Support to the Integrated National Civil Registry in Sierra Leone

2015-2017

United Nations Development Programme

Country: SIERRA LEONE

Programme Document

Programme Title:	Support to the Integrated National Civil Registry In Sierra Leone 2015 – 2017
UNDAF Outcome(s):	Capacity of democratic institutions strengthened to enable good governance
Expected CP Output(s):	Government is enabled to develop and implement an integrated civil registry system for improved citizens services and electoral processes
Expected Output(s):	See Results and Resources Framework
Implementing Partner:	UNDP Sierra Leone

The current legal and institutional framework for civil and population registration in Sierra Leone is a fragmented, disjointed one, adopted on a piecemeal basis over a period of many decades, leaving it outdated and unable to cope with the country's present-day needs. With assistance from UNDP, an inter-agency technical task force to decide on technical matters related to the development of a central national civil register has been established. A policy paper that establishes a national civil registration authority with a legal mandate to regulate, direct and implement all aspects of civil and population registration, and to maintain and control a national civil register has been developed. The Government of Sierra Leone and international donors are collaborating to strengthen the legal and institutional framework for civil and population registration, to establish a coherent and well-organized civil registration system. This programme managed by UNDP is expected to contribute to this objective. Specifically, by the programme's end the main intended outcome will be achieved, namely: Government is enabled to develop and implement an integrated national registry system for improved citizen services and electoral processes.

Programme Period:	**2015 – 2017**	**Total Programme Budget: USD 13,194,360**
Key Result Area (Strategic Plan): Citizen expectations for voice, development, the rule of law and accountability are met		**Total pledged resources:**
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Management Arrangements: Implementation	UNDP	

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SECTION 1: SITUATION ANALYSIS

Civil registration is the system by which a government records (in a continuous, permanent, compulsory and universal manner) the occurrences and characteristics of vital events and other civil status events related to its citizens and residents, as provided by and in accordance with an established legal framework. The resulting repository or database is called a civil register or registry, or population registry. The extent and types of vital events recorded by civil registration systems varies country by country but vital events that are typically recorded include live birth, death, fetal death, marriage, divorce, annulment of marriage, judicial separation, adoptions, recognition of children, and legal changes of name. Based on projections from the 2004 census, there are approximately 400,000 annual events. Among the legal documents that are derived from civil registration are birth, death, and marriage certificates.

In this regard, Ministers from African Member States responsible for civil registration held two international Civil Registration and Vital Statistics (CRVS) conferences with the theme "Improving Civil Registration and Vital Statistics Institutional and Human Infrastructure" and reaffirmed their commitment for improving civil registration in their respective countries. Sierra Leone is a part of this initiative.

With the successful conclusion of the biometric voter registration for the 2012 elections, the National Electoral Commission (NEC) has established an electronic database of 2.76 million voters with biometric data. This fact brought an initiative to establish and maintain permanent, comprehensive, accurate, and up-to-date national civil registry, which can, in turn, be utilized by the NEC for its voter database. The primary aim of this initiative is to ensure that the NEC can for each election, receive a technically sound, credible, and sustainable voter register extracted from a national civil registry, thereby removing the need to conduct active voter registration and reducing related costs. Aims have been developed, however, to establish a coherent and well-organized civil registration system in Sierra Leone.

To this end, GOSL requested UNDP Sierra Leone to conduct Scoping Mission on Civil Registration and Vital Statistics in Sierra Leone in 2012. Report was produced on situation and gap analysis in following areas.

- Legal Mandates
- Institutional Matters
- IT Systems

Given these analysis, the Report recommended the establishment of centralized civil register, including the institutional review and the alignment of the different legal mandates of the government agencies working in the field.

Receiving these recommendations, GOSL requested UNDP Sierra Leone to formulate a project, as a part of Support to the Electoral Cycle Programme in Sierra Leone 2011 – 2014, resulting that four international advisors were deployed in the second half of 2013 to follow up above-mentioned key steps.

The civil registration landscape in Sierra Leone is complex, uncoordinated, incoherent, fragmented, and ineffective, with civil registration functions discharged by multiple institutions that are weak, under-resourced, and highly centralized (except for birth and death registration which takes place at Peripheral Health Unit level). As a result, the databases maintained by these institutions are unreliable, out of date, and not universal in their coverage of the country's population and a lack of robust, accurate, and good quality vital statistics persists.

There are a multiplicity of players and stakeholders in the field of civil registration in Sierra Leone, almost all of them state-run public institutions. However, a handful of these are key institutions in the civil registration process. These include: i) the Births and Deaths Department within the Ministry of Health and Sanitation which registers births and deaths at Peripheral Health Units, ii) the Office of the Administrator and Registrar General linked to the Ministry of Justice and Attorney General which registers marriages and divorces, iii) the National Registration Secretariat within the Ministry of Internal Affairs which issues ID cards, and iv) the Immigration Department also part of the Ministry of Internal Affairs. These are semi-autonomous agencies each with a specific mandate related to civil registration derived from separate laws and with no institutional or statutory links to the office that has the responsibility for national statistics, Statistics Sierra Leone, amongst the various civil registration agencies, or with external public and private agencies, regarding access to needed civil registration data. Other public institutions that maintain person registers but are not civil registration institutions include, for instance, the National Electoral Commission and the National Social Security and Insurance Trust. This type of fragmented and disjointed framework is undoubtedly inefficient, ineffective, and costly and does not make a valuable contribution to national planning, the coordination of national security, or the democratic process.

Essentially, the legal and institutional framework for civil registration in Sierra Leone is outdated. Moreover, there is no single overarching state policy or law that harmonizes these laws or establishes compulsory registration of all vital events and accompanying changes in civil status of every Sierra Leonean and foreign resident. In the absence of a singular civil registration law, there is no mandated institutional reporting or coordinating mechanism to establish links to a central civil registry or for that matter, which establishes a single civil registration authority. In effect, each civil registration institution and its database functions on an independent basis; the registries do not verify each other and the data are captured from the same or sometimes different source documents for each database. The lack of fully automated systems makes it is practically difficult to integrate, coordinate, or transfer the data amongst the various registries or to report to the national statistics agency.

Furthermore, the geographic scope of implementation of the various civil registration authorities' legal mandates is extremely poor, with most agencies either heavily centralized in the capital, Freetown, or with offices and operations in only a few provincial towns outside the capital. This has led to inaccessible, inequitable, incomplete and untimely provision of, civil registration services. Deficiency in resources and capacity building needs have been identified by stakeholders and donors alike as the primary reasons for lack of a decentralized infrastructure and under-performance of the various civil registration systems. Moreover, corrupt practices, specifically bribery, are common in amongst other public services, the issuance of birth certificates, national identity cards and passports, which raises the costs of these services which poor people are often unable to meet. The absence of an effective mechanism for inter-agency strategic collaboration and communication only serves to frustrate the practical challenges faced by each of the various civil registration institutions.

Consequently, the Government of Sierra Leone would wish to introduce by 2016 an integrated national registration and information system that would link the databases of multiple government ministries, departments, and agencies through the establishment of a consolidated national population database, or register. Resulting from the Integrated National Civil Register (INCR) and in place of the six or more national identification documents currently in existence in Sierra Leone, government further wishes to introduce a multi-purpose national identity card. The card will be used for purposes of personal identification, voting, social security, employment eligibility and authentication, entitlement to social services, admission into educational institutions and for financial transactions.

Against this background, and mindful of the Scoping exercise recently conducted on this subject by a UNDP-supported team, the National Registration Secretariat (NRS) requested that the UNDP provides the Ministry of Internal Affairs (MIA) with technical support through supporting the NRS to improve the civil register.

UNICEF, UNFPA together with civil society partners such as Plan International, Heal Sierra Leone and Christian Brothers have traditionally supported the Ministry of Health and Sanitation to strengthen birth and death registration through the MOHS (Office of Births and Deaths). Between 2005 and 2010 birth registration rates for children under five years has increased from 51% to 78%. It is understood that this increase is largely attributed to the Free Health Care Initiative, especially as birth registration takes place at the plus 1200 Peripheral Health Units (PHUs). In 2010, a scoping exercise was undertaken to assess the current gaps in the birth and death registration system, followed by an assessment in 2014, which recognized the need to integrate civil registration whilst ensuring strong linkages with health systems.

It is in light of this weakened state of civil registration, that the GOSL and international donors are collaborating to strengthen the legal and institutional framework as well as the operational and ICT capacity for civil registration, to establish a coherent and well-organized civil registration system. In this regard, at its meeting of 16 October 2013, Sierra Leone's Cabinet approved the establishment of a central national civil register and introduction of a multi-purpose national identity card. To achieve this end, the Cabinet further approved re-alignment of the legal mandates of all relevant agencies and consultation with key stakeholders on any reform proposals.

The goal of this programme is to develop and implement an Integrated National Civil Registration System that can effectively respond to the needs in the statistical, legal, and administrative fields. The process includes the printing and distribution of the new ID cards, reviewing the mandates of the relevant agencies, establishing a civil registration authority, establishing district and local civil registration offices and development of a future work plan.

An inter-agency technical task force was established September 2013 including key stakeholders in the civil registration system. To date, 1.9 million of such identity cards have been procured with the financial assistance of international donors. With respect to the establishment of a central national civil register, to date three civil-related registers have been identified for initial use in cross-matching and building a central register, at this point related to population identity – the voter register, the national identity register, and the social security and insurance trust database. Once the initial identity database is completed, printing and distribution of the new identity cards to all persons included in the database is to be implemented with the eventual aim that all citizens and residents be registered in the national civil register and possess the new national identity card.

With regard to developments toward fulfilling Cabinet's above-noted decision to undertake legal reform of civil registration, a comprehensive review and assessment of the current legal framework for civil registration in Sierra Leone and drafting of key legal-policy recommendations on reforming civil registration and drafting and adopting a national civil registration act has been completed by a UNDP consultant.

A policy paper has been developed based on the above-noted legal reform recommendations and feedback received from stakeholders in the consultation process. It is intended to be the legal-policy foundation for the drafting of a national civil registration act for submission to Parliament that (1) establishes a national civil registration authority with a legal mandate to regulate, direct and implement all aspects of civil and population registration and to maintain and control a national civil register and (2) regulates a national civil registration system, including a transitional phase, in conformity with the decisions and guidance contained herein.

SECTION 2: PROGRAMME STRATEGY

Support for a sustainable Integrated National Civil Register (INCR) is long endeavor that requires a careful design, adequate levels of continuity and sustained nurturing over an extended period. This fact has led UNDP, together with a number of international partners, to adopt a multi – year approach for supporting the process. This approach looks at the Integrated National Civil Register process over time and seeks to engage with different actors and entry points throughout the programme cycle. The goal of the multi – year approach is to provide international assistance to integrate National Civil Registration processes and institutions within a unified Authority. In the specific context of Sierra Leone, the current programme will address the long-term institutional and operational requirements for the development of the Integrated National Civil Register. The concerned agencies (National Registration Secretariat, National Electoral Commission, National Social Security and Insurance Trust, Department of Births and Deaths, and other government agencies) will play their respective roles to achieve this end, in addition to the engagement with the other governmental and nongovernmental actors.

Building on the gains to date, the principles to guide future INCR support in Sierra Leone include a focus on sustainability and national ownership of the INCR; cost effectiveness; use of capacity development to build professional institutions rather than replace capacity; timeliness of interventions; use of a coordinated approach; identification of risks and mitigation strategy from the outset; and applications of lessons from the current support.

The current programme document represents a joint GoSL – UNDP initiative that seeks to describe the total costs for the establishment of the INCR and breaks them down by what is estimated to be covered by the government and what will be funded by international contributions through the UNDP via this programme. This programme document seeks to clarify the respective roles and responsibilities of the GoSL, NRS, NEC, NASSIT, UN agencies and donors.

The National Electoral Commission (NEC) currently has a database of almost 2.7 million citizens aged 18 and above as for 2011. This was developed as part of the BVR process for the general elections of November 2012. Both this database and the equipment would be useful in kick starting the issuance

of a multi-purpose identity card. NRS and NEC asked for technical support from the UNDP to enable MIA to put to use both the database and the equipment before they become obsolete. NRS managed to register almost 300,000 citizens in its database. The NASSIT database consists of also almost 300,000 citizens. One major reason to utilize the NRS and NASSIT databases is the generated Social Security Numbers (SSN). The assigned SSN's are already in use by several institutions to identify the employees registered in the NASSIT database. It is the wish of the government to continue to use and to assign every citizen a unique ID number and therefore it is logical to continue with the SSN. The SSN contains information such as Date of Birth and Place of Birth, which needs to be re-used in the new Civil Register. Furthermore, the NEC database contains only citizens who wanted to vote in the 2012 elections, while the NRS and NASSIT databases may contain citizens who did not register to vote. That said the NRS database also contains citizens below the age of 18 and foreigners, or Permanent Residents. This data should be carried over to the new Civil Register.

The current programme is expected to have contributed to the achievement of a main outcome upon its completion in 2017, namely:

Outcome: Government is enabled to develop and implement an integrated national civil registry system for improved citizen services and electoral processes

Programme activities and their related outputs are described in more details in the next section of this document.

Programme Components

The current programme envisages clusters of outputs and activities grouped around the outcome above. The outcome, and outputs and activities that contribute to it are not intended to be airtight compartments, but rather to yield areas of multiple entry points and institutions with which the programme can collaborate.

More specifically the programme consists of the following components, which are elaborated on further below and in the Results and Resources Framework.

Outcome: Government is enabled to develop and implement an integrated national civil registry system for improved citizen services and electoral processes
Output 1. Mass-printed new National ID Cards distributed
Indicative Activities: - Procure 2.1 million ID Cards with artwork to add non – voters and citizens coming of age since 2012 (NCRA's contribution to be expected)   - Procure consumables for 2.6 million ID cards with artwork (NCRA's contribution to be expected)   - Procure birth certificate paper for 2.5 million   - Print ID cards and Birth Certificates   - Identify distribution points   - Develop distribution procedures   - Develop issuance procedures and inventory control system   - Distribute ID Cards and Birth Certificates
Output 2. Legal mandates and works of relevant agencies assured and harmonized
Indicative Activities: Promote consideration and adoption of new civil registration law

• Organize post – policy roundtable meeting of stakeholders to debrief on new roles, responsibilities, accountabilities and procedures as a result of the new law, and facilitate regular inter – agency coordination committee meetings • Review and improve Birth and Death Registration Act of 1983 and related bye-laws to ensure in line with proposed civil registration act • Implement legal provisions on transitioning to new national civil registration system • Develop ICT interfaces between NCRA and relevant agencies • Develop the procedures of and extract the Voter List
Output 3. National Civil Registration Authority established
Indicative Activities: • Identify human resources needs of NCRA • Conduct staff training • Amend database software to allow for the cooperation of other agencies • Develop communication and reporting procedures between HQ, district and local levels • Train NCRA ICT staff to ensure sustainable operation of the National Civil Register • Ensure stable operation of Disaster Recovery Site
Output 4. District Civil Registration Offices (DCROs) and Local Civil Registration Counters (LCRCs) established
Indicative Activities: • Secure working space for DCRCs and LCRCs • Staff the DCROs and LCRCs • Develop and implement staff training strategy • Training of PHUs staff on notification / registration • Install communication, IT infrastructure and biometric registration kits
Output 5.New National Civil Registration procedures and civic education programme developed and implemented
Indicative Activities: • Develop new National Civil Registration procedures • Develop and conduct civic education programme, including campaigns to clear backlog of unregistered children as well as adults • Raise awareness on importance of birth and death registration Implement Pilot Phase in Freetown (Urban/Rural) • Improve civil registration procedures in accordance with outcome of pilot experiences • Complete pilot phase and launch regular registration • Establish mobile teams to clear backlog of unregistered children as well as adults
Output 6: Birth and death registration system strengthened and aligned to civil registration authority
Indicative Activities: • Integrate Births and Deaths Taskforce committee as subcommittee to Civil Registration Taskforce • Utilize mobile phone SMS technology to strengthen linkages between notification and civil registration process • Improve record keeping and digitization of birth and death registration system, including revision and printing of certificates of birth, and notification forms
Output 7. New Civil Registration system reviewed and future development plan drafted
• Review and analyze new civil registration system based on the practical experience • Draft development plan for 2018 – 2020

Below follows a description of in greater details of the envisaged programme components.

Outcome: Government is enabled to develop and implement an integrated national civil registry system for improved citizen services and electoral processes

This programme seeks to address the under-functioning of civil and population registration in Sierra Leone, conduct a fundamental and comprehensive legal reform of civil and population registration to respond to the current disparate, disjointed, and outdated legal framework and to streamline, unify, and modernize the civil registration system, establish a new Civil Registration Authority and create a permanent, comprehensive, reliable civil register.

The programme will work towards achieving the broad benefits that an integrated national civil and population registration system and civil and population register will bring to the protection of the civil and legal rights of citizens and residents of Sierra Leone, to the functioning of the public administration in general, and toward the social and economic planning and development of the country.

By the end of the starting period in which the bulk ID cards production facility will be operating from Freetown, the project will focus very much on the decentralized printing and distribution of the ID cards, particularly, after the establishment of the District Civil Registration Offices and the Local Civil Registration Centers.

The programme will work for securing the adequate funds with assistance from international donors for the initial start-up and ongoing implementation of the new integrated civil registration system to ensure sustainable, modernized, accessible, and continuous civil registration services and a permanent, comprehensive, accurate and up-to-date national civil register.

Given that sustainability of international assistance is a key principle of this programme, and the intended outcome is development and implementation of new integrated national civil registration, the programme will focus on those elements that are seen as contributing to the development and sustainability of the civil register.

Output 1: Mass – printed new National ID Cards distributed

The programme will carefully plan and implement the transition from current national ID cards to new national ID cards. Firstly, Issuance of current national ID cards must be completed at an appropriate timing in accordance with a mass distribution of new national ID cards assisted by this programme. Secondly, there should be a transitional period that both cards are valid and accepted. Thirdly, a clear cut-off date of the current one must be set. People will be well informed about this process through civic information campaign. To prepare for all that the programme will develop guidelines for issuing the new national ID cards, issuance procedures and inventory control system, and cards distribution procedures. 2.1 million ID Cards with artwork will be procured to add non – voters and citizens coming of age since 2012 (NCRA's contribution to be expected). Consumables for 2.6 million ID cards with artwork will be procured (NCRA's contribution to be expected) and new ID cards will be printed. Also a special attention will be given to the support of the New Civil Registration Authority to procure and distribute the Birth Certificate as they will cover a high percentage of the population.

Output 2: Legal mandates and works of relevant agencies assured and harmonized

Sierra Leone has not yet adopted a national civil registration act although the civil registration system is being undermined by a weak and fragmented legal basis, therefore the programme would consider integrating all existing laws and regulations into a coherent legal framework to regulate

registration services and ensure that vital statistics are compiled and disseminated. In this respect, it is resolved that drafting and adoption of a cohesive civil registration act will itself be an improvement of the system in Sierra Leone, as it will replace outdated, disparate and haphazard laws and an under-functioning registration system and lead to the creation of one uniform civil registration system that can connect all segments of public administration.

With the drafting and adoption of a cohesive national civil registration act it will be imperative that all existing laws related to any aspect of civil registration and vital statistics be identified and carefully reviewed and either amended for consistency with the new act or repealed if obsolete or redundant. Amendments and repeals to relevant provisions in the constitution will also be required to ensure a sound constitutional basis for legal reform of the civil and voter registration system, including repeal of the provision that permits unrestricted discrimination in laws relating to national registration and collection of demographic statistics. At the same time awareness raising activities and rephrasing of byelaws, to institutionalize birth and death registration will take place.

The programme will support the consultation with the national stakeholders and international advisors in the process of drafting the national civil registration act and data protection act and in developing institutional and operational policies and inter-agency cooperation mechanisms and agreements to facilitate implementation of the legal framework. The Births and Deaths Act will be reviewed.

In order to ensure smooth coordination among various agencies (primarily public agencies and courts of law but also certain private sector companies), inter-agency coordinating committees, including multi-stakeholder committees, would be established at the central level, comprised of involved or interested agencies, and meet regularly.

Formal cooperation and reporting system will be established between national registration and statistics agencies on which statistical data to be transferred. The timing and manner of reporting must be discussed and agreed as well.

NEC, in cooperation with the national civil registration authority, will transform the current active voter registration system to a passive one, or at least a less active one. The voter register should be extracted from the civil register and the national identity card could replace the voter card as a matter of efficiencies and cost – effectiveness in the administration of elections. As NRS and NEC have already signed a Memorandum of Understanding on their cooperation in the field, the other relevant agencies, i.e. NRS, MOHS, LGRD, could do the same if required for a transitional arrangement.

Upon entry into force of the new law, the previous civil registration authorities should be required to transmit the pre-existing records to the integrated national civil register. Detailed timing and method should be discussed in the inter-agency coordination committee and individual meetings. ICT interfaces between NCRA and relevant agencies will be developed.

In the transitional phase of establishing a national civil registration system, agencies (at least the ones that will become part of the consolidated civil registration system) would participate in the civil registry consolidation process. The law will provide which institution is responsible for directing the consolidation process, for instance, the National Registration Secretariat, if it will be undertaken prior to establishment of the national civil registration authority.

Meetings with stakeholders to debrief on new roles, responsibilities and accountabilities as a result of the new law will be organized, consultations with the relevant agencies to promote their understanding on new roles, responsibilities and accountabilities as a result of the new law will be conducted and support will be provided for the Implementation of the legal provisions on transitioning to new national civil registration system. A transitional period between the current civil registration system and the newly established one will be required. A recommended transitional period is 6 – 12 months.

Output 3: National Civil Registration Authority (NCRA) established

The programme will support the establishment of a national civil registration authority with a mandate over all civil registration matters as an autonomous or semi-autonomous civil registration agency for directing, coordinating, monitoring the nationwide civil registration work. The establishment of the new civil registration authority would minimize fragmentation and poor coordination, ensure that implementation is conducted in a harmonious, consistent manner and assure a single view of the population's civil status is easily and readily available.

In addition to the support by the international community the national civil registration authority should secure sufficient funds in the national budget each year for the civil registration system to operate properly and effectively on an extensive nationwide basis. An option of self-financing system should be explored as well.

The programme will support the national civil registration authority to direct and coordinate local civil registration offices/centers covering the entire national territory in order to fulfill its mandates. At the central level, it would be an administrator and developer of the integrated national civil register and collaborate with various agencies.

The national civil Registration authority will need commodious working space for its administrative offices of established departments and for production units mainly for storing and printing national ID cards. Given the sensitive nature of the integrated national civil register and its production, a national civil registration authority should be accommodated in a building where a proper security control system is in place. In case there is no such space available within GOSL, a possibility of building a new office building should be explored.

Human resources needs of NCRA will be identified, staffing and staff training strategies will be developed and implemented, database software will be amended to allow for the cooperation of other agencies, communication and reporting procedures between HQ, district and local levels will be developed and stable operation of Disaster Recovery Site will be developed.

The national civil registration authority will be assisted to establish and open its official internet website at earliest possible timing so that all stakeholders i.e. people, civil society organizations, private companies, the other GOSL agencies, bilateral donors, international organizations, diplomatic missions, could be properly informed and sensitized in effective manner.

Output 4: District Civil Registration Offices (DCROs) and Local Civil Registration Centers (LCRCs) established

The organization of the civil registration system would be set up in such a way as to guarantee nationwide registration coverage with sufficient numbers of local registrars and local registration

offices/centers to allow people to register without the need for excessive travel and high costs, regardless of how remote their place of residence.

To ensure nationwide coverage, each district should have a District Civil Registration Office. Special arrangement should be taken place in Western Urban Area. A District Civil Registration Office is an administrative office located at district center. The district staff will be recruited and trained, and communication and IT infrastructure will be installed.

The national civil registration authority will provide written materials to District and Local Civil Registrars to guide their daily tasks, coordinate the registration procedures and supervise the registration work to satisfy legal and statistics requirements.

Each chiefdom would have a Local Civil Registration Centre. A Local Civil Registration Centre is the place where actual registrations take place. Local Civil Registration Centers could be developed as "One Stop Shop" for the people of Sierra Leone for reporting vital events, receiving certificates, applying and receiving National ID Cards, passport, pension information and so on. The Centers could be used for election preparation purposes too.

The quality and quantity of registration depend upon the capability, attitude and expertise of the local Civil Registrars in the fulfillment of their obligations. Because of the important role of this post in the civil registration system, selection and appointment of local civil registrars must be exercised in maximum care. For a civil registration system to be successful, local civil registrars must have full-time employment, enjoy the status and benefits of the civil service and be adequately paid for their work.

Training of civil registration officials, particularly local registrars, is a key element to ensure an effective civil registration service and must be conducted properly. Training can be organized in three phases. The first phase is to train small group of Registration officials for the pilot registration centers in Freetown Urban/Rural by learning-by-doing method. Second phase is to establish and run pilot registration centers properly and the third phase is to conduct on-the-job trainings for new staff at the pilot centers to supply well-trained manpower to entire country. Given the nature of civil registration (continuous and permanent) and the works within Local Civil Registration Centers (multi-functional requirement), classroom-type of time-limited training in cascade method, which is often applied for some aspects of electoral preparation, would not be effective thus not recommended. PHUs staff will also be trained on notification / registration.

In order to establish Local Civil Registration Centers in timely and effective manner, it is crucial for the national civil registration authority to seek appropriate cooperation with the other governmental agencies that already have existing structures in the field i.e. NEC, MOHS, LGRD and so on. IT equipment and biometric registration kits will be purchased and maintained.

Output 5: New National Civil Registration procedures and civic education programme developed and implemented

Clear, simple and detailed registration procedures that are service-oriented to facilitate the registration of all vital events will be established as well as provisions on proof of civil registration and rules governing amendment of civil registration records. It is imperative that the procedures are consistent with international standards and good practice.

To increase utilization of the civil registration system and in turn the likelihood of success of the system an intensive civic education on the new civil registration system will be supported to ensure that the general population, social service providers, and the public administration in general, are well aware of the new system purpose, methods and benefits as well as their rights and obligations under the new legal framework.

An internal public service education campaign within the GOSL on civil registration, aimed at ensuring enforcement of civil registration rules, shall be conducted.

Civic education will be planned and implemented in cost effective manner. In this regard, modern technologies such as SMS system of mobile phone networks, various internet websites including its own, GOSL portal site, Office of President, would be effectively utilized as well.

Since the transition of registration system could take place in gradual manner with step-by-step basis, messages and information in civic education would be carefully selected in accordance with the progress made on actual stages of transition. A mass open information campaign will be planned and careful attention would be paid on relevance and timeliness of messages and information.

It is of utmost importance to create incentives and necessities to register by linking civil registration and National ID cards into the entire socio-political-economic-judicial systems of Sierra Leone such as access to public services, including childcare, education, health services, social assistance benefits, disability and retirement pensions, voting, driver's license, passport, bank account, employment, etc. The success of a civil registration system is reliant on individuals and families registering vital events. The law will clearly provide who is responsible for registering and reporting but penalties for non-compliance will be difficult to administer.

Unique Identification Number can be assigned to each individual at the time of her/his birth registration or at the time he/she enters to the registry for the first time. This number can be used for a variety of other documentation the individual acquires during his lifetime (e.g. national ID card, passport, driver license, social insurance and security etc.). The registration will start with a pilot phase in Freetown and based on the evaluation of that phase the regular registration will be launched.

Finally, mobile teams will be supported to capture the hard-to-reach communities where children and adults have not been registered, and to capture a backlog of unregistered births.

Output 6: Birth and death registration system strengthened and aligned to civil registration authority

The Government of Sierra Leone, with strategic and logistical inputs from UNICEF, Plan International and other partners, has worked to improve the birth registration process and policy over the last several years. In 2010 the National Office of Births and Deaths (NOBD) undertook an evaluation of the birth registration system. Recommendations for strengthening the systems were identified under the following five broad areas: system problems, resources, legislation and practices, capacity-understanding of the officials, and low awareness of the general populace. In the NOBD developed a Three-year strategic plan (2012-2015) which lays a path towards improving the system through technical support to government policymakers as well as financial and technical support to civil society partners in their campaign efforts. A National Task Force for Births and Deaths, an interagency body led by the Ministry of Health and Sanitation has been established in 2013 to

implement the plan. This task force works in conjunction with the Civil Registration Task Force convened by the National Electoral Commission and the National Registration Secretariat.

The proposed activities aim to strengthen the decentralized capacities of the NOBD to notify and register births and deaths with linkages established to a unified Civil Registration Authority. The Ministry of Health and Sanitation (MOHS) recently agreed to the use of the existing Basic Emergency obstetric and Neonatal facilities (BEMoNCs) facilities as civil registration points with staff from the National Registration Secretariat joining MOHS staff. These BEMoNCs should be strengthened for the use of Civil Registration Points.

Mobile phone SMS technology will be introduced to improve the integrity of the birth registration system and to ensure that all notified births are registered by an approved registrar. Similar technology is already in use in Uganda.

Currently there is a decaying system in place for birth and death registration records and record keeping and digitization will be introduced to ensure records are kept – a prerequisite for a strong civil registration system.

Output 7: New civil registration system reviewed and further development plan drafted

The programme will support the authority to review and analyze the new civil registration system so that it could identify the further challenges and draft a development plan for the period 2018 – 2020 to address those challenges and improve the system.

SECTION 3: RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework: Government is enabled to develop and implement an integrated national civil registry system for improved citizen services and electoral processes.

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

<u>Indicator</u>: % of SL citizens registered in integrated database.

Baseline: 0

Targets: 70 %

Applicable Key Result Area (from 2014 – 2017 UNDP Strategic Plan): Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.

Partnership Strategy: Creation of a steering committee. For partners who are non – contributors to the programme, every attempt will be made through coordination mechanisms to ensure information sharing and coordination of activities

Project title and ID (ATLAS Award ID): Support to the Integrated National Civil Registry in Sierra Leone 2015 - 2017

INTENDED OUTPUTS	INDICATIVE ACTIVITIES		RESPONSIBLE PARTIES	INPUTS
		2015/2016/2017		
Outcome: Government is enabled to develop and implement an integrated national civil registration system for better citizens' services and electoral processes				

	$ 4,420,000	$ 2,000,000	$ 0	NCRA, UNDP, UNICEF, Plan International	$ 6,420,000
OUTPUT 1: MASS – PRINTED NEW NATIONAL ID CARDS DISTRIBUTED. **Indicators:** - Number of new ID cards procured and printed. - Number of new national ID cards distributed. - Distribution and issuance procedures developed. - Inventory control system established. **Baselines:** - 1.9 million Cards procured. - 1.4 ID cards printed. **Targets:** - 2.6 million ID cards procured. - 3.1 million ID cards printed. - 4,500,000 new national ID cards distributed.	**Activity 1.1:** Procure 2.1 million ID Cards with artwork to add non – voters and citizens coming of age since 2012 (NCRA's contribution to be expected) **Activity 1.2:** Procure consumables for 2.6 million ID cards with artwork (NCRA's contribution to be expected) **Activity 1.3:** Procure paper with artwork for 2.5 million (NCRA's contribution to be expected) **Activity 1.4:** Print ID cards and Birth Certificates **Activity 1.5:** Identify distribution points **Activity 1.6:** Develop distribution procedures **Activity 1.7:** Develop issuance procedures and inventory control system **Activity 1.8:** Distribute ID Cards and Birth Certificates				