



## Digital Governance and Identification Management System Project- PRODIGY (P169413)

EASTERN AND SOUTHERN AFRICA | Madagascar | Governance Global Practice |  
IBRD/IDA | Investment Project Financing | FY 2021 | Seq No: 7 | ARCHIVED on 21-Dec-2023 | ISR58926 |

Implementing Agencies: Government of Madagascar, PRODIGY PIU

## Key Dates

## Key Project Dates

Bank Approval Date: 29-Sep-2020

Effectiveness Date: 12-Oct-2020

Planned Mid Term Review Date: --

Actual Mid-Term Review Date: 15-May-2023

Original Closing Date: 31-Dec-2024

Revised Closing Date: 31-Dec-2024

## Project Development Objectives

Project Development Objective (from Project Appraisal Document)

The Project Development Objective is to strengthen the Identity Management ("ID-M") system and government capacity to deliver services in Selected Sectors.

Has the Project Development Objective been changed since Board Approval of the Project Objective?

No

Components Table

Name

Creation of a Consolidated and Interoperable Identity Management System:(Cost \$86.00 M)

Digital and Mobile Government Services:(Cost \$52.00 M)

Project Management and Implementation:(Cost \$5.00 M)

## Overall Ratings

Name	Previous Rating	Current Rating
Progress towards achievement of PDO	<input type="checkbox"/> Moderately Satisfactory	<input type="checkbox"/> Moderately Unsatisfactory
Overall Implementation Progress (IP)	<input type="checkbox"/> Moderately Satisfactory	<input type="checkbox"/> Moderately Unsatisfactory
Overall Risk Rating	<input type="checkbox"/> Substantial	<input type="checkbox"/> Substantial

## Implementation Status and Key Decisions

Improving project disbursement and planning, adoption of key institutional and legal reforms, progress on procurement of key activities, and recruitment of key personnel have strengthened implementation of the project and achievement of results, as follows:

**Creation of an appropriate birth registration management system:** The information technology solution deployed in a pilot phase has made it possible to issue copies of birth certificates with an affixed unique number to address the lack of connectivity and electrification, particularly in remote areas. Procurement of infrastructure and services for the biometric enrolment of the population will be launched in the coming months.

**Improved provision of and access to user-centric digital public services.** There has been some progress in piloting digital services by the DGU (Digital Governance Unit) in collaboration with sector ministries. In collaboration with the Ministry of Interior and Decentralization, almost 90 fokontany chiefs have been equipped with tablets to replace manual processes for collecting and transmitting data and information. Another recent example is the Mahatoky service, a digital counter located in post offices to assist citizens with administrative formalities. The interoperability platform managed by the DGU now integrates nine databases/information systems from public entities that support the provision of public services



in different sectors. There has been progress in the census of civil servants through the enrolment of some 4,000 staff. It is important, however to speed and scale up these projects that modernize the Ministry of Economy and Finance information systems.

Risks

Systematic Operations Risk-rating Tool

Risk Category	Rating at Approval	Previous Rating	Current Rating
Political and Governance	☐ Substantial	☐ Substantial	☐ Substantial
Macroeconomic	☐ Moderate	☐ Moderate	☐ Moderate
Sector Strategies and Policies	☐ Moderate	☐ Moderate	☐ Low
Technical Design of Project or Program	☐ Moderate	☐ Moderate	☐ Moderate
Institutional Capacity for Implementation and Sustainability	☐ Moderate	☐ Substantial	☐ Substantial
Fiduciary	☐ Substantial	☐ Substantial	☐ Substantial
Environment and Social	☐ Moderate	☐ Moderate	☐ Moderate
Stakeholders	☐ Moderate	☐ Moderate	☐ Low
Other	☐ Substantial	☐ Substantial	☐ Substantial
Overall	☐ Moderate	☐ Substantial	☐ Substantial

Results

PDO Indicators by Objectives / Outcomes

Improved access to civil registration and upgraded national identity credentials				
▶ PDO 1- Share of population with new identity credential comprising their Unique Identity Number (UIN) (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.01	50.00
Date	01-Jun-2020	15-May-2023	23-Oct-2023	31-Dec-2024
Comments:	A decree on the attribution and management of the UIN was adopted in April 2023. The solution implemented by CNECI and UGD has enabled the registration of over 3000 newborns and the issuance of birth certificate copies with a unique identification number (UIN) in the Antananarivo and Toamasina's pilot phases. The extension to additional pilot sites is currently underway. The contracts for the massive scale-up are about to be launched.			



☐ Of which are female (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	47.00	50.00
Date	01-Jun-2020	15-May-2023	23-Oct-2023	31-Dec-2024

Improved government capacity to deliver services in selected sectors.

► PDO 2- Users benefiting from services compliant with new service standards (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1,214,107.00	3,016,592.00	5,000,000.00
Date	01-Jun-2020	15-May-2023	16-Nov-2023	31-Dec-2024
Comments:	To date, five services are certified compliant with service standards:			

Intermediate Results Indicators by Components

Creation of a consolidated and interoperable identity management system

► C1-01. Modernization of the ID-M system (Text, Custom, PBC)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	No UIN nor system architecture available	The Government has adopted a decree covering modalities of management and attribution of the UIN.	Contracts for the scale up of the agreed architecture are underway	DGU has tested the upgraded ID-M credentials and published related test reports
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
Comments:	IDMS architecture has been validated by CNECI. NUI decree adopted. SIECM and CMIL decree have been submitted to the Government Council. DAO IDMS is under development			

► C1-02. Share of civil registration entities implementing standard operating procedures (SOP) for registration of vital events (Percentage, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.00	70.00
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
Comments:	The contracted firm has prepared the first version of the SOPs for registration of vital events. With the national scale-up to be rolled out soon, the revised SOPs will be also be nationally implemented.			

► C1-03. Share of civil registration entities with secure access to the CR database/system connectivity with the national data base (Percentage, Custom)



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.00	50.00
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
Comments:	A prototype CR database has been developed. Secure access will provided for connected and non connected communes. IT equipment and connectivity has been acquired for over 600 communes. Pilot activities in several communes have started.			

► C1-04. Share of children below one year old whose birth is registered (Percentage, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	78.00	78.00	78.00	95.00
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
Comments:	Updated and accurate birth registration data of children under 1 year old is not available due to scattered data reporting at the district level. However, data is available for birth registration under 5 year old which shows a decline in registration rates. The operationalization of project activities is expected to help address and correct this.			

► C1-05. Digitalized civil registration records (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.00	2,000,000.00
Date	01-Jun-2020	15-May-2023	15-May-2023	31-Dec-2024
Comments:	A firm may be recruited to implement this activity across 7 district tribunals covering more than 200 communes. It is expected to meet this target in early 2024 and exceed it through 2024. Alternatively, the certificates may be recorded at the time of the biometric enrolment.			

Digital and Mobile Government Services

► C2-06. Establishment of institutional, legal and infrastructural foundations for digital transformation (Text, Custom, PBC)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	Institutional, legal and infrastructural foundations for digital transformation are not in place.	The Government adopted a decree establishing the DGU's institutional framework	The Government adopted a decree establishing the DGU's institutional framework	30% of DGU budget to be financed by the Recipient's internal resources
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
Comments:	The Digital Service Standards Manual is available and has been published. The DGU has rolled-out a single government domain (online public portal), offering multi-modal services. The DGU will also pilot an authentication and verification system for individuals and legal entities over the coming months.			

► C2-07. Implementation of institutional and policy framework for data privacy and protection (Text, Custom, PBC)



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	No effective data protection	The draft of the decree operationalizing the CMIL is available and pending adoption.	The draft of the decree operationalizing the CMIL is available and pending adoption.	CMIL has published a report on data privacy and protection and organized a regional public debate on the findings of the report
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
Comments:	The draft of the decree operationalizing the CMIL is available and pending adoption. The Manual of procedures is being drafted.			
<b>► C2-08. Implementation of institutional and policy framework for civilian cybersecurity (Text, Custom, PBC)</b>				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	No effective civilian cybersecurity policy and strategy	An early draft of the strategy is available but needs further refining. The operational CIRT team will be housed in the DGU.	An early draft of the strategy is available but needs further refining. The operational CIRT team will be housed in the DGU.	CERT has reviewed (including through public consultations), updated and published the NCCS
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
Comments:	The operationalization of the CIRT encompasses the definition of its organizational chart, strategy and subsequent action plan, its manual of procedures, and budget. The recruitment of a cybersecurity TA is currently underway			
<b>► C2-09. Systems that are compliant with DGU interoperability standards (cumulative) (Number, Custom, PBC)</b>				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	8.00	8.00	10.00
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
Comments:	Eight information systems and databases have been integrated and interconnected through the interoperability platform.			
<b>► C2-10. People certified on DGU compliant digital training (Number, Custom)</b>				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1,778.00	3,609.00	5,000.00
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024
<b>☐ Of which are female (Number, Custom Breakdown)</b>				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	515.00	1,227.00	2,500.00



Date	01-Jun-2020	15-May-2023	17-Oct-2023	31-Dec-2024
<b>► C2-11. Services included in performance dashboard (Citizen engagement Indicator) (Number, Custom)</b>				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	5.00	8.00	15.00
Date	01-Jun-2020	15-May-2023	16-Oct-2023	31-Dec-2024

**Performance-Based Conditions**

<b>► PBC 1 C1-01. Modernization of the ID-M system (Text, Intermediate Outcome, 7,500,000.00, 0.00%)</b>				
	Baseline	Actual (Previous)	Actual (Current)	2024
Value	No UIN nor system architecture available	The Government has adopted a decree covering modalities of management and attribution of the UIN.	The regulatory framework covers humans but not the locality code and legal entity identifier. The CNECI has validated the architecture, but the Cour des Comptes has still not validated the report. Since the system has not been implemented as yet, an independent audit has not been conducted.	--
Date	--	15-May-2023	16-Oct-2023	--

<b>► PBC 2 C2-06. Establishment of institutional, legal and infrastructural foundations for digital transformation (Text, Process, 1,700,000.00, 0.00%)</b>				
	Baseline	Actual (Previous)	Actual (Current)	2024
Value	Institutional, legal and infrastructural foundations for digital transformation are not in place.	The Government adopted a decree establishing the DGU's institutional framework	The SIA covered only one of the 4 planned services	--
Date	--	15-May-2023	16-Oct-2023	--

<b>► PBC 3 C2-07. Implementation of institutional and policy framework for data privacy and protection (Text, Process, 1,700,000.00, 0.00%)</b>				
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	Baseline	Actual (Previous)	Actual (Current)	2024
Value	No effective data protection	The draft of the decree operationalizing the CMIL is available and pending adoption.	The draft of the decree operationalizing the CMIL is available and pending adoption.	--
Date	--	15-May-2023	16-Oct-2023	--

► PBC 4 C2-08. Implementation of institutional and policy framework for civilian cybersecurity (Text, Process, 1,600,000.00, 0.00%)

	Baseline	Actual (Previous)	Actual (Current)	2024
Value	No effective civilian cybersecurity policy and strategy	An early draft of the strategy is available but needs further refining. The operational CIRT team will be housed in the DGU.	An early draft of the strategy is available but needs further refining. The operational CIRT team will be housed in the DGU.	--
Date	--	15-May-2023	16-Oct-2023	--

► PBC 5 C2-09. Systems that are compliant with DGU interoperability standards (cumulative) (Number, Output, 10,000,000.00, 0.00%)

	Baseline	Actual (Previous)	Actual (Current)	2024
Value	0.00	8.00	8.00	--
Date	--	15-May-2023	16-Oct-2023	--

**Data on Financial Performance**

**Disbursements (by loan)**

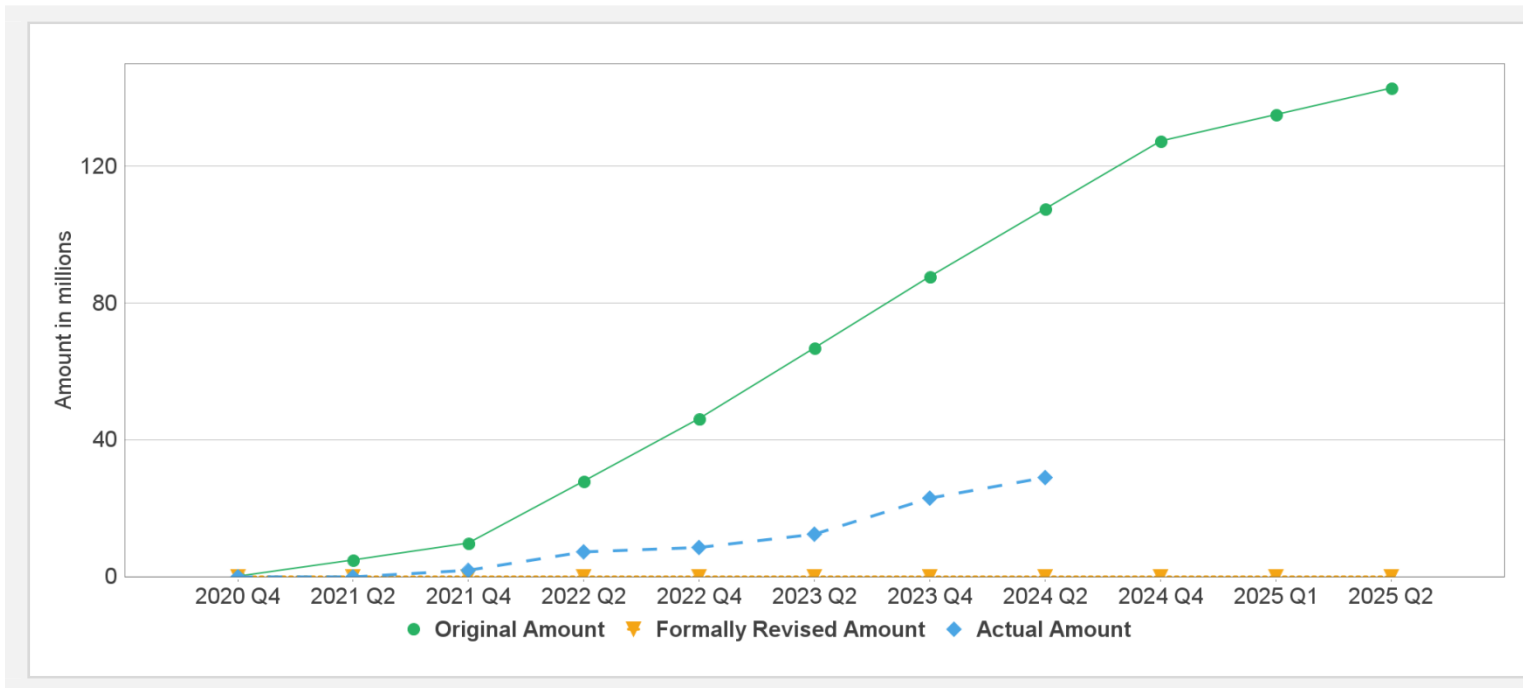
Project	Loan/Credit/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed
P169413	IDA-67800	Effective	USD	140.00	140.00	0.00	28.77	111.23	21%
P169413	TF-B4035	Effective	USD	3.00	3.00	0.00	0.18	2.82	6%

**Key Dates (by loan)**

Project	Loan/Credit/TF	Status	Approval Date	Signing Date	Effectiveness Date	Orig. Closing Date	Rev. Closing Date
P169413	IDA-67800	Effective	29-Sep-2020	12-Oct-2020	03-Jun-2021	31-Dec-2024	31-Dec-2024
P169413	TF-B4035	Effective	29-Sep-2020	12-Oct-2020	12-Oct-2020	31-Dec-2024	31-Dec-2024



### Cumulative Disbursements



### Restructuring History

There has been no restructuring to date.

### Related Project(s)

There are no related projects.