



WEST AFRICA UNIQUE IDENTITY FOR REGIONAL INTEGRATION AND INCLUSION (WURI) — P161329



WEST AFRICA ID PROGRAM: STRATEGIC CONTEXT

CONTEXT: A FRAGMENTED IDENTIFICATION LANDSCAPE IN AFRICA



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



Social protection

- ✓ Better **eligibility assessment** of beneficiaries
- ✓ **Eliminating leakages** 'ghosts'
- ✓ Enable digital **G2P payments**

Regional integration



- ✓ Freedom of **movement**
- ✓ Cross-border **services & 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**

Foundational ID Platform

Is an individual who they say they are?



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



Source: Sahel and West Africa Club (2005)



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



REGIONAL DESIGN: RATIONALE FOR THE MPA APPROACH

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

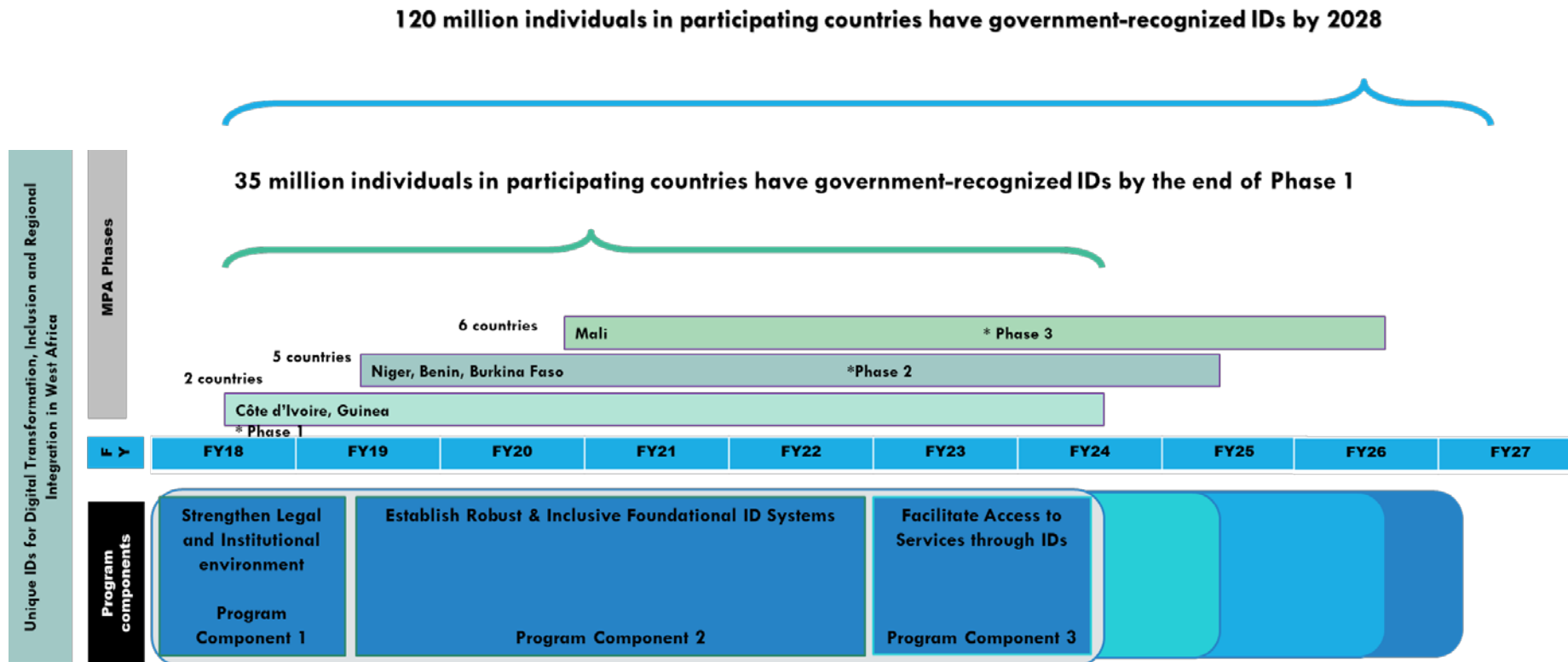
Flexibility

- ✓ 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**

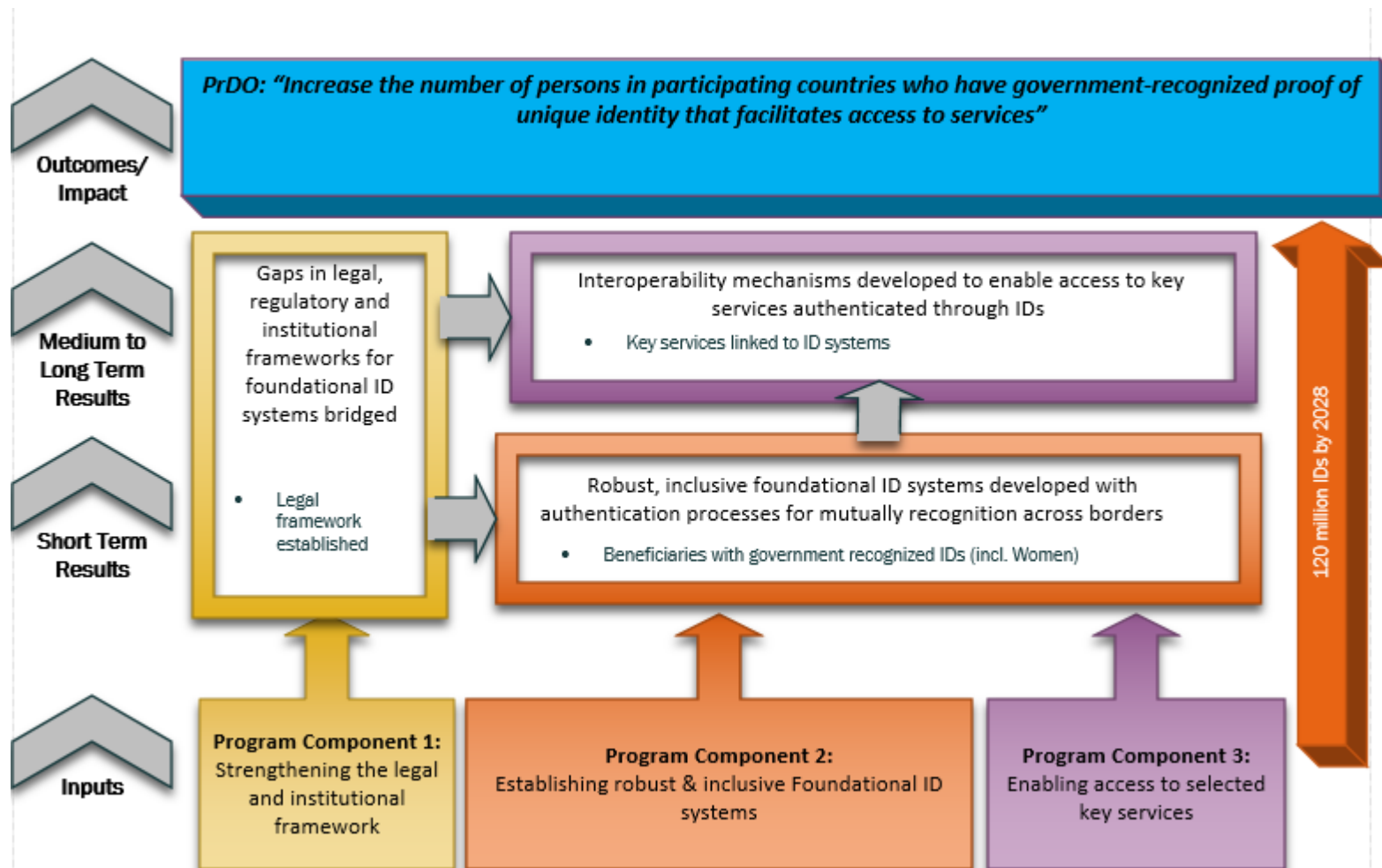
Consistent Regional Design

- ✓ 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



RESULTS FRAMEWORK: PROGRAM DEVELOPMENT OBJECTIVES



REGIONAL DESIGN: TAPPING INTO REGIONAL IDA

All national IDA **fully matched with regional IDA** contributions.

Country/Regional Entity	National IDA		Regional IDA		Total US\$ Mil
	<i>Grant US\$ Mil</i>	<i>Credit US\$ Mil</i>	<i>Grant US\$ Mil</i>	<i>Credit US\$ Mil</i>	
Côte d'Ivoire	-	22.4	-	45	67.4
Guinea	8.28	8.28	16.57	16.57	49.7
ECOWAS	-	-	5	-	5
Total					122.1



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

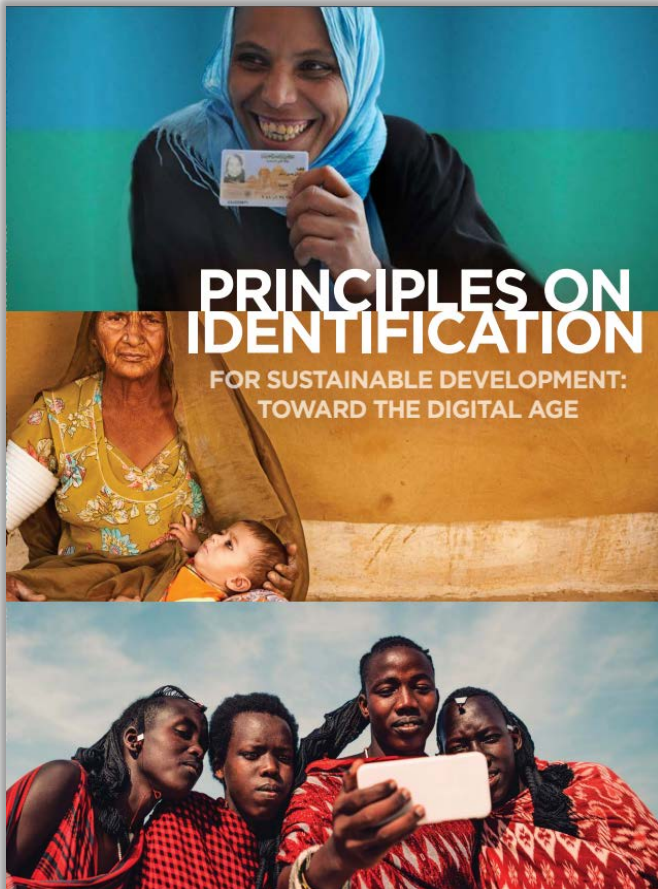
Includes establishing an **interoperable foundational ID system: mass registration** and issuance of **UINs, basic low-cost credential**; supporting infrastructure; interoperability between CR systems and foundational ID systems; communications, grievance redress and project management, including Social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

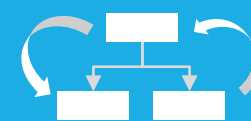
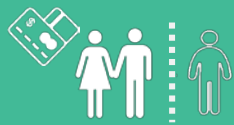
Design:
Robust, Secure,
Responsive, and
Sustainable

Governance:
Trust, Privacy, and
User Rights

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



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

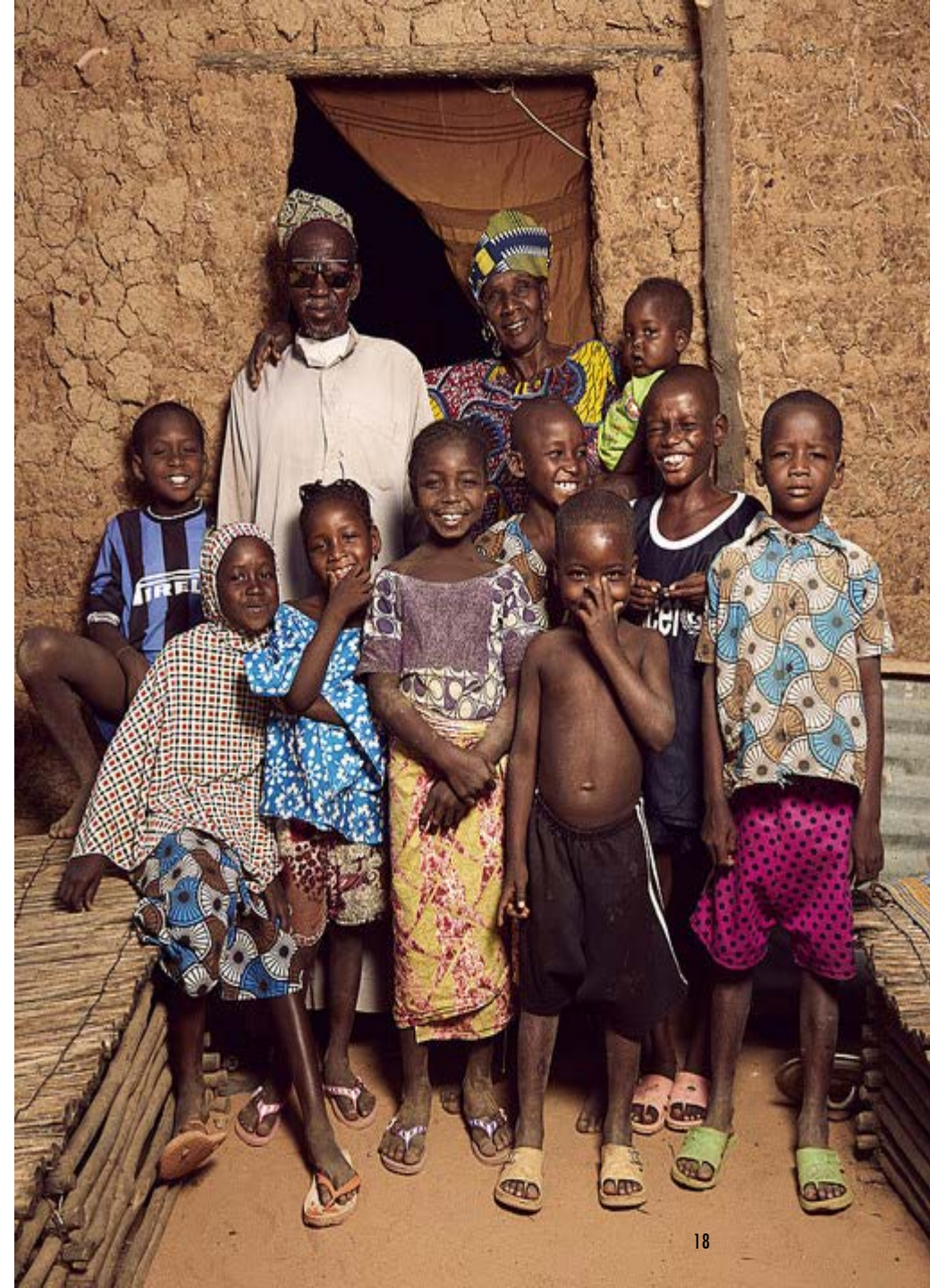
MITIGATING SOCIAL RISKS

- ✓ **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





ANNEX

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					
Phase #	Sequential or Simultaneous	Proposed DOs	IPF or PforR	Estimated Amount (US\$ Mil)	IBRD, IDA, TF, PPP	Estimated Approval Year	Estimated Environmental and Social Risk Level
1	First phase	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	IPF	122.1	IDA	FY18	Category C
2	Simultaneous	To increase the number of persons in Niger, Benin and Burkina Faso have government-recognized IDs, enabling them to access at least one public service	IPF	195.0	IDA	FY19	Category C
3	Simultaneous	To increase the number of persons in Mali who have government-recognized IDs, enabling them to access at least one public service	IPF	60	IDA	FY20	Category C
Estimated financing for the MPA Program				377.1			

ID4D - STATE OF PLAY IN ECOWAS COUNTRIES

ECOWAS Member States	Data Protection Legislation	Data Protection Agency	National ID Legislation	National ID Agency
Benin	✓	✓	✗	✗
Burkina Faso	✓	✓	✓	✓
Cabo Verde	✓	✓	✗	✓
Côte d'Ivoire	✓	✗	✗	✓
The Gambia	✓	✗	✗	✓
Ghana	✓	✓	✓	✓
Guinea	✓	✗	✗	✗
Guinea Bissau	✗	✗	✗	✗
Liberia	✗	✗	✓	✓
Mali	✗	✗	✗	✗
Morocco*	✓	✓	✗	✗
Niger	✗	✗	✗	✗
Nigeria	✗	✗	✓	✓
Senegal	✓	✓	✗	✗
Sierra Leone	✗	✗	✓	✓
Togo	✗	✗	✗	✓

ECOWAS Member States	Population	Birth Registration (BR) %	BR Paper/ BR Digital	National ID (NID) Coverage %	NID Paper/ NID Digital
Benin	11,459,000	80.2	Paper	68	Paper
Burkina Faso	19,173,000	76.9	Paper	36	Paper
Cabo Verde	539,560	91	Digital	95	Digital
Côte d'Ivoire	23,816,000	55	Paper	45	Digital
The Gambia	2,120,000	52.5	Paper	No data	Digital
Ghana	28,210,000	62.5	Paper	2.1	Digital
Guinea	13,291,000	57.9	Paper	No data	Paper
Guinea Bissau	1,816,000	39	Paper	87	Paper
Liberia	4,730,000	24	Paper	No data	Paper
Mali	18,690,000	80.8	Paper	No data	Digital
Niger	21,564,000	63.9	Paper	No data	Paper
Nigeria	191,836,000	29.8	Digital	6	Digital
Senegal	15,410,000	73	Paper	No data	Digital
Sierra Leone	7,396,000	78	Paper	No data	Paper
Togo	7,606,000	77.9	Paper	9	Paper