WEST AFRICA UNIQUE IDENTITY FOR REGIONAL INTEGRATION AND INCLUSION (WURI) – P161329
WEST AFRICA ID PROGRAM: STRATEGIC CONTEXT
In 2015, one-off voter registration systems cost African states approximately US$1.4 billion.²

Multiple, parallel functional ID systems result in poor data, confusion and duplicative spending of scarce resources.
CONTEXT: A FOUNDATION FOR INCLUSION AND SERVICE DELIVERY

Foundational ID Platform
Is an individual who they say they are?

Social protection
- Better eligibility assessment of beneficiaries
- Eliminating leakages ‘ghosts’
- Enable digital G2P payments

Financial inclusion
- Removing barriers through eKYC
- Enabling digital payments
- Reducing risk for credit

Health
- Health insurance for UHC
- Unique ID for healthcare delivery & tracking, incl. vaccinations

Regional integration
- Freedom of movement
- Cross-border services & payments
HIGHER LEVEL OBJECTIVES

• Africa Regional Integration & Cooperation Assistance Strategy

• Freedom of movement and access to services

• Collaborative approach and common standards

• Stepping stone to an integrated digital economy
WEST AFRICA ID PROGRAM: REGIONAL DESIGN OVERVIEW
THE WEST AFRICA REGIONAL OPERATION: A COORDINATED WORLD BANK EFFORT TO ADDRESS THE DEMAND FOR IDENTIFICATION

Objective
Achieve a regional framework for broader integration and access to services through the provision of government-recognized proof of unique identity to all individuals in participating ECOWAS member states.

✓ Identification for 100 million West Africans by 2028

Approach
Designed using the Agile Multi-phase Programmatic Approach which allows ECOWAS Countries to flexibly join the project

✓ FY18: Côte d'Ivoire, Guinea,
✓ FY19: Benin, Burkina Faso, Niger
✓ Future Phases: Mali, Sierra Leone, The Gambia, Liberia

Program Financing
Estimated ~$122.1m* for Phase I Countries

*Estimated financing amount
The Multi-phase Programmatic Approach allows 6 ECOWAS Countries to phase in over a ten year period.

**Flexibility**
- Countries on MPA list with an expected amount join flexibly based on readiness
- Once country is ready, inclusion approved at the VP level, if request is in a reasonable range of initial estimate
- Board approval only required for new countries and significant amount changes

**Consistent Regional Design**
- Shared regional objectives (PrDO) and a common project design across countries, allows for consistency and framework for regional interoperability
- Adaptability in design and implementation incorporating lessons learned from initial phases
- Transformational potential of a systematic and sequential framework and regional integration platform for bringing together donors, government counterparts, private sector
**REGIONAL DESIGN: MPA PROGRAM TIMELINE: FY18-28**

120 million individuals in participating countries have government-recognized IDs by 2028

35 million individuals in participating countries have government-recognized IDs by the end of Phase 1

### Regional Design:

<table>
<thead>
<tr>
<th>Program Components</th>
<th>FY18</th>
<th>FY19</th>
<th>FY20</th>
<th>FY21</th>
<th>FY22</th>
<th>FY23</th>
<th>FY24</th>
<th>FY25</th>
<th>FY26</th>
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<tbody>
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<td>Strengthen Legal and Institutional environment</td>
<td>MPA Phase</td>
<td>Mali</td>
<td>*Phase 3</td>
<td>*Phase 2</td>
<td>Côte d’Ivoire, Guinea</td>
<td>Niger, Benin, Burkina Faso</td>
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<td>6 countries</td>
<td>2 countries</td>
<td>1 country</td>
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<tr>
<td>Program Component 1</td>
<td>Strengthen Legal and Institutional environment</td>
<td>Program Component 2</td>
<td>Establish Robust &amp; Inclusive Foundational ID Systems</td>
<td>Facilitate Access to Services through IDs</td>
<td>Program Component 3</td>
<td></td>
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</table>
RESULTS FRAMEWORK: PROGRAM DEVELOPMENT OBJECTIVES

**PRDO:** “Increase the number of persons in participating countries who have government-recognized proof of unique identity that facilitates access to services”

- **Gaps in legal, regulatory and institutional frameworks for foundational ID systems bridged**
  - Legal framework established
- **Interoperability mechanisms developed to enable access to key services authenticated through IDs**
  - Key services linked to ID systems
- **Robust, inclusive foundational ID systems developed with authentication processes for mutually recognition across borders**
  - Beneficiaries with government recognized IDs (incl. Women)

*Program Component 1: Strengthening the legal and institutional framework*

*Program Component 2: Establishing robust & inclusive Foundational ID systems*

*Program Component 3: Enabling access to selected key services*
**REGIONAL DESIGN: TAPPING INTO REGIONAL IDA**

_All national IDA fully matched with regional IDA contributions._

<table>
<thead>
<tr>
<th>Country/Regional Entity</th>
<th>National IDA</th>
<th>Regional IDA</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Grant US$ Mil</td>
<td>Credit US$ Mil</td>
<td>Grant US$ Mil</td>
</tr>
<tr>
<td>Côte d’Ivoire</td>
<td>-</td>
<td>22.4</td>
<td>-</td>
</tr>
<tr>
<td>Guinea</td>
<td>8.28</td>
<td>8.28</td>
<td>16.57</td>
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<tr>
<td>ECOWAS</td>
<td>-</td>
<td>-</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
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</table>
WEST AFRICA ID PROGRAM: PROJECT DESIGN OVERVIEW
**PROJECT DESIGN: COMPONENTS**

**Component 1 | ~10%**

**Strengthening the Legal & Institutional Framework**

Enabling national policy, and legal frameworks, and capacity building to support robust foundational identification systems; data protection & privacy; regional mutual recognition; and unique, random, unintelligible UINs.

**Component 2 | ~80%**

**Establishing a Robust Foundational System**

Includes establishing an interoperable foundational ID system: mass registration and issuance of UINs, basic low-cost credential; supporting infrastructure; interoperability between CR systems and foundational ID systems; communications, grievance redress and project management, including Social Management Plans.

**Component 3 | ~10%**

**Enabling Access to Services through IDs**

Support integration between the foundational ID system and national social safety net programs to facilitate access to services and inclusion.
PROJECT DESIGN: ALIGNED WITH PRINCIPLES ON IDENTIFICATION FOR SUSTAINABLE DEVELOPMENT: TOWARDS THE DIGITAL AGE

Inclusiveness: Universal Coverage and Accessibility

1. Universal coverage for individuals from birth till death, free from discrimination
2. Barrier free access, including information, technology disparities, or direct and indirect costs
3. Establishes a robust – unique, secure, and accurate – identity from birth till death
4. Platform is responsive to the needs of users and interoperable
5. Collects and uses data proportionally and with minimal disclosure
6. Uses open standards and is vendor and technology neutral
7. Financially and operationally sustainable without compromises on access
8. Comprehensive legal and regulatory framework which safeguards user rights and data privacy & security
9. Established and clear institutional mandates and accountability
10. Enforced legal and trust frameworks through independent oversight and adjudication of grievances

Governance: Trust, Privacy, and User Rights

Design: Robust, Secure, Responsive, and Sustainable

WEST AFRICA ID PROGRAM: RISKS, REWARDS, AND NEXT STEPS
OPERATIONALLY HIGH RISK...

**Risks**

- **Political commitment** to implement complex legal and regulatory changes
  - Fragility, post-conflict, political instability, 2020 elections
- **Chicken or Egg** - Demand for services to stimulate demand for IDs
- **Various failed ID attempts**, fragmented, sectoral agencies engaging in duplicative or one-off efforts
- **Fees, indirect costs**, convoluted processes
- **Limited ECOWAS capacity**
- **Varying levels of country institutional capacity**
- **Exclusion** of marginalized groups
- **Privacy and data security**
- **Vendor lock-in** and technology neutrality

**Mitigation Strategy**

- **Cross-cutting appeal**, not tied to any party, clear economic rationale
- **MoUs with service providers** (safety net IDA) prior to ID rollout
- **Commitment to learn, migrate, integrate data** from prior attempts
- **ECOWAS to convene task force on common standards** for cross-border interoperability
- **Independent ID agency**, capacity for horizontal & vertical coordination across government, strong political commitment
- **Universal IDs** (*physical presence*, not nationality or residence), public awareness campaigns
- **Ethnographic research** for marginalized populations – identify design issues early
- **Strong legal and institutional controls**
- **Minimum biodata collection, biometrics secure encrypted**
- **Open standards** and government ownership of bidding docs
- **Country commitment to ID Principles** as a criteria for inclusion
MITIGATING SOCIAL RISKS

✓ Lessons learned from international experience
✓ Preliminary vulnerability mapping and risk analysis, including ethnographic study
✓ Dynamic social management plan – to mitigate risks as they arise during the course of project implementation
✓ Consultations with key stakeholders and marginalized groups
✓ Grievance Redress Mechanism
...WITH HIGH REWARDS

✓ Basic Identification can make the invisible visible, and enables access to services
✓ Identification can be a catalyst, accelerating progress towards a digital economy
✓ Administrative efficiencies for governments
  ✓ Avoid parallel functional systems
  ✓ Reduce duplication and fraud in G2P
# Program Framework: MPA Phases

**Program Development Objective:** Increase the number of persons in participating countries who have government-recognized proof of unique identity that facilitates access to services

<table>
<thead>
<tr>
<th>Phase</th>
<th>Sequential or Simultaneous</th>
<th>Proposed DOs</th>
<th>IPF or PPP</th>
<th>Estimated Amount (US$ Mill)</th>
<th>IBRD, IDA, TF, PPP</th>
<th>Estimated Approval Year</th>
<th>Estimated Environmental and Social Risk Level</th>
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<tbody>
<tr>
<td>1</td>
<td>First phase</td>
<td>To increase the number of persons in Côte d’Ivoire and Guinea who have government-recognized IDs, enabling them to access at least one public service</td>
<td>IPF</td>
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<td>IDA</td>
<td>FY18</td>
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<td>To increase the number of persons in Niger, Benin and Burkina Faso who have government-recognized IDs, enabling them to access at least one public service</td>
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<td>To increase the number of persons in Mali who have government-recognized IDs, enabling them to access at least one public service</td>
<td>IPF</td>
<td>60</td>
<td>IDA</td>
<td>FY20</td>
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**Estimated financing for the MPA Program:** 377.1
## ID4D - State of Play in ECOWAS Countries

<table>
<thead>
<tr>
<th>ECOWAS Member States</th>
<th>Data Protection Legislation</th>
<th>Data Protection Agency</th>
<th>National ID Legislation</th>
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<table>
<thead>
<tr>
<th>ECOWAS Member States</th>
<th>Population</th>
<th>Birth Registration (BR) %</th>
<th>BR Paper/BR Digital</th>
<th>National ID (NID) Coverage %</th>
<th>NID Paper/NID Digital</th>
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<tbody>
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