A Quick Roll-out Strategy for eID Projects in fulfilment of SDG 16.9

A Case Study of Malawi

Tariq Malik
Chief Technical Advisor, UNDP
Malawi – an Identity crisis, a development challenge

Malawi was the only country in the Southern African Development Community (SADC) or Common Market for Southern and Eastern Africa (COMESA) that did not have a functional national registry and identification system.

What does it mean?

Malawi endures a structural development challenge in the absence of a 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.
- Equally, the absence of a centralized and up-to-date national register has led to a fragile capacity for evidence-based planning, beneficiary and service targeting, and accountable administrative systems.

The multi-sectoral effect is pervasive and the impact illustrative, including:

- non-Malawians abusing the free national health care system
- concerns with payroll systems for ghost workers, pensioners and public sector reform
- deterring corruption by linking criminal’s assets to the proceeds of crime
- non-repayment of loans in the education sector
- the lack of real-time data to assist disaster response management
- high and recurring costs associated with beneficiary targeting and service delivery under social protection
Synergy among development partners around SDG16.9

- The Malawi National Registration Act (No. 13 of 2010) entered into force in August 2015 requiring all Malawians 16 years of age and older be registered in a National Registry and issued with an identity card, and mandates the National Registration Bureau (NRB) to fulfil this task.

- GoM’s earlier initiatives couldn’t yield results, hence it joined team of development partners.

- UNDP spearheaded the planning and implementation of the project – a basket fund was created –with 40% of GoM contribution, DPs contributed rest of 60%.

- UNDP hired the core (19 member) implementation team lead by CTA and through PWC 4,200 Registration Officers.

- Timelines agreed were as follows:
  I. Planning – to be completed by 1st Quarter of 2017
  II. Mass Registration – to be completed by December 31, 2017, 9 million Malawian were estimated to be registered
  III. All ID Cards to be distributed by 30th June, 2018
  IV. Transition to NRB & Linkages – to be done by Dec. 2018 and onwards.
ICAO (9303) & ISO (7816) Compliant Smart eID

Features
- Unique ID
- 10 fingerprints, digital photo and electronic signatures
- Security features to prevent forgery include: Optical Variable Ink, Direct Tone Guilloche, Duplex Security Printing, Micro-text, Invisible Fluorescent ink, Direct Rainbow Printing & Microchip

Applets on the chip
- ICAO Identity Applet
- e-Health Applet
- Public Key Infrastructure (PKI)
- e-Driver’s License

Ways to Interact
- Recording Unique ID no. from eID and recording on forms
- Scanning QR Code using scanner, smartphone or computer
- Reading MRZ using scanner, smartphone or computer
- Reading the chip using card reader and computer
Mass Registration Strategy

Deployment & Retrieval of 2,000 Teams with BRKs
Achievements

Current Status of Project

• On Track, Ahead of Schedule, Within Budget

Mass Registration

• Target of universal coverage (9 million) achieved on Nov 24, 2017. Final Count: 9.168 million adults registered. Data of 3.69 million children is captured in 180 days!

Linkages with MDAs

• Linkage with MEC to develop error free electoral roles underpinning, ONE Person, ONE Identity, ONE vote is established resulting in cost savings
• Linkage with MRA has been developed to combat tax evasion, and increase tax base
• Meetings with Health Ministry, Immigration Dept, Reserve Bank, Payroll Management, and others

Transition to NRB

• Continuous Registration by NRB has been started (approx. 15K+ citizens registered)
• Capacity Building of NRB is taking place by restructuring organization, reviewing legislative framework, transferring technology and source code, and training the staff
• 168 BRKs and 84 motorcycles were transferred to NRB to build the capacity to kick-start continuous registration and distribution of cards
Universal Coverage achieved

- in **180** days
- with core **19** member team, **4,500** Registration Staff
- **2000** BRKs, all returned back, none stolen in a poverty struck country
- More than 7 million cards have been distributed as per plan (**95%** card distribution/collection rate)

- A robust biometric citizen database is established with State of Malawi’s ownership

- How we did it? Can it become a **model** for rapid roll out of projects striving for SDG **16**, target **9**.

Let’s consider the main building blocks of the model, and the major challenges we faced.

<table>
<thead>
<tr>
<th>Index</th>
<th>No. of Districts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registered ≥ 100%</td>
<td>16</td>
</tr>
<tr>
<td>Registered ≥ 95-99%</td>
<td>11</td>
</tr>
<tr>
<td>Registered ≥ 90%</td>
<td>1</td>
</tr>
</tbody>
</table>
Technology & Operations

**ICT**
- **Multimodal Database** (AFIS & FRS System) of more than 13 million registrants is born
- ID-Card registration S/W app. developed by UNDP, automating business rules of NRB in light of NRA
- Modules of CRVS developed and deployed
- Data-Center, Backup Systems and Disaster Recovery Servers were setup
- Data Retrieval from **2000** BRKs, synced and de-duplicated
- **Complaint Redressal System**: Hotline, SMS and USSD System is established
- **Call Centre** with trained staff is operational
- **Incident response**: Technical Response mechanism implemented with NRB
- Protecting the privacy through securing the database and transactions

**LOGISTICS**
- District specific detailed deployment plans were developed
- Warehouse and Consolidation Centre:
  - 3 WFP WHs (Lilongwe, Blantyre and Mzuzu) were made fully operational to stage, deploy and retrieve BRKs and consolidation of data (syncing)
  - Vehicle dependency on GoM
  - Mobile Bank was setup to facilitate payments to ROs through ID card + Debit Card
  - BRK troubleshooting center, incident response center and a call center was setup
Civic Education Campaign & Establishing Linkages

CIVIC EDUCATION

• National and Community Level Campaigns in local languages
• 27630 posters printed informing the citizens about the mass registration (10% in English, 90% in Chichewa)
• More than 98,000 public awareness campaign/activities using posters, banners, jingles, leaflets, Radio, TV call-in programs, press releases, announcements local gatherings such as football matches, market places, weddings to mobilize for registration.
• District focused SMS campaign at community level
• All activities that were being collaboratively done with Government Ministries were successfully implemented.
• Faith based orgs. were used to dispel misinformation regarding registration and generate demand for IDs

LINKAGES

• MEC & NRB signed MoU – Agreed to have eID as primary document to register for vote in next elections scheduled in 2019
• MRA and MPC MoU with NRB pending clearance from Minister for signature
• Reserve Bank agreed to send directive to all banks to use ID as the only mean of identification (June, 2018)
• DHRMD is ready to include ID in their systems
• Immigration department agreed on cooperation and integration of the two systems
• MACRA agreed to integrate ID as a requirement to issue SIM
• Ministry Home affairs for (Refugees, Malawi Police Service, Prison Services)
• Ministry of Justice on use of IDs to witness protection, identification of convicts
• Ministry of Local Government on lands issues, Malawi House Corporation,
Capacity Assessment of NRB: Identified gaps in technical, organizational, governance and staff capacities of NRB. Detailed and comprehensive capacity development plan developed for NRB

Trainings: 4500 ROs, 18 DCs, 112 ADRs and 28 DEMs were trained after developing contents (manuals, videos etc.) on Registration SoPs, S/W, biometric registration, BRK trouble shooting and ID card distribution.

Technical Trainings: PKI (Encryption key), Match-on-Card (MOC) Applet training and SoPs developed to conduct key-ceremonies of key-custodians. S/W Coding trainings were also conducted for NRB and eGovt staff

BRK Troubleshooting and Repair Training for Female ROs -30 top performing females registration staff, drawn from each district selected for one-on-one 2-weeks technical training
**Monitoring and Evaluation**

- **Data for Decision making:** WhatsApp group, Call Centre and USSD reporting. Monitoring data is used for immediate decision making by the management.
- **Field Visits:** Field Monitoring conducted in all districts. More than 50% of the centers visited, where 400+ people were interviewed, including Village heads and all issues were recorded and actions taken to initiate response mechanisms.
- **Field Visits by agencies:** UNICEF, IrishAid, DFID, MEC, NRB conducted visits. Consolidation center in LLW visited by Ambassadors

**Crowded centers selected for additional teams in Lilongwe**

**RS helping in filling up the NR1 form**

**RO distributing NR1 forms, Lilongwe City**
## Challenges and Lessons Learnt

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Solution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Revising the strategic direction of National ID Project with Voter</td>
<td>Reviewed plans, suggested corrective actions such as integration of CRVS modules, recording families by connecting spouse data, registering children with parent/guardian, strengthening procedures for identity verification, background checks for records processed under duress, creating SoPs, developing registration policy and other steps to make eID as living document</td>
</tr>
<tr>
<td>Registration Project benchmarks and expertise</td>
<td></td>
</tr>
<tr>
<td>Keeping all stakeholders together till the end of project</td>
<td>SWAT team for Incident Response. Project Management weekly meetings. Monthly Technical Committee meetings and Steering Committee meetings were held in-time. 12 monthly meetings in a year. Likewise, I kept high level contacts such as Minister and Chief Secretary with office of President intact and sought their interventions as needed.</td>
</tr>
<tr>
<td>Selection of Competent Registration Staff and holding them accountable</td>
<td>Computer based online testing to evade nepotism and corruption. Youth of Malawi including special persons and Albinos were also selected with gender balance. BRKs were tied to their ID cards. Work Payment was split into 40-60, with 40% upfront and 60% when they finish the job</td>
</tr>
<tr>
<td>for the expensive equipment</td>
<td></td>
</tr>
<tr>
<td>Transportation – Deployment and Retrieval of the teams</td>
<td>GoM promised to provide 800 vehicles for the operation with fuel and drivers and we got 120 on average. Resource-levelling was done on the spot to manage the risk of delay.</td>
</tr>
</tbody>
</table>
## Challenges and Lessons Learnt

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Solution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Some Village Head taking money for signing the form</td>
<td>Meeting with the village head to resolve the issue. Civic Education campaign incorporated the messages for public regarding free NR1 forms</td>
</tr>
<tr>
<td>Scarcity of NR1 form &amp; BKR Charging issue</td>
<td>Printed extra forms</td>
</tr>
<tr>
<td></td>
<td>Extra batteries were purchased</td>
</tr>
</tbody>
</table>
THANK YOU