



# Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 24-Sep-2019 | Report No: PIDC25910



**BASIC INFORMATION**

**A. Basic Project Data**

Country Western Africa	Project ID P169594	Parent Project ID (if any)	Project Name West Africa Unique Identification for Regional Integration and Inclusion - Phase II (P169594)
Region AFRICA	Estimated Appraisal Date Jan 27, 2020	Estimated Board Date Mar 18, 2020	Practice Area (Lead) Social Protection & Jobs
Financing Instrument Investment Project Financing	Borrower(s) Ministère de l'Economie et des Finances, Ministère des Finances, Ministère de l'Economie et des Finances, Ministère de l'Economie, des Finances et du Développement	Implementing Agency Ministère de l'Administration Territoriale, de la Décentralisation et de la Cohésion Sociale, Direction Générale de l'Etat Civil, des Migrations et des Réfugiés, Office National d'Identification (ONI), Ministère du Développement de l'Économie Numérique et des Postes (MDENP), Agence Nationale d'Identification des Personnes (ANIP), Ministère des Postes, de l'Economie Numérique et des Innovations Technologiques	

**Proposed Development Objective(s)**

Project Development Objectives (PDO): For phase 2 of the Project: Increase the number of persons in the Republic of Niger, Republic of Benin, the Republic of Burkina Faso, and the Togolese Republic who have government-recognized proof of unique identity that facilitates their access to services.

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**



<b>Total Project Cost</b>	225.00
<b>Total Financing</b>	225.00
<b>of which IBRD/IDA</b>	225.00
<b>Financing Gap</b>	0.00

**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	225.00
IDA Credit	225.00

Environmental and Social Risk Classification  
Substantial

Concept Review Decision  
Track I-The review did authorize the preparation to continue

Other Decision (as needed)

**B. Introduction and Context**

Country Context

- Roughly 53 percent of the population of the ECOWAS region—about 196 million people—do not have proof of identification.**<sup>1</sup> ECOWAS was founded with the goal of promoting economic integration and 70 percent of all ECOWAS migrants travel within the region. ECOWAS is also host to large populations of displaced and stateless persons due to historic and ongoing fragility. Further, 6 of the 15 ECOWAS member states were classified as Fragile Situations in FY19 by the World Bank.<sup>2</sup> While inherent difficulties in measuring stateless populations lead to substantial variations, the region hosts approximately 2.5 million internally displaced persons and 290,000 refugees.<sup>3</sup>
- People who lack government-recognized proof of identification face significant barriers to accessing critical services and to becoming full members of society, with the poorest facing the highest risks of exclusion.** Without government-recognized credentials, such as birth certificates, unique identification numbers (UNIs) or other identification (ID) credentials, people are frequently denied access to rights and to public services; the most vulnerable

<sup>1</sup> WB ID4D Global Dataset (2017).

<sup>2</sup> Côte d'Ivoire, The Gambia, Guinea-Bissau, Liberia, Mali, and Togo are classified as fragile states.

<sup>3</sup> UNHCR. 2018. "2018 Planning Summary - West Africa." Factsheet. UNHCR. <http://reporting.unhcr.org/sites/default/files/pdfsummaries/GA2018-WestAfrica-eng.pdf>.



people—those who might otherwise benefit most from social protection and jobs (SPJ) services—are the most adversely affected. Access to identification can serve as a key enabler for eradicating poverty and for achieving a broad range of development outcomes. Target 16.9 of the Sustainable Development Goals (SDGs)— to “provide legal identity for all, including birth registration” by 2030—recognizes the centrality of proof of identification in assuring an inclusive world.

- 3. **Increasing access to identification and building ID systems is beneficial at all levels—the individual, the state and the regional.** Identification directly impacts human capital outcomes. Reciprocally, governments also struggle to authenticate and to deliver services to the unregistered and unidentified. Identification serves as a central building block for the development of an inclusive digital economy. Further, regional interoperability of foundational ID (fID) platforms could help drive down costs, as well as facilitate integration, encourage the movement of peoples and goods, grow trade and improve security, with benefits accruing to both individual member states and to the ECOWAS region at large. See Table 1 for a short glossary of key terms used in this document.

Table 1: Glossary of key terms

Authentication factor	A method of confirming identity, of which there are four types: (i) knowledge factors ( <i>i.e.</i> , something you know), (ii) possession factors ( <i>i.e.</i> , something you possess); (iii) inherence factors ( <i>i.e.</i> , something you “are”), and (iv) locations factors ( <i>i.e.</i> , where you are). Every authenticator has one or more authentication factors. <sup>4</sup>
Foundational identification (fID) system	A foundational system for proving a person’s identity, the fID system uses a minimal set of attributes, such as biographic and biometric data, to uniquely and exclusively describe an individual, and, on that basis, to provide government-recognized ID credentials. The fID system is “foundational” relative to various, functional systems and databases ( <i>e.g.</i> , education, health, telecommunications), on which they rely, but it is a parallel and complementary component (along with, for instance, the Civil Registration system) of the larger fID ecosystem. In this document, the fID system is understood to be inclusive of all persons in the territory of a country, irrespective of nationality, citizenship, or legal status.
Functional ID	An identity credential issued by an entity in order to identify individuals for a particular service or transaction ( <i>e.g.</i> , driver’s licenses, voter cards, health and insurance records, bank cards). These may be commonly accepted for broader identification purposes. <sup>5</sup>
Government-recognized ID or foundational IDs (fIDs)	In this document, references to “government-recognized IDs”, or “foundational IDs” (fIDs), are exclusively with regard to the credentials issued by the fID system, and are understood as being an official form of unique identification, not necessarily linked to nationality, citizenship, or legal status, recognized by the state as proof of identity that can be used as the basis for accessing a variety of public and private services.
Identity (ID)	An attribute, or set of attributes, that uniquely describe a subject within a given context. <sup>4</sup>

<sup>4</sup> Grassi, Paul; Garcia, Michael; and Fenton, James. 2017. *Digital Identity Guidelines*. Report. National Institute of Standards and Technology. <https://doi.org/10.6028/NIST.SP.800-63-3>.

<sup>5</sup> Harbitz, Mia; Kentala, Kristo. 2015. “Dictionary for Civil Registration and Identification”. Report. Inter-American Development Bank. <https://publications.iadb.org/bitstream/handle/11319/3679/Dictionary%20for%20Civil%20Registration%20and%20Identification%202015.pdf?sequence=7>.



## Sectoral and Institutional Context

### 1. Benin

#### 4. The Government of Benin has made the ID agenda a priority<sup>6</sup>, has reaffirmed its commitment to developing universally-inclusive ID systems, and has put in place the essentials for a fID platform:

- **Data protection** – With both a data protection law<sup>7</sup> and a corresponding authority<sup>8</sup> in place, and with the Government having agreed to adhere to the *ID4D Principles*, the core data protection elements are in place. That regime will need to be expanded to support the WURI-developed fID system.
- **Institutional anchorage** – The institutional structure for assuring the ID agenda exists: its Steering Committee, which is attached to the Presidency brings all of the key stakeholders and the necessary technical competence, together.<sup>9</sup>
- **Access to services** – fID credentials will be used for accessing services, both public and private, towards which Benin has already made substantial progress.<sup>10</sup> Capitalizing on disruptive technologies, WURI would, among other things, facilitate the operationalization of regional flexible benefits platforms for informal sector workers moving between countries.<sup>11</sup>

#### 5. While Benin has collected biometric data of a significant portion of its population, WURI would support links both to the civil registration (CR) system, and to human development (HD) and financial services, thus enabling sustainability.<sup>12</sup> Benin has not issued ID credentials, and a means for keeping data up-to-date with information on births and deaths has not been developed. Furthermore, the system is not connected to services that would attract users. While the modernization and rehabilitation of CR system is not part of WURI, ensuring sustainability by linking the fID system to both the civil registry and to services is. The Bank, with financing from the Disruptive Technologies for Development (DT4D) trust fund, will host an open competition (a so-called “innovation challenge”) to solicit innovative solutions towards establishing the fID–civil registry link and to develop regional flexible benefits platforms that are “Made in Africa”.

### 2. Burkina Faso

#### 6. In recent years, the Government of Burkina Faso has put in place the building blocks needed to implement WURI:

- **Data protection** – Although the regime will need to be expanded to support the fID system intended to be implemented under WURI, the Government has put in place key elements already, including a data protection

<sup>6</sup> The most important of those initiatives are as follows: (i) Project for irregular civil registration (“*le projet d’enregistrement à titre dérogatoire à l’état civil*”, or PEDEC); (ii) Project for reconstituting unregistered births (“*le projet de reconstitution des actes de naissance sans souche*”, or PRAN); (iii) Digitization of the civil registry (“*la dématérialisation de l’état civil*”, Dématec); (iv) development of a national biometric identity card; (v) operationalization of ANIP and its RAVIP project; and (vi) provision of online identification services to the population.

<sup>7</sup> Loi n° 2009-09 du 27 avril 2009 portant protection des données à caractère personnel en République du Bénin.

<sup>8</sup> *Autorité de Protection des Données Personnelles* (“Personal Data Protection Authority”).

<sup>9</sup> *Comité Technique de Pilotage* (“Technical Steering Committee”).

<sup>10</sup> See the *Assurance pour le renforcement du capital humain (ARCH)* project (“Insurance for Strengthening Human Capital”).

<sup>11</sup> A US\$ 150,000 grant from the Disruptive Technologies for Development (DT4D) trust fund is currently financing a prototype in the context of the WURI program

<sup>12</sup> *Recensement Administratif à Vocation d’Identification de la Population (RAVIP)* (“Administrative census to identify the population”).



law<sup>13</sup> and a corresponding authority<sup>14</sup>. The Government has also agreed to adhere to the globally agreed-upon *ID4D Principles*.

- **Institutional Anchorage** – The initial steps for assuring the institutional structure for the ID agenda exists. While roles and responsibilities need to be clarified and adjusted to accommodate the Government’s aspirations, the Government has gathered all of the key stakeholders in a decree-backed steering committee.
- **Access to services** – By putting in place a *fID* platform, WURI would facilitate the process of rolling out a Bank-supported project on universal health coverage.

7. **As a landlocked country in a region of fragility, and with borders with Mali, Niger and Côte d'Ivoire, high migratory flows have increased the need to be able to identify individuals present in Burkina Faso, regardless of their legal status or nationality.** With a significant and growing nomadic population and increasing numbers of refugees and internally displaced people (IDPs), there is a strong and recognized need to create a connection not rooted in geography between the nation’s inhabitants and its government, and to ensure access to services to all people physically present in the territory.

### 3. *Niger*

8. **The Government of Niger has made the ID agenda a priority, putting the essentials in place:**

- **Data protection** –Both a data protection law<sup>15</sup> and a corresponding authority<sup>16</sup> are in place in Niger. While this regime will need to be expanded to support the implementation of a *fID* system through WURI, the core data protection elements are in place. The Government has also agreed to adhere to the globally agreed-upon *ID4D Principles*.
- **Institutional Anchorage** – The initial steps for assuring the institutional structure for the ID agenda exists. While roles and responsibilities need to be clarified and adjusted to accommodate the Government’s aspirations, the Ministry of the Interior<sup>17</sup> is well-positioned, as it has the necessary competencies to take up the role, as well as the political buy-in of other stakeholders.
- **Access to services** – Although concrete activities are yet to be carried out to advance the link between the *fID* platform and access to services, important steps are being made, notably pertaining to work with nomadic peoples, and refugee and migrant populations. WURI could integrate the numerous fragmented ID systems and

<sup>13</sup> Loi n° 010-2004/AN portant protection des données à caractère personnel.

<sup>14</sup> *Commission de l’Informatique et des Libertés* (CIL) (“Commission of Computing and of Liberties”).

<sup>15</sup> Loi n° 2017-28 du 03 mai 2017, relative à la protection des données à caractère personnel. <https://www.afapdp.org/wp-content/uploads/2017/02/Loi-n°2017-28-du-03-mai-2017.pdf>

<sup>16</sup> *Haute Autorité de Protection des Données à caractère Personnel* (“High Authority for the Protection of Personal Data”).

<sup>17</sup> The *Directeur Général de l’Etat Civil, des Migrations et des Réfugiés* (DG ECMR – “General Directorate of Civil Status, Migration and Refugees”) seems particularly well positioned. Additional, technical support seems likely to come from the *Agence Nationale pour la Société de l’Information* (ANSI – National Agency for the Information Society).



thereby facilitate access to services.<sup>18</sup> To do so, WURI would closely coordinate with existing World Bank initiatives, including Smart Villages<sup>19</sup>, PARCA<sup>20</sup>, and the Public Sector Capacity and Performance projects.<sup>21</sup>

9. **With a significant and growing nomadic population, persistent issues of fragility, conflict and violence (FCV), and large numbers of refugees and IDPs, identification has become a priority for Niger.** Demographic trends are putting further pressure on this Sahelian country, as Niger has the highest fertility rate in the world, with 7.184 children per woman.<sup>22,23</sup> Furthermore, as a landlocked country in a region of fragility, and with borders with Mali, Libya, Nigeria and Chad, with continuously high rates of malnutrition and poverty, and important nomadic populations, the importance of efficient service delivery underpinned by robust ID systems has grown. Nigerien authorities recognize that the lack of identification and resulting challenges to service delivery have most severely affected vulnerable populations.

#### 4. *Togo*

10. **Aspiring to becoming a regional leader of digital innovation, the Government of Togo has recognized the importance of the ID agenda in facilitating access to human development services in the digital economy.**

- **Data protection** – A draft data protection law inspired by the European Union’s GDPR and which would create a data protection authority is presently before Parliament and the Government has agreed to adhere to the globally agreed-upon *ID4D Principles*. The core data protection elements are thus either in place or being implemented although this regime will need to be expanded to support the *fID* system under the WURI project.
- **Institutional Anchorage** – The initial steps for assuring the institutional structure for the ID agenda exists, with the Ministry of the Digital Economy<sup>24</sup> taking the lead on the “Togo eID” initiative, and with the Ministry of the Interior offering its support.
- **Access to services** – The “Togo eID” initiative is specifically designed to assure access to services, and the Ministry of the Digital Economy is particularly well-suited to assure such access for all persons, without consideration of nationality.

11. **The Togolese Presidency has championed the development of the digital economy as a way of increasing inclusion, of furthering regional integration, and of boosting the country’s visibility.** With Bank support, Togo has taken steps to build its Unified Social Registry to assess the needs and conditions of the population for social programs. That registry will require the identification of beneficiaries, the efficiency and impact of which would be greatly increased if it were underpinned by a *fID* platform. Further, as its population has numerous, daily cross-border commercial interactions with its neighbors, the country is exploring initiatives that would facilitate these exchanges, with

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<sup>18</sup> The Government has recently launched a project to identify all civil servants and has indicated its intention to create a biometric voter register for the elections scheduled for the year 2021 with the goal of registering 8 million voters. In the region of Diffa, and an administrative region in the southeast of the country on the border with Chad and Nigeria, UNHCR is readying an effort to record the biometric data of the population, with a special eye to refugees. Moreover, AfDB is finalizing its *Systèmes Intégrés de gestion de l’Identification Électronique des Personnes* (SIGEP – “Integrated Management Systems for the Electronic Identification of Persons”) study.

<sup>19</sup> [P167543 – Niger: Smart Villages for rural growth and digital inclusion](#).

<sup>20</sup> P164563 – Niger Refugees and Host Communities Support Project (PARCA).

<sup>21</sup> P145261 – Public Sector Capacity and Performance for Service Delivery.

<sup>22</sup> World Bank. 2019. “Fertility rate, total (births per woman): Niger”. <https://data.worldbank.org/indicator/SP.DYN.TFRT.IN?locations=NE>.

<sup>23</sup> Naomi Schalit. 2019. “Niger has the world’s highest birth rate – and that may be a recipe for unrest”. <https://theconversation.com/niger-has-the-worlds-highest-birth-rate-and-that-may-be-a-recipe-for-unrest-108654>

<sup>24</sup> *Ministère des Postes et de l’Economie Numérique* (“Ministry of Posts and the Digital Economy”).



identification central among them. Such engagements are particularly important along the border with Benin, where the indigenous ethnic populations freely move across the border; with only 148 kilometers between the two capitals, the two governments are cooperating in developing shared ID processes and border stations.

#### Relationship to CPF

12. **Identification is important for a wide variety of objectives, programs, policies and interventions and can therefore be regarded as cross-cutting.** The available evidence on the benefits of robust and inclusive ID systems strongly suggests that social and economic returns are significant and accrue in a number of sectors. This includes various social returns to individuals by enabling access to public and private sector services, reducing transaction costs, facilitating the protection of vulnerable groups and improving humanitarian responses. Economic benefits are generated through increased efficiency and, in the case of mutually-recognized IDs, lower costs of international trade and migration. Lastly, fiscal savings can be generated through the reduction of error, fraud and corruption (EFC) and duplicative costs. Given the cross-cutting nature of these benefits, identification arguably contributes to a broad selection of CPF objectives in phase 2 countries.
13. **In Benin, identification directly contributes to objective 6 of its Country Partnership Framework (CPF), which is to improve social protection systems.** To avoid repeated payments to the individual and to enhance the quality of targeting, identification plays a central role in ensuring the efficiency of social protection systems. Social insurance schemes rely heavily on information about beneficiaries. The foundational theme of objective 6 is building capacity for governance, which can benefit from identification in important ways. For example, information about the exact number and potentially location of intended beneficiaries is an important input into policy design.
14. **In Burkina Faso, WURI aligns directly with focus area 2 of the CPF, which aims at investing in human capital and social protection systems.** Linking identification to service delivery as part of component 3 of the WURI MPA is expected to significantly improve the delivery of health, education and social protection services, thereby strengthening human capital and social protection systems. Furthermore, identification has the potential to strengthen governance, the third focus area of the Burkina Faso CPF.
15. **Similarly, the Niger CPF focuses on improved human capital and social protection, as well as better governance for jobs, service delivery and growth.** In line with the arguments made for Burkina Faso and Benin, identification is intended to directly contribute to these focus areas.
16. **In Togo, WURI would contribute to the second focus area of the CPF on inclusive public service delivery.** The MPA would also strengthen the CPF's governance cross-cutting theme. By enhancing service delivery as part of the program's third component, WURI would directly contribute to CPF objectives 2.1 (strengthen health services), 2.2 (strengthen basic services at the local level) and 2.3 (strengthen social safety nets for the most vulnerable).

#### C. Proposed Development Objective(s)

17. **The Project Development Objectives (PDO) for phase 2 of the MPA is "to increase the number of persons in the Republic of Benin, Burkina Faso, the Republic of Niger, and the Togolese Republic who have government-recognized proof of unique identity that facilitates their access to services."**



Key Results (From PCN)

- 18. **Phase 2 aims to increase the number of persons in Benin, Burkina Faso, Niger and Togo who have government-recognized proof of unique identity (i.e., fIDs) to 60 million beneficiaries, (i.e., 30 percent of the unidentified population in ECOWAS) facilitating their access to services**

D. Concept Description

- 19. **The program aims to develop the necessary legal and institutional framework of participating ECOWAS member states, while also attaining close to universal coverage of fID credentials.** A comprehensive, enabling legal and institutional framework is at the heart of the Program and of the fID system, which requires both (i) an enabling law that, among other things, supports an independent agency responsible for rolling-out and maintaining the fID system and (ii) a data protection and privacy law that provides the legal and institutional safeguards to support user-control of their data, and which is supported by an independent and authoritative agency. Several of the participating ECOWAS Member States have already taken steps towards achieving these objectives. That said, while the laws and institutions exist in some circumstances, their mere existence—even where all of the necessary component elements are nominally present—is not sufficient. As such, the Program will undertake a qualitative review of those laws and institutions against a set of commonly-applied, good international practice standards to ensure that they include the necessary elements to provide effective support and safeguards. Structuring this work within an MPA will not only allow for case-by-case assessments, it will also facilitate collective, regional advancement and integration. In addition to building the necessary architecture, effective service delivery requires that the issued fID credentials be rolled-out as widely as possible, with a particular focus on including the vulnerable.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No
Summary of Screening of Environmental and Social Risks and Impacts	



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**APPROVAL**

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