applicable 	NRB and UNDP	CTA/PM	18 June 2020	New Risk

					<p>labour requirements, including for wages and salaries.</p> <ul style="list-style-type: none">• Labour law expert will be recruited as part of the project team to ensure labour standards are applied and monitored.• ROs will be retrieved on completion of the phase (21 days) <p>In order to secure an adequate number of vehicles to transport ROs, 50% of the vehicles will be hired from private contractor so that the project will not rely only on GoM in-kind contribution.</p>				
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				<p>P=3 I=4</p> <ul style="list-style-type: none"> The payment of the remuneration will be automatically processed upon completion of 21 days in the field, even in the exceptional cases whereby ROs were not retrieved. A transition fee of MWK 10,000 will be paid upon completion of a phase. 140 newly recruited NRB registration officers will increase the overall effectiveness of the operations. 					
21	Safeguarding children during the child registration exercise	18 Nov June 2020	Operational	<p>During the mass registration for birth certificate children might pose a risk from adults and other children</p> <p>P=3 I=4</p>	<p>Safeguarding policies and procedures of UNICEF will be implemented to ensure that every child, regardless of their age, disability, gender reassignment, race, religion or belief, sex, or sexual orientation, has a right to equal protection from harm.</p>	NRB, UNICEF and UNDP	DFID	18 June 2020	New Risk

22	Public trust in NRB and database	18 Nov June 2020	Operational	Due to the strong allegations made that minors were being registered most particularly by the Temporary Registration Officers that were carrying out ID Registration during the MEC Voter Registration, the NRB P=3 I=4	NRB will thoroughly check, verify, and properly adjudicate the ID data that was captured during the Voter Registration exercise before being processed further for issuance of ID	NRB	Irish AID	18 June 2020	New Risk
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Note: P stands Probability and I stand for Impact.

Annex III: Financial Utilization

A. 2020 Quarter Two Expenditure Summary Report:

AWP Variance Analysis Q2

OUTPUTS NAME	budget (US Dollar)	expenditures (US Dollar)	Difference(US Dollar)	Comments on principal reason for Variances
Output 1: Up to 9 million Malawians are registered and issued with a National Identity card in 2017	-	31,926	(31,926)	Purchase of servers and DOLO campaign
Up to 9 million children are registered and issued with Birth Certificate	6,431,529	74,294	6,357,235	Activities for children registration have not started. Procurement of servers has been made
NRIS inclusive of birth registration is transitioned to a permanent and continuous registration system	89,539	2,884	86,655	Delay due to Covid 19
Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates)	1,000	847	153	
Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	760,962	419,947	341,015	Delay in the recruitment due to Covid 19
Technical Support for Unforeseen Capacity Gaps (5%)	363,373	-	363,373	
UNDP Procurement Support Office (PSO) (4.5%)	-	71,550	(71,550)	Fees related to 2019 procurement processes
General Management Service Fees (GMS) (variable)	611,712	36,576	575,137	GMS aligned with general expenditures trend
TOTAL	8,258,115	638,026	7,620,089	