



ID4D

Country Diagnostic: Botswana



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About ID4D

The World Bank Group's Identification for Development (ID4D) initiative uses global knowledge and expertise across sectors to help countries realize the transformational potential of digital identification systems to achieve the Sustainable Development Goals. It operates across the World Bank Group with global practices and units working on digital development, social protection, health, financial inclusion, governance, gender, and legal, among others.

The mission of ID4D is to enable all people to access services and exercise their rights, by increasing the number of people who have an official form of identification. ID4D makes this happen through its three pillars of work: thought leadership and analytics to generate evidence and fill knowledge gaps; global platforms and convening to amplify good practices, collaborate, and raise awareness; and country and regional engagement to provide financial and technical assistance for the implementation of robust, inclusive, and responsible digital identification systems that are integrated with civil registration.

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To find out more about ID4D, visit worldbank.org/id4d.

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Abbreviations

AFIS	Automated Fingerprint Identification System
APAI-CRVS	Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics
BDRS	Births and Deaths Registration System
‘Botho’	Humility
CR	Civil Registration
CRVS	Civil Registration and Vital Statistics
DCNR	Department of Civil and National Registration
DPP	Destitute Persons Program
DSP	Department of Social Protection
e-ID	Electronic Identity Cards
ICS	Immigration and Citizenship System
ICT	Information Communication Technology
IDM	Institute of Development Management
ID-M	Identity Management
IEC	Independent Electoral Commission
IMS	Identity Management System
IMSA	Identity Management System Analysis
MLHA	Ministry of Labour and Home Affairs
NIS	National Identification System
OAP	Old Age Pension
‘Omang’	An Identity Card in Setswana vernacular directly translated to mean “ <i>who are you</i> ”
OVC	Orphans and Vulnerable Children Program
RADS	Remote Area Dwellers
SOBERS	Social Benefits Registration System
UID	Unique Identification Number
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
WBG	World Bank Group
WHO	World Health Organization

Executive summary

This report analyzes the Identity Management System of the Republic of Botswana with respect to 1) accessibility, 2) robustness, 3) integration and regulated access to data, and 4) legal frameworks and data protection, and documents the extent to which the legal and institutional framework and the human and physical infrastructures have facilitated the establishment, operationalization and management of identity management as a comprehensive system.

Botswana has a single foundational Identity Management System which is a primary tool for public administration and governance as well as facilitation of service delivery to the public. It creates one identity per person pursuant to the current legal framework which is used several times by the person at various institutions to facilitate the individual's access to services including social safety net programs, claiming of rights and entitlements. The national identity card is used as a breeder document for obtaining other documents such as passports, driver's licenses and voter registration cards.

The National Identity number used at age 16 is the same unique identification number (UID) issued upon registration of birth. This strategy ensures an identity life cycle from "Identity Establishment" to "End of Identity." "Identity Establishment" is accomplished on the basis of 'Evidence of Identity', such as timely birth registration, and 'End of Identity' is accomplished through death registration or emigration. In the case of a resumption of citizenship, identity will be reactivated.

The National Identity Management System is linked with other systems, such as the electoral system, the Social Benefit Registration System (SOBERS), government payroll, and the transport system. Similarly, through this link, the National Identity Management System is updated in real time when a death occurs. The status of the registered citizen is changed from 'Live' to 'Deceased' and subsequently all other systems for service ministries interfaced with the NIS receive the update as well.

Although Botswana is a vast country with low population density, the registration services are highly decentralized in the country. There is a network of 37 offices across the country in 12 districts and 25 subdistricts. It also operates 13 on-site registration offices at various hospitals across the country. Further, birth registration, birth certificates, and the first issuance of the national ID are all free. Late registration fees for births and deaths have been waived through subsidiary legislation.

The Botswana National Identity System is facilitated by legal reforms and reviews, risk management, rigorous re-engineering and re-design of business processes, an effective ID management cycle, continuous monitoring and evaluation, and data security and integrity management. It is envisaged that the ID-management system will in the future be linked to the immigration and citizenship system under the department of immigration and citizenship to progress it to a fully-fledged Population Register or People Hub.

Strategic foundations for the Ministry of Labour and Home Affairs

Vision: Excellence in provision of Labour and Homeland services

Mission: MLHA to promote Social and Industrial Harmony and Homeland Security

Values: Integrity, Botho

Strategic Themes: Service Excellence, Operational Excellence, Homeland Security

Strategic Results: Customer Satisfaction, Efficient Operations, Labour Safety and Security

Strategic foundations for the Department of Civil and National Registration

Vision: To be the best in providing registration services

Mission: To undertake registration of births and deaths; national registration, marriage solemnization, authorization of name changes as well as providing registration and monitoring of societies

Values: Integrity, Botho

Strategic Themes: Service Excellence, Operational Excellence, Homeland Security

Strategic Results: Customer Satisfaction, Efficient Operations

1. Introduction

Table 1. Botswana at a Glance

Population ^a	2,024,904
Residence	64.1% (Urban), 35.9% (Rural)
Literacy rate (females aged 15–65 years) ^b	89.6%
Poverty rate (headcount index) (2009)	23%
Official language	English
Birth registration mandatory	Yes
Rate registration of births (0–1 year)	76.9% (Source: Vital Statistics Report, 2012)
Undocumented population	520,000 (Population above 14), 188,000 (Population below 14)
National ID mandatory	Yes
Unique (or personal) identity number	Yes (*A unique identity number given at birth and printed on birth certificate and used at 16 years when one acquires an identity card)
Percentage of population with NID (%)	67.3% with the remaining 33% accounting mostly for the population under 16 years
Percentage of eligible population with NID	80–90%
NID in the eligible population (Number)	1,541,571
electronic identity cards (e-ID)	Botswana does not have an electronic identity card (e-ID) but has an analog machine-readable laminated card which is also barcoded with biometrics (finger print, photo). This multi-purpose analog-ID card is foundational and is used by holders to access most services off-line. However, the NIS is interfaced with many Government systems for online authentication of person identity and person data and particulars for service delivery purposes.
Digital signature is included in e-ID	None (manual signature affixed on manual card) but digital signature to be included in the upcoming e-ID
e-ID card can be used for remote online transactions	Analog card, not e-ID card, is used in remote areas
Type of passport issued	Electronic Passport issued on the basis of the ID
Business registration is automated	Yes, but the registration is handled by the Companies and Intellectual Property Authority
Unique business ID	Yes

^aStatistics Botswana Population & Housing Census 2011 ANALYTICAL REPORT

^bStatistics Botswana, Republic of Botswana. Literacy survey 2014. Stats Brief. (<http://www.cso.gov.bw/images/literacy.pdf>)

Botswana is a landlocked upper-middle income country in Southern Africa. It shares borders with South Africa in the south and southeast, Namibia in the northwest, and Zambia and Zimbabwe in the northeast. Botswana has a surface area of 582,000 square kilometers with the Kalahari Desert comprising more than two-thirds of the total area. About 87 percent of the population lives in the eastern part of Botswana where rainfall is more regular, ground water is available, and the soil is relatively fertile. At independence in 1966, Botswana was one of the poorest countries in the world with a per capita income estimated at less than US\$100 per annum and a largely rural economy that was dependent on agriculture. However, with the discovery of minerals, especially diamonds, soon after independence, Botswana quickly became the fastest growing economy in the world. Yet, while diamond mining contributes a relatively large proportion to growth, GDP, export shares, and government revenues, its direct impact in terms of employment is quite small because it is capital intensive by nature. Botswana's stable democracy and prudent economic management have facilitated good investment in infrastructure, health, and education, which has resulted in improvements in social indicators, such as the female literacy rate (among 15-65 year olds) which has increased from 67.7 percent in 1991 to 89.6 percent in 2014.

Background

Identification plays an important role in proving one's identity, exercising one's basic rights, claiming entitlements, accessing a range of governmental services, and conducting many daily activities (World Bank, 2014). The Government of Botswana recognizes and places value on the national identity management and civil registrations systems as critical for good governance and accountability for sustained socioeconomic development, and as vehicles for facilitating the establishment of an array of human rights, such as the right to a name, citizenship, nationality, voting, and other associated rights. The right to identity and nationality is embedded in the Universal Declaration of Human Rights and Convention on the Rights of the Child Resolution 44/25 of November 20, 1989. Therefore, the possession of an identity is a precondition for full citizenship.

The importance of Identity Management Systems is recognized in the post-2015 Sustainable Development Goals, namely Goal 16, on promoting peaceful and inclusive societies for sustainable development, providing access to justice for all, and building effective, accountable and inclusive institutions at all levels. This goal has as a target the provision of legal identity for everyone, including birth registration (target 16.9).

In Botswana, every citizen must be registered and issued an identity card within 30 days of turning 16 years of age or acquiring Botswana citizenship. Furthermore, the Government, through legislation and government operations, has committed to ensure that citizens can enjoy these most fundamental rights. The centrality and value of a robust, secure, and reliable identity management system is confirmed in the country's Tenth National Development Plan (NDP10).

Rationale for identity management systems analysis

Once a National Identity Management is in place, it is necessary to assess the system with respect to 1) accessibility, 2) robustness, 3) integration and regulated access to data, and 4) legal frameworks and data protection, to document the extent to which the legal and institutional framework and the human and physical infrastructures have facilitated the establishment, operationalization and management of identity management as a comprehensive system. This assessment used the criteria and guidelines developed by the World Bank Group (WBG) and development partners within the framework of the National Identity Management and Civil Registration System.

Methodology

The Identity Management Systems Analysis (IMSA) included informant interviews with key stakeholders in the Identity Management System (IMS), including representatives from the Department of Civil and National Registration (DCNR), the Department of Social Services (Social Protection), and the Independent Electoral Commission. Representatives of other Ministries and departments were not interviewed because the Identity Management System IDs are the ones used for validation of a person's data and identification of persons for service delivery by these Ministries and departments. Data collected from the three basic stakeholders clearly showed how Identity Management supports service delivery across agencies. Additionally, desk reviews were conducted of pertinent documents including: a) National Development Plan 10; b) Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAICRVS); (2012) c) Botswana's National e-Government Strategy 2011-2016; d) Yamoussoukro Declaration (2015); e) Global Civil Registration and Vital Statistics Scaling Up Investment Plan 2015-2024; f) Reforming and Improving Civil Registration and Vital Statistics Systems in Africa Regional Medium-Term Plan: 2010-2015; g) Handbook on Civil Vital Registration and Statistics Systems Developing Information, Education and Communication; and h) Improving the Quality and use of Birth, Death and Cause-of-Death Information.

Information collected from the IMSA questionnaire and desk review was analyzed for each of the various key areas. Tables were created to show the distribution of registration of births, deaths, and benefits. The document was circulated to key stakeholders for validation of findings. In addition, the team consulted with outside experts for peer reviews and technical inputs.

2. National level civil registration and identification ecosystem

Department of Civil and National Registration

The Department of Civil and National Registration (DCNR) was established in 2003 with the merger of the division of National Registration and the division of Civil Registration and Vital Events. It is a Government Department within the Ministry of Labour and Home Affairs (MLHA). It is statutorily headed by a National Registrar who is also an administrative Director. The core mandate of the Department is the delivery of registration services on civil registration (CR) and identity management (ID-M), as well as registration and monitoring of societies. The DCNR has a staff complement of four hundred and fifty four (454) stationed in 37 stations across the country in 12 districts and 25 subdistricts. It also operates 13 on-site registration offices at various hospitals across the country. There are plans for future expansion of the on-site registration initiative to other health facilities. The annual budget for civil registration for the 2014/15 financial year was P56 000 000 (equivalent to US\$5.6 million). The different items of infrastructure available at the offices across the country are shown in Table 2.

The DCNR derives its core mandate from six (6) Acts of Parliament: The Births and Deaths Registration Act; the National Registration Act; the Marriage Act; the Married Persons Property Act; the Change of Name Act; and the Societies Registration Act. In carrying out its work, the DCNR utilizes strategic partnership alliances with numerous other stakeholders, including: the Ministry of Health, which is both a source and user of the births and deaths data; the Administration of Justice, which is responsible for divorce administration; and Statistics Botswana, which by law is responsible for the compilation, analysis, and dissemination of vital statistics. The DCNR has working collaborations with various development partners such as the United Nations Children’s Fund (UNICEF), the United Nations Population Fund (UNFPA), the World Health

Table 2. Department of Civil and National Registration Infrastructure Capacity

Infrastructure Capacity	Percentage of Offices
Photocopiers	70
Telephone	100
Computers	100
Electronic forms ^a	0 (*There is no online application for registration services; applications are submitted through manual forms)
Capacity to transmit data by internet	100 (*ICT infrastructure including network, bandwidth, Internet and so forth available in all the 37 stations and 13 hospital-based Births and Deaths Registration Centers. However, in some very few instances, the network is unstable)
Regular power supply	90 (*The Country is currently undergoing load shedding in power supply of a maximum of one hour which sometimes affects systems availability at outstations. Central Data Base is connected to back-up power supply.)

^aOnline services will be introduced in which electronic forms (such as online application forms for births and deaths registration) will be used upon completion of the People Hub project.

Organization (WHO), the African Development Bank (AfDB), and recently, the World Bank Group. Other strategic partnerships are maintained with non-state actors such as the Project Concern International (PCI), funded by the United States Agency for International Development (USAID), the Masiela Trust Fund, and the Marang Child Network Trust. These partners and stakeholders assist the registration processes and sustained acceleration of civil registration and vital statistics (CRVS) and ID-M improvements through resource mobilization, including financial and technical assistance.

National civil registration

Civil registration is defined by the United Nations as the “Universal, continuous, permanent and compulsory recording of vital events provided through decree or regulation in accordance with the legal requirements of each country.”¹ Civil registration provides the most important source of vital statistics and is a basis for identity management. It provides individuals with documentation needed to establish legal identity and family relationships, and by extension, to exercise their civil rights, access services and participate in modern societies.

On-site Birth registration kiosk awarding a birth certificate to a newly born baby at Marina Hospital in Gaborone.



1 United Nations Statistics Division—Principles and Recommendations on Civil Registration and Vital Statistics, 2014.

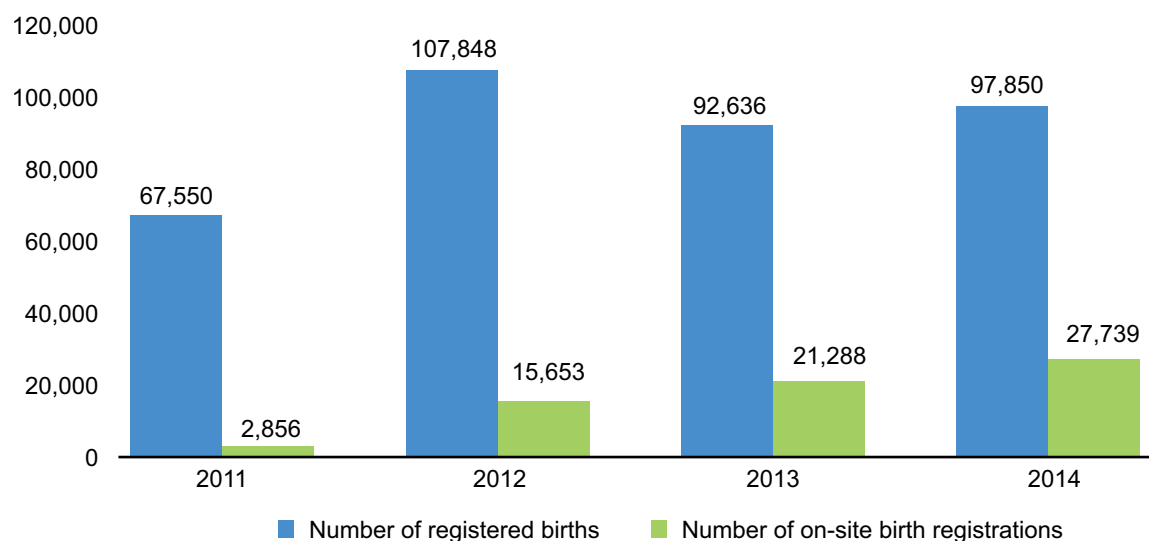
The Births and Deaths Registration Act CAP (1968, last amended in 2014) provides for mandatory registration of every birth and every death that occurs in Botswana within 60 days and 30 days, respectively, of each occurrence. It also requires doctors and midwives to notify the Registrar of Births and Deaths of birth and death events that they attend to. Initially there was resistance from some health personnel, but this was resolved after the country undertook a comprehensive assessment of CRVS in November 2013 and a recommendation was made that notification of births and deaths be required as part of the duties of health personnel. Although about 94 percent of births are occurring at health care facilities, there is a mechanism in place for also working with community leaders and engaging in community outreach for registration of noninstitutional births.

The transfer of documentation about births and deaths from local and regional offices to a central national data repository is performed online. There is a central data repository connected to outstations that allows changes on registrations and updates to be made in real time. The DCNR has undertaken a number of initiatives which have significantly improved registration over time.

Electronic on-site birth registration

Realizing that health institutions are a natural partner in civil registration, and in order to utilize their key position as a source of data where about 94 percent of births and 54 percent of the deaths occur, Botswana instituted a strategy of electronic On-site Registration of Births and Deaths in hospitals in 2011 and to date has opened up on-site registration facilities in 13 hospitals. Assistant Registrars are placed in health institutions to register births and deaths as they occur. The strategy goes a long way in significantly reducing late birth registrations (that is, registration after the 60 days of birth stipulated in the Births and Deaths Registration Act but before age 1 year) or delayed registrations (after age 1 year) and the initiative is expected to significantly bring the country up to the level of universal registration, building on the advantage of already having in the system the 94 percent of births occurring in health institutions. This is crucial since every life counts and must be counted and accounted for in a timely manner. Available data indicates that since its inception in 2011, on-site registration strategy has significantly improved the number of registered births and deaths and has reduced the number of late registered events. From an initial 2,856 births registered on-site in 2011 to a peak of 28,007 in 2014, this increase has shown the importance of on-site registration (Figure 1).

Figure 1: Number of On-site and Total Birth Registrations, 2011–2014, Botswana



The Government has also decentralized registration services in rural areas utilizing districts, subdistricts and administrative offices, and has improved access to registration services. To this effect, the DCNR offices are staffed with trained and semi-skilled personnel, such as professionals, technicians, artisans and preparatory clerks, based in various districts and subdistricts across the entire country. To date there are a total of 37 offices and 13 on-site registration centers. Therefore, decentralization is taken very seriously as services are taken closer to the people.

The births and deaths registration processes

There are two processes to follow depending on whether the registration is on time (within 60 days of birth or 30 days of death) or is a late registration (60 days or more after birth).

On time registration

Registration can be done either at the health facility where the event occurred or at the nearest DCNR office. For registration at the health facility, health personnel record the birth by completing a birth/death notification form immediately after the event occurs and then forwarding the completed form to the relevant DCNR office for processing, either on-site at the hospital within an hour of occurrence, or at a district or subdistrict office within a week. Once the forms are received at the DCNR office, they are entered into the Births and Deaths Registration System, where registration is quality checked and authorized. At this point event registration is complete. The certificate is delivered to the mother before she leaves the hospital, or in case of death, to the next of kin before the transfer of the body to the private undertakers or mortuaries. In cases where the form was submitted to offices outside the hospital, the registration is processed and authorized, and the birth/death certificate is ready for printing. In order to be able to pick up the birth/death certificate, the next of kin is required to produce a tear-off piece from the birth notification form that was acquired at the time of the birth or the deceased's death. The next of kin's own identity card is required for confirmation and authentication of identity, and linkage of the next of kin to the subject. In addition, the DCNR operates through each district and subdistrict monthly/quarterly mobile registration services to remote and difficult to reach areas, and other centers to conduct registrations of any noninstitutional birth and death events and to distribute certificates without the respective individuals having to visit civil registry offices. Civil registration is undertaken free of charge. A late registration fee of BWP 5 (US\$0.50) is charged for every month of not registering up to a maximum of BWP 100 (US\$10). For a duplicate certificate, BWP20 (US\$2) is charged, while for alterations the fee is BWP 10 (US\$1). However, in order to further improve access to the registration service and to facilitate the registration of vulnerable children, the Government made a decision in 2014 to suspend all late registration fees from April 2014 to March 2015, and to continue the suspension of fees for the vulnerable population (destitute persons, orphans and vulnerable children) beyond March 2015. In addition, another decision was made to relax requirements for supporting documentation for registration of remote area dwellers. Instead, a local assessment committee comprising of local leadership and officials meets to orally hear such evidence and on the basis of the minutes produced, an application for registration is completed and forwarded to the Registrar for authorization and processing. As of June 2015, laminating machines were acquired to specifically laminate the births and deaths certificates issued to those residing in remote and difficult to reach areas. This was done for preservation purposes to assist people living a more nomadic lifestyle.

Late registrations

In the case of late registrations, the declarant also has to bring an affidavit and witnesses to confirm that the event indeed occurred. These extra steps are designed to prevent ghost registrations. The application form is considered by the Late Registration Assessment Board for data authentication and authorization at a higher level. The Board is based at the head office of the Department of Civil and National Registration in Gaborone. It can either ask for additional information, refer the matter for further investigation, or approve or reject registration. All completed application forms, including approved late registration forms, are then

immediately entered into the registration system, at which point the registration process is completed and a certificate can be issued. The certificate collection protocols and procedures will then follow. It is important to note that at this point, the customer can collect a certificate from any of the DCNR offices countrywide since the births and deaths registration system is decentralized and connected to the central database.

Processes for obtaining duplicate births and deaths certificate

Duplicate certificates are normally requested for various reasons. The procedure for acquiring a duplicate is that a customer presents himself/herself at any of DCNR offices where he/she will be required to make a sworn statement describing the circumstances that led to the loss of the certificate. The customer will then pay a replacement fee of BWP20.00 (US\$2) after which a supervisor authorizes a certificate to be issued. In cases where there are changes as a result of a change in the surname or where the High Court has authorized material changes in either birth or death registrations, the same capture and authorization procedures will be followed and new certificates issued accordingly.

Coverage of vital events

According to the 2007 Botswana Family Health Survey report, about 94 percent of births in the country are institutional (that is they take place in a modern health facility, attended to by qualified, professional birth attendants). Table 3 shows the number of births, deaths, marriages registered, and national identity cards issued between 2009 and 2015. The table also disaggregates the number of births according to whether they occurred in a health facility or at home, as well as whether they were registered on-site or not.

Figure 2 shows the percentage of births registered on-site between 2011 and 2015 out of all births that were registered during each year. The figure shows that the proportion of on-site births has been increasing steadily from 4.2 percent in 2011, to 28.3 percent in 2014, and to 35.1 percent in the first half of 2015.

Figure 2: Percentage of On-site Registered Births as a Proportion of All Registered Births

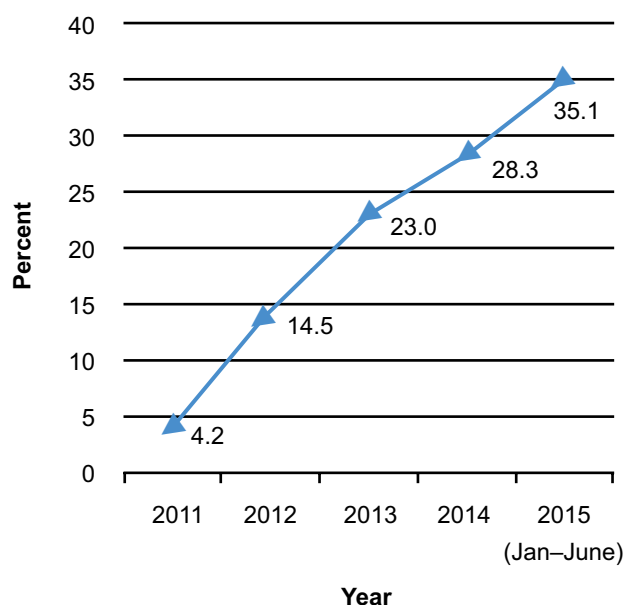


Table 3. Number of Births, Deaths, and Marriages Registered, and National Identity Cards Issued

Year	Number of Births in Health Facilities (MoH)	Number of Births at Home (MoH)	Number of Registered Births (CNR)	Number of On-site Registration (CNR)	Number of Registered Deaths (CNR)	Number of Registered Marriages (CNR)	Number of ID Cards Issued (CNR)
2009	45,145	220	123,524	—	14,497	4,637	245,601
2010	49,853	475	197,382	—	14,317	5,648	147,811
2011	44,904	104	67,550	2,856	15,430	5,677	198,111
2012	49,957	91	107,848	15,653	15,629	6,391	152,572
2013	49,771	68	92,636	21,288	15,614	5,806	188,119
2014	—	—	97,850	27,739	14,551	5,609	177,002
Total	239,630	958	686,790	67,536	90,038	33,768	1,109,216

3. National/foundational ID

The Botswana national identity management system is foundational (that is the mode of identification is national and is used for multiple purposes).

According to the National Registration Act CAP 01:02, it is compulsory for every citizen of Botswana to undertake National Registration within thirty (30) days of attaining the age of sixteen (16), or within 30 days of acquiring Botswana citizenship. Birth registration establishes the identity of an individual or citizen and the additional enrolment in the national registration and the issuance of the National ID card, confirm his or her legal identity. The 'Omang' or National Identity Card is the prima facie proof of the particulars stated on the identity card. The National Identity Card enables every citizen to access reserved public services (such as social safety net programs) by presenting it to service providers for identification purposes and authentication of personal data.

The Government of Botswana has established an organic link between birth registration, national registration, and death registration through a unique identifier to ensure that birth registration becomes a credible foundation for identity management beyond just serving as a source of vital statistics and to ensure that death registration marks the official end of identity. In 2011, in addition to a certificate of naturalization, the birth certificate was made a compulsory requirement for National Registration and for acquisition of a national identity card at the age of 16 years. In a case where the birth certificate is not available, mechanisms for dealing with the lack of breeder documents when applying for a new, national ID have been put in place. For instance, social footprints like school certificates and baptismal certificates are used to inform the reconstruction or establishment of identity. Moreover, the law provides that the Registrar can require any additional information necessary to ensure authenticity of registration. In such cases the next of kin/parent/guardian or those with material knowledge of the events are often required to depose to an affidavit attesting to the facts they present. An additional affidavit from a local or village Chief or Headman may also be required in certain cases.

The National Identity number used at age 16 is the same unique identification number (UID) issued upon registration of birth. This strategy ensures an identity life cycle from "Identity Establishment" to "End of Identity." "Identity Establishment" is accomplished on the basis of 'Evidence of Identity', such as timely birth registration, and 'End of Identity' is accomplished through death registration or emigration. In the case of a resumption of citizenship, identity will be reactivated.

Identity establishment is a fundamental right of citizens, and the National Identity Management System is linked with other systems, such as the electoral system, the Social Benefit Registration System (SOBERS), government payroll, and the transport system. Similarly, through this link, the National Identity Management System is updated when a death occurs. The status of the registered citizen is changed from 'Live' to 'Deceased' and subsequently all other systems get updated upon enquiry of the NIS on the status of the person.

The DCNR handles all the administrative functions, including card production, card distribution, enrollment, data storage and management, and card issuance and distribution. Only system maintenance and support is contracted out to the tune of P30 Million or US\$3 million per annum over and above the approved annual budget of US\$5.6 million. The system is based on proprietary technology or source code, although because the system has challenges, it is not good practice to use it. At the moment, it will be difficult to change vendors due to a lock-in of the vendor, but the DCNR is working on modalities for a more open source situation.

National ID database

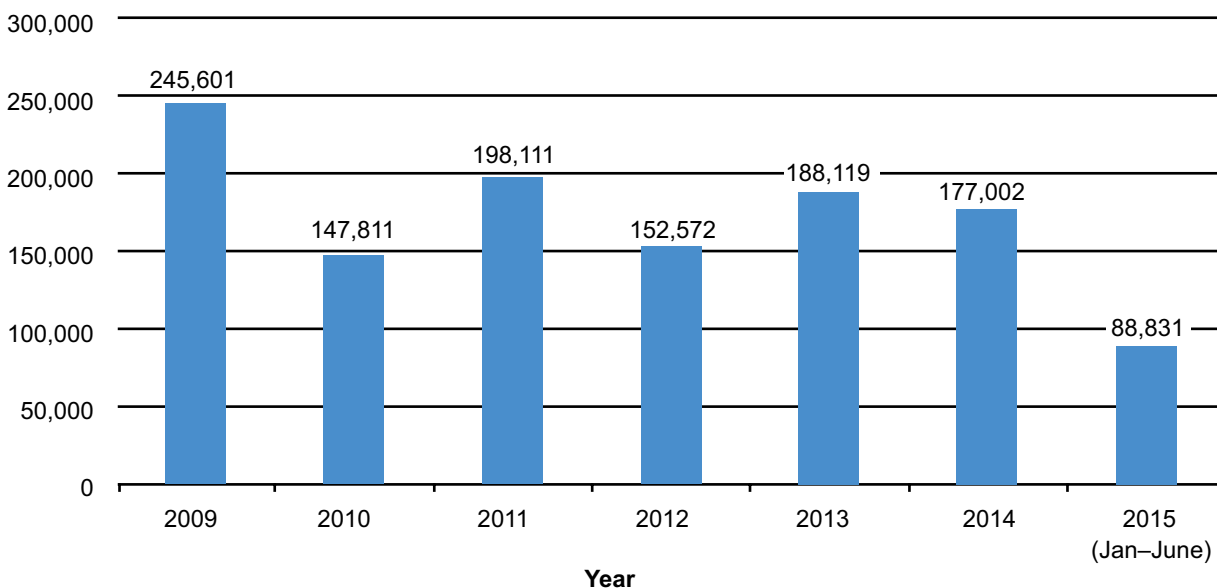
The National ID database includes all citizens. There is also a separate register maintained for noncitizens under the Immigration and Citizenship System (ICS). However, a project is ongoing to link the two registers together with the marriages/divorce function and change of name to create a comprehensive Population Register or People Hub for all the people in the country.

For Gaborone and surrounding areas, the service delivery turn-around time standard is 8 days from the time of application to identity card issuance and 14 days for other parts of the country.

A total of 1,710,345 national identity cards have been issued since 1988 of which **1,549,173** are currently held by individuals. This represents 80–90% of coverage among the eligible population. Figure 3 shows the number of identity cards added annually to the National ID database between 2009 and 2015. There are reasons for the apparent annual fluctuations in the number of national identity cards issued. For instance, the highest number—245,601 in 2009—coincided with the 2009 General Elections when demand for identity cards for voter registration went up. Similarly, there were upticks in 2013 and 2014 prior to the 2014 elections. For instance, about 137,647 replacement cards were issued in 2014. This number is a little high due to incidences of replacement of lost cards to facilitate voters wanting to participate in the General Elections of 2014 since a valid identity card is a requirement under the Electoral Act for one to register and vote at any election. Additionally, the initial general national enrollment for national registration which was first conducted from 1988 to 1993, and the 10-year cycle of card expirations requiring reissuance of identity cards, accounted for some of the large numbers recorded in 2009 and to some extent in 2011.

The following information is obtained at the time of enrollment: (i) name; (ii) date of birth; (iii) sex; (iv) residential and postal address; (v) place of birth; (vi) marital status; (vii) occupation; and (viii) information on parents or other family members. Biometric data, mainly photo and fingerprints (two thumbs) are also captured at the time of enrollment. The original source images are stored in the registry and are not stored as encrypted templates. Linkage of the applicant information with parents' identity numbers was introduced in 2012 to create family trees and to further enhance de-duplication (that is, ensuring that each individual is entered in the central database only once). Additionally, the Automated Fingerprint Identification System (AFIS), which is similar to the one employed by the United States Federal Bureau

Figure 3: Number of National Identity Cards Issued per Year, 2009–2015



of Investigation, is utilized to secure national identity. All national identity cards issued should have gone through the AFIS, thereby ensuring uniqueness. AFIS uses biometrics and the identification numbers to verify the identity of an individual at the time of enrollment, subsequent re-application and at any point of de-duplication.

The Omang

The Omang or National Identity Card, which was first introduced in 1988, is a barcoded paper laminated identity card. There are currently no online identity services available, but an electronic identity card will be introduced as part of the implementation of the NDP 10 project. The external features on the card are human and machine-detectable. On the face of the card, the unique ID number, name, age, sex, place of birth, and color of eyes is printed. The card has both first and second level security features. First level security features are those visible to the naked eye, while second level features are machine readable. There is no other information stored on the card that is not visible but is only machine readable. The Omang ensures the uniqueness of individuals in the database. The unique ID number issued at birth is the same one used for the “Omang” at age 16 years. This provides an organic link between the birth register, the National Identification System, and the Death Register. Furthermore, biometrics are used to de-duplicate at the time of enrollment. In case of late registration, community level verification is used by involving local leadership and collecting social footprints for re-creation of a person’s identity.

By law, the identity card is valid for only 10 years, after which it expires and must be replaced. The National Registration Act also provides for replacements when particulars or the surname change, or when an identity card is lost. The cost to produce and issue an ID is BWP150 (US\$15). There is no fee charged for first time applicants. However, a fee is charged for replacing a lost or stolen card, mainly as a deterrent. The cost of replacement is BWP110 (US\$11) and the renewal fee is BWP5 (US\$0.50).

As in the case of issuance of a new ID, the replacement ID for renewal or for lost or stolen cards also takes about 8 days in Gaborone and large areas and 14 days in other places. There are mechanisms in place under the Change of Name Act, which regulates use of surnames, and under the Births and Deaths Registration Act, which regulates the use of forenames, which are used for updating information in the national registers for individual identity. About 15,000 requests are made annually to process such changes, including those authorized under the law by the High Court and the Honorable Minister of Labour and Home Affairs.

Under the National Registration Act, Chapter 01:02 section 8, any person shall be guilty of an offence under the Act who:

1. Furnishes false information or makes any false statement in his application for registration or in any affidavit sworn under this Act; or
2. Forges any document for the purpose of obtaining registration under this Act; or
3. In any way seeks to illegally influence the decision of the Registrar; or
4. Being already registered, applies for registration; or
5. Being in possession of any identity card, applies for a new card falsely alleging that his identity card was lost or destroyed.

Section 19 of the same Act also states that any person who is guilty of an offence under the Act shall, in addition to any punishment under any other law:

1. Be liable under section 8 and under paragraphs (e), (f) and (h) of section 18 to a fine not exceeding P1500 (USD 150) or to imprisonment for a term not exceeding one year or to both such fine and imprisonment;

2. Be liable under paragraph (a) to (d) and paragraphs (g) of section 18 of this Act to a fine not exceeding P500 (USD 50) or to imprisonment for a term not exceeding six months or to both such fine and imprisonment.

Despite the fact that birth certificates and identity cards are key documents required by citizens to access social and development services in the country, not all people have been registered. In recognition of this, a Special Project on the Registration of Vulnerable People was launched in 2012 by the Ministry of Labour & Home Affairs in collaboration with UNICEF. In June 2015, the second generation Universal Registration Campaign was launched. The project is aimed at improving registration of births among vulnerable groups, which is mainly comprised of Remote Area Dwellers (RADS), people with disabilities, orphans, street children, and other vulnerable children. During registration, stringent requirements are relaxed, but relevant evidence or information is required through community level verification to reconstruct the person's identity. For applicants who do not have any proof of birth, the District Registration Assessment Committee assesses eligibility for registration as well as date of birth and uses any available social footprints to assist in registration. This is a multi-sectorial committee chaired by the District Commissioner with representatives from government departments and other stakeholders in the respective locality. For instance, members are generally made up of representatives from the Botswana Police Service, the Department of Immigration and Citizenship, the Department of Social and Community Development, the Old Age Pensions Office, the District Health Management Team, the Village Development Committee, and the village Chief. A representative of the Department of Civil and National Registration serves as the Secretary to the committee. The committee interviews the applicant and family members through the help of the Chief and Village Development Committee to get as much information as possible and makes recommendations to the Registrar. The Secretary then makes a report and forwards the application for processing to the Head office for the registration to be effected and an identity card or birth certificate issued.

Inter-agency information flows and interoperability

It is a requirement for a person to possess a valid identity card in order to access numerous services, including opening a bank account, obtaining credit or loans, reporting to the tax authority, obtaining a marriage certificate, obtaining private health insurance, enrolling in social insurance programs, qualifying for cash transfers, food or other safety net programs (especially those provided by or through the government), obtaining a cell phone account, obtaining a passport, getting a driver's license, registering for and voting during national elections, registering a vehicle, obtaining health care, purchasing property such as a house, and obtaining tuition assistance for education. Furthermore, Government agencies and programs are not expected to issue their own forms of identity cards because the DCNR is the only authority for issuing the Omang. However, the electoral registration card and old age pension scheme card are issued on the basis of the Omang but they are not national ID cards per se. Other government institutions use this one identity created to facilitate data authentication through system interfaces and integration of data.

The organic linkage of the National Identification System (NIS) with the Births and Deaths Registration System (BDRS) has been mutually beneficial. The ongoing project of establishing a Population Register or People Hub will further improve the interoperability of systems.

Despite this Inter-Agency information flow and interoperability described above, there are some information communication technology (ICT) related constraints. While ICT infrastructure is available, in some very few instances the network is unstable. Specialized ICT technical skills are scarce, and this has necessitated the dependence on international private contractors, especially for systems design and maintenance.

4. Key dimensions of the national/foundational ID system

The following sections describe the four key dimensions of the status of the national ID (Omang) system: 1) accessibility, 2) robustness, 3) integration and regulated access to data, and 4) legal frameworks and data protection.

Accessibility

Accessibility is important to achieve significant access of an individual to a foundational ID. The extent of coverage of civil registration and the Omang is noted above. Some factors that affect the accessibility of the National ID System are described below.

Financial costs

As noted earlier, in Botswana, birth registration, birth certificates, and the first issuance of the national ID are all free. The renewal of the national ID is done every 10 years for a nominal fee of P5 (50 cents in US\$). The replacement of a lost national ID card is P110 (US\$11), which is imposed with a purpose to instill responsibility and to ensure safe keeping of the card. The free service and the nominal fees are instrumental in ensuring that there are no barriers to service access. In order to help improve access to registration services, there are set turnaround times for officials to provide these services.

Geographic access

Although Botswana is a vast country with low population density, the registration services are highly decentralized in the country. The DCNR has a network of 37 offices across the country in 12 districts and 25 subdistricts. It also operates 13 on-site registration offices at various hospitals across the country. Additionally, every district or subdistrict office undertakes a monthly outreach program, an initiative labeled “*Taking Services to the People.*” This was explicitly designed to expand outreach to the people, especially those in remote and hard to reach areas.

Access to vulnerable or marginalized groups

The Special Project on the Universal Birth Registration of Vulnerable Groups, which was launched in 2012 by the Ministry of Labour & Home Affairs in collaboration with UNICEF, also aims to serve hard-to-reach individuals. The project is aimed at improving registration of births among vulnerable groups, including Remote Area Dwellers (RADS), people with disabilities, orphans, street children, and other vulnerable children. The main objective of the project is to improve registration levels of these target groups. One way is through ensuring an effective and targeted use of the mobile outreach service to those residing in remote and difficult-to-reach areas, orphans, and street children. Furthermore, the registration requirements have been waived to improve vulnerable population access to identity management and civil registration services. The DCNR deliberately engages with the leadership of their communities, and of NGOs working with them, to improve program inputs, and to foster the building of trust among them. Furthermore, although stringent requirements are relaxed, relevant evidence or information is still required to reconstruct the identity of such individuals through interviews by the registration committee in order to

Provision of registration service during outreach to remote and hard-to-reach areas.



validate information vouched by the local leadership from where the client emanates. Additionally, thirty officers have been trained on sign language; and the braille book (for the visually impaired) has also been produced for all registration services.

Information, education and communication campaign

Economic, cultural and logistics are some of the categories of barriers identified by the DCNR as bottlenecks to civil registration and identification for vulnerable groups of the population. Accordingly, the Department provides free services for them. According to the Affirmative Action Policy the following groups of people are vulnerable: people living in remote and hard to reach areas; orphaned children; the poor; disabled people; and senior citizens. On the basis of this policy, the DCNR has developed a Special Project on the Registration of the Vulnerable People. The DCNR further has formal cooperation arrangements with other agencies and organizations to improve inclusion and to gain better access to registration and identification documents. These include other government agencies, international agencies and donors, and nongovernmental organizations.

Below are some of the actions undertaken to address the needs of the most vulnerable population groups:

- In 2011, the First generation, Universal birth, Death and National Registration Campaign was launched targeting the whole population and specifically conducting awareness and registration campaigns in remote areas
- Special project on the Registration of the Vulnerable Groups
- Establishment of Registration Assessment Committees to facilitate the implementation of the Special project on the Registration of the Vulnerable Groups and to assist those who do not have required documents for registration

- Waiver on payment of late registration penalty fees
- Prioritizing applications from vulnerable groups
- Second Generation Campaign on the Universal Registration launched on June 2, 2015.

Grievance redress mechanism

There is a robust client feedback system which utilizes prescribed instruments to collect client grievance and feedback inputs. One of those is the Customer Feedback System introduced by the Government in 2015 and is implemented across Government Ministries and Departments. Complaints are analyzed on a monthly basis and appropriate corrective action taken, including following up with clients where necessary. Furthermore, a complaint procedure is published in each service center detailing the contact details, including telephone numbers, of officials to contact in case of a query, a complaint, or a compliment. The Ministry has a centralized Call Center in Headquarters where customers from across the country can call to make telephone contact on any complaints or compliments they may have. Further, there is a Minister’s Call-in Program once every month on the last Tuesday of the month from 10 A.M. to 11 A.M. where the Minister receives calls from members of the public in the call center on anything they may want to discuss with him, including complaints and compliments. The calls are received in the presence of all Directors who may resolve or respond to the complaints on the spot or later depending on the intricacies of the issues raised. In addition, many—but not all—of the registration laws stipulate that the office of the Hon. Minister is the appeal authority.

Street children with their guardians and Director of DCNR (center) showing and waving their newly acquired ID cards and birth certificates. The street children are part of the 3 vulnerable groups—orphans, street children, and those in remote areas.



Robustness

Robustness refers to the accuracy, reliability, and security of the mode of identification. Uniqueness, accomplished by assigning a unique identification number or card to a specific individual, ensures robustness of the national ID system and minimizes fraud. Uniqueness facilitates a de-duplication process (that is ensuring that each individual is entered in the central database only once). In Botswana, an elaborate mechanism is in place to ensure uniqueness. The enrollment (how biometrics are captured) features of the identification card and the use of an Automated Fingerprint Identification System (AFIS) for de-duplication are described in detail above in the section on national ID. The Government of Botswana in 2003 established an organic link between birth registration, national registration, and death registration through a unique identifier to ensure that birth registration becomes a credible foundation for identity management beyond just serving as a source of vital statistics and conferring rights on individuals. The organic link extends to death registration that marks the end of identity. In 2011, the birth certificate was made a compulsory requirement for National Registration and acquisition of a national identity card at the age of 16 years. The national identity number acquired at age 16 at the time of national registration is the same as the unique identification number (UID) issued at the time of birth registration. The integration ensures an effective management of an identity life cycle from birth (“Identity Establishment”) throughout the lifetime to death (“End of Identity”). Establishment of identity is thus done on the basis of “Evidence of Identity” such as a timely birth registration, or on the basis of social footprints (such as a school certificate) in case of late registrations in cases where births occurred outside a health facility. “End of Identity” is carried out through death registration or emigration. Under this system opportunities for double registration are diminished (as further described above). Thus, only one identity is created and can be used several times, securing the integrity of the identity.

Authentication (that is verification at the point of transaction) of the National Identification System is linked with other Government systems, such as the electoral system, SOBERS, government payroll, the transport system, and others, to facilitate service delivery because this identity serves as a gateway for an individual accessing services. Similarly through this link, the National Identification System is updated when a death is reported. The status of the registered citizen is changed from ‘live’ to ‘deceased’. At the same time, all other government systems maintained by service ministries that are interfaced with the NIS will receive such an update at the next enquiry for the citizen’s status.

The integration between BDRS and NIS results in several advantages for identity management and service delivery. First, the integration process ensures that the identity management register is up-to-date and not bloated with nonliving identities, and ensures further that identities listed in the register are actually living and represent real identities. The organic link also stabilizes the identity of the individuals such that by and large, individuals are who they say they are. This brings about integrity in identity management. Secondly, such integrity and trust has resulted in the acceptance and use of identity by individuals and institutions, both private and public, in order to transact business with one other. Identity is largely used to secure access to services by those qualified either in terms of age, citizenship, or social safety net programs. As a result, this integration of civil registration and identity management has effectively reduced governance challenges such as fraud, pilferage, ghost employees, and so forth.

In terms of the electoral process, identity management has served to strengthen Botswana’s electoral process and to continuously preserve its democracy through ensuring the integrity of the voter’s roll. The integrity is achieved by ensuring that on the basis of an identity card, the right to vote is exercised only by those entitled and qualified to vote by virtue of citizenship and age in terms of the Botswana Constitution and the Electoral Act, and also by reinforcing the validation of identities of voters to ensure that they are indeed who they say they are before registering to vote or actually casting a vote. The voters roll is also generated on the basis of the identity management national register. The registration of someone not registered in the national identity management register cannot proceed at once, but instead the person must first be subject to investigation and verification. Similarly, any double registration is queried and cleared up before inclusion or exclusion in the voting roll. Furthermore, any time the death of a registered voter is registered, a real time update occurs changing the status of the voter from ‘live’ to ‘deceased’, hence maintaining the integrity of the voters roll.

Integration and regulated access to data

Integration refers to the extent to which a unique ID is used by both private and public programs allowing the ID holder to verify identity for many different purposes, and allowing for different databases to be mapped to each other. As noted above, a single unique identification number is used mostly in the public sector, while a physical ID card is used by individuals to prove their identity in the private sector, since there is no integration of the identity management system with those of the private sector for personal data authentication purposes. There are, however, plans to interface the systems of the private sector for authentication purposes with the identity management systems through the ongoing project to build a Population Register. The National ID system is administered by DCNR. The creation of one department to deliver on civil and national registration headed by one Registrar brought about an advantage of synchronization of processes and immediate decision making. This has greatly stabilized the registrations and continues to facilitate the accelerated improvement and development of civil registration and identity management.

Legal framework and personal data protection

Currently there is no explicit and comprehensive Act of Parliament regulating privacy and data protection save for some provisions embedded in different laws. However there are administrative procedures and protocols on how government agencies can link their databases to the national IDM which must be adhered to by the connecting Ministries. Furthermore, Section 20 of the National Registration Act provides for secrecy of the data contained in the National Register, which means that the registry databases cannot be accessed by the members of the public. In the interim, in regard to privacy and data-sharing regulations and protocols, the National Registration Act provides for creating a schedule containing a list of Government institutions allowed by the Honorable Minister to access national registration data for administrative purposes. However, such access rights are limited to only viewing the data. The provision spells out accountability responsibilities for the user agencies and their staff and contractors in order to control data access. Furthermore, most of the released data is in the form of “yes” or “no” data rather than the actual data transfer. In recognition of the fact that these initiatives are not comprehensive enough, the country is in the process of promulgating data protection legislation which is currently at the Bill Stage. Once completed, the Bill is expected to provide for critical improvements, such as a supervisory body within government responsible for monitoring compliance with privacy, data protection rules for data processors and users, and so forth. The Electronics Transactions Act has recently been enacted and among other things, it proposes for the provisions on the general keeping and releasing of personal data; submission of digital evidence and use of digital signatures among others.

On another note, the information that must be provided for obtaining the national level ID is the minimum required for the purposes of this ID. The only information that is disclosed on the face of the Omang is the bearer’s name, date of birth, place of birth, identity number, and sex. Also, there are penalties provided in the National Registration Act for violation of the privacy rules as contained under Section 20.

As already indicated, the DCNR is by law required to maintain a centralized national register. However, the data is not stored in an encrypted or a confidential form. Despite this, there is no record of any distinct security breaches reported in past years with respect to the identification system(s), although this does not necessarily mean that breaches may not have occurred. As a result, there is no data available to substantiate how many times individual data has been accessed by other entities (for instance, security agencies) outside of the regular course of public affairs.

Similarly, there are no reports that have been received so far of situations where offenses or instances of misrepresentation of personal information have been recorded by registrars. There is recourse for administrative and judicial appeal if individuals are denied registration or documentation in cases of misrepresentation of personal data.

5. Program specific ID cards

As already indicated, Botswana has a single foundational Identity Management System which creates one identity per person pursuant to the current legal framework which is used several times by the person at various institutions, and by those other institutions, to facilitate transactions between themselves as individuals and service providers. For instance, the post office card is simply a debit card produced on the basis of the Omang. The same principle applies to the voter's card, which is given as proof that somebody has registered and is issued purely on the basis of the identity card issued under national registration. Also, the Electoral Act is explicit that a valid Omang is a requirement for one to register for elections and to be given a voter registration card and to vote in elections. The Electoral act, Ch0209s54]54(b) states that every voter desiring to vote shall go to the polling station where the voter is registered to vote, and shall produce his or her voter registration card and identity card to the presiding officer.

Social protection

The Government of Botswana has created a comprehensive social protection system with numerous programs, including labor (SPL) programs, the Orphans and Vulnerable Children Program (OVC), the Destitute Persons Program (DPP), the universal Old Age Pension (OAP), the Community Home Based Care Program, Disability Cash Transfer, Vulnerable Group Feeding, Primary School Feeding, and the public works Ipelegeng program (which has reached roughly 220,000 persons).

The Department of Social Protection (DSP) under the Ministry of Local Government and Rural Development uses the Identity Management System and the resultant identity cards to facilitate their clients to access programs as follows:

1. Orphan and Vulnerable Children Program (OCP)
2. Destitute Persons Program (DPP)
3. Old Age Pension (OAP)
4. World War II veterans
5. Community Home Based Care Program
6. Destitute Housing
7. Public Works Programme (Ipelegeng)
8. Disability Cash Transfer Program (new one being designed)

However, for the OAP, Disability Cash Transfer and World War II veteran's program, beneficiaries can register as a proxy for those who are bedridden or those with caretakers. These registrations are reviewed every six months to establish if the beneficiary is still alive. This also ensures that the proxies do not continue to benefit from the program even when the main beneficiary is deceased. To date, 100,471 individuals over the age of 65 have been registered for the old age pension program, and 1,900 for the World War II veteran's program. The total spending for the OAP under the 2015/16 budget stands at BWP393, 602,400.00 and BWP10, 699,920.00 (these figures are based on the projected numbers, acquired from the National Identification System, of people alive who benefit from the programs). The Department of Social Protection offer several benefits to their clients (see Table 4).

To access programs such as the OAP and World War II veteran's program, Botswana Post, which is a service provider engaged by the Department of Social Protection (DSP), charges varying service fees depending on whether payment is made at the Post Office or off site. The information that can be derived from the card is not visible but the smart card is machine readable. Such information includes the National

Table 4. Functional Programs and Their Coverage, Department of Social Protection

	Program/ Benefit Category	Targeted Population Group	Objective	Qualifying Conditions	Responsible Implementing Agency	Geographical Areas Covered	Payment Mechanism (if cash or near cash)	Number of Beneficiaries (value/latest year)	Total Expenditure (value/latest year)
Old Age Pension	Monthly Cash Transfer	Elderly 65 years and above	To empower the elderly economically and eradicate poverty amongst them	Age	Botswana IPost	Countrywide	Smart card	101,208	393,602,400
World War II Veterans	Monthly Cash Transfer	Veterans or their widows	To empower them economically	Having served at World War II	Botswana Post	Countrywide	Smart card	2,077	10,699,920
Destitute Persons	Monthly Food Basket and Cash Transfer	The poor who have been assessed and found to have monthly income less P300	To empower the poor	Socioeconomic	Botswana Post (Cash) Smartswitch Botswana	Countrywide	Smart card	31,829	247,594,200 (Baskets) 48,515,040 (Cash)
Community Home Based Care	Monthly Food Basket	The terminally ill	To empower them and facilitate their healing nutritionally	Doctor's referral with the assistance of a Dietician	Smartswitch Botswana	Countrywide	Smart card	1,229	P20,000,000
Orphans and Vulnerable Children	Monthly Food Basket School Uniform Private Clothing	Orphan Vulnerable Child	To empower OVC	Every Orphan Assessed and recommended Vulnerable Child	Smartswitch Botswana	Countrywide	Smart card	32,803	P350,000,000
Disability Cash Transfer	Monthly Food Basket and Cash Transfer	Severe and Profound Disability	To empower PW severe and profound Disability	Assessed and recommended PWD	Not yet determined	Not yet determined	Not yet determined	Assessments ongoing	P20,000,000

ID number, name, address, age, and sex. As already stated, the Department of Social Protection does not issue IDs and any operational issues regarding the production and issuance of the IDs are the responsibility of the DCNR. However, for its operations, the DSP captures from the National ID database the name of the client, date of birth, sex, and address. Once clients enroll for the programs in DSP there is no photo taken. However biometric information such as fingerprints is taken for the OCP, OAP, DPP, and World War II veteran's programs. These biometric data are stored on the card and the card can be used to authenticate the identity for transactions. The DSP is working to interface their client registration database with the payment system. There are clear rules for access to the data maintained by the programs under the DSP.

Replacement of card

There is a cost to individuals for replacing a Botswana Post and Smart Switch Card that is lost due to negligence, but a free replacement card is provided in the case of a stolen, burned, or malfunctioning card. The National ID is required to apply for the replacement of these cards.

Elections management and voter registration card

The Independent Electoral Commission (IEC) was first established in 1997 and the voter registration cards came into effect in 1998. During the October 2014 General Elections, 824,034 voters were registered. New voter registration cards, which are paper barcoded cards, are issued for each round of elections and a voter's roll stays in place for five years. Since at the time of enrollment neither a photo nor biometric information is captured, the national identity card is used for proof of identity of a voter and for validation of records. The voter registration card is used together with a national identity card by an individual during elections.

6. Conclusion

The right to identity and nationality are firmly embedded in the Universal Declaration of Human Rights and the Convention on the Rights of the Child. The possession of an identity is a precondition for full citizenship. The Botswana government has committed through legislation and operations to ensure that people can enjoy these most fundamental rights. The Department of Civil and National Registration in the Ministry of Labour and Home Affairs is responsible for administering the single foundational National Identity Management system based on birth registration. The Government of Botswana has established an organic link between birth registration, national registration, and death registration through a unique identifier to ensure that birth registration becomes a credible foundation for identity management beyond serving just as a source of vital statistics, and that death registration marks the end of registration. In order to synchronize the processes and decision making, one Registrar is responsible for both civil and national registration. In order for individuals to have access to a national ID, they must be citizens of Botswana, born in Botswana, and aged 16 years or over.

The national level ID is commonly used for accessing most services. An identity card is a requirement to access numerous services, including: health care; opening a bank account; obtaining credit or loans; reporting to the tax authority; obtaining a marriage certificate; obtaining private health insurance; enrolling in social insurance programs; qualifying for cash transfers, food or other safety net programs, especially those provided by or through government; obtaining a cell phone account; obtaining a passport; getting a drivers' license; voting in national elections; registering a vehicle; purchasing property such as a house; and obtaining tuition assistance for education.

An inadequate budget and a shortage of skilled manpower are some of the political and economic limitations that affect the government's ability to implement the ID system. However the resources that are available show a significant commitment on the part of government to CRVS and IDM development and maintenance. The current political commitment and leadership is visible both nationally and locally at councils and among local authorities.

7. Way forward

The recently completed Comprehensive Assessment of CRVS and ID-M in Botswana has identified gaps and bottlenecks that require remedial action. The Investment Plan based on the assessment and the on-going project on creation of a People Hub will be extensively relied on to further improve Identity Management in Botswana. The use of a formalized Memorandum of Understanding between the MLHA and other user agencies for secure data management and interoperability will facilitate service delivery in numerous programs, especially social protection programs.

Botswana has deliberately moved slowly towards creating a People Hub and introducing electronic Identity cards in order to first ensure that data integrity and efficiency of processes for the civil registration and identity management systems are maintained, and also to ensure that the systems are reliable, stable, and dynamic, and not vulnerable to fraud. This is done by ensuring that the registration processes are dynamic and foolproof before proceeding with digitization and that the environment is in fact ready to embrace a full scale population register or People Hub. Rushing into digitization before ensuring that processes are efficient, adequately inclusive, and rigorous, could result in Identity Management Systems that are vulnerable to fraud, with multiple or ghost beneficiaries for social protection programs and other entitlements and services. This could erode trust and confidence of the national Identity Management System, and also could result in high implementation costs for various government programs. Botswana was careful to first build robust processes before proceeding with digitization and a People Hub.

The 2015–2020 CRVS and Identity Management Investment Plan

The following section highlights some of the key elements of the CRVS and Identity Management Investment Plan, which point a way forward for further development of Botswana civil and national registration.

Strategic impact

Evidence-based decision making that contributes to national development and societal transformation towards prosperity for all.

Strategic outcomes and goals

The four CRVS strategic outcomes are:

1. One lifetime unique identity created and used several times to secure civil rights and access to services
2. Availability of disaggregated data and indicators for evidence-based decision making and good governance
3. Enhanced service delivery and accountability
4. Institutional excellence

These outcomes are to be achieved over the medium- to long-term period. They are aligned to the NDP 10, Vision 2016 and the Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS).

Strategic outcome 1: One legal identity to secure civil rights for all

By 2020 the goal is to achieve a registration rate of 95 percent for births and deaths, 100 percent for civil marriages and civil divorces, and 95 percent for customary marriages and divorces. On the basis of the organic link between the births and deaths registration, national registration and death registration, and on the achievement of universal registration for all, the country should continue to sustain one identity for all, since an identity is created only once by only one institution for an individual and is used several times by agencies in delivering services to the individual.

Key indicators for success are:

1. Registration documents issued to all the registered
2. All registration processes automated
3. Standardized and harmonized registration processes
4. All systems linked
5. Increased usage of national service points
6. Vulnerable groups have access and use of registration services
7. National population register is part of the e-government system

Strategic outcome 2: Availability of disaggregated data and indicators for evidence-based decision making and good governance

By 2020 the goal is to provide 95 percent of reliable and accurate vital statistical data and indicators derived from a civil registration source for evidence-based decision making.

Key indicators for success are:

1. Complete and reliable civil registration
2. Improved civil registration data integrity and accuracy
3. CRVS systems are integrated, interoperable and fully utilized
4. Official statistics are published according to international standards
5. Production and dissemination of an up-to-date Annual Vital Statistics Report generated from a civil registration source

Strategic outcome 3: Improved service delivery and accountability of the state

By 2020, the goal is to provide and account for 95 percent of all CRVS services to ensure maximum customer satisfaction.

Key indicators for success are:

1. Registration points established in rural areas (replace with decentralized services to remote and difficult to reach areas)
2. Integrated planning, implementation and coordination structures established
3. The “People we serve” are satisfied
4. Empowered government agencies for evidence-based decision making and good governance

Strategic outcome 4: Institutional excellence

By 2020 the goal is for CRVS institutions to be capable, sustainable and modern.

Key indicators for success are:

1. Enabling CRVS legislation passed and implemented
2. Performance of CRVS institutions monitored and evaluated
3. Skilled staff for new environment
4. Modernized and automated processes as part of the government modernization program
5. Modern, accessible and set standards of office facilities
6. Performance culture is all about the “People we serve”

Critical success factors

1. Collaboration and cooperation by stakeholders
2. Enabling laws
3. Compliance to international standards
4. Computerized/digital processes
5. Decentralized Registration points: On-spot and mobile registration
6. Good coordination structures: Local authorities and assessment committees
7. Unique identifier/One identity
8. Reliable, timely and quality data

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Annex 1: National Registration Act

Section 20 of the National Registration Act Chapter 01:02 emphasizes the security and privacy of data. The following are regulations stipulated in the act.

- 1.** The registrar shall not disclose any information received by him from any application for registration or from any inquiries or investigations made by him in connection with any application for registration.
- 2.** All persons who are employed in carrying out the provisions of this Act shall, subject to the provisions of subsection (3), keep secret and assist in keeping secret any information that comes to their knowledge in the course of the exercise of their duties under this Act.
- 3.** No person referred to in subsection (2) shall, except in the exercise of his powers or the performance of his duties under this Act or in obedience to an order of a court:
 - a.** disclose information acquired by him in the exercise of his powers or performance of his duties; or
 - b.** permit access to any record of information received by a registrar under this Act, to any person who is not an authorized person or to any person other than a person entitled to receive such information in the course of the exercise of his duties under this Act.
- 4.** Notwithstanding the previous provisions of this section, the Minister may, by direction in writing, authorize access to information obtained by the Registrar under this Act by specified members of the Departments named in the Schedule.
- 5.** The Minister may, by Order in the *Gazette*, from time to time, amend the Schedule.
- 6.** Any person who, contrary to the provisions of this section, discloses information acquired by him in the exercise of his powers or the performance of his duties to, or permits access to information or records acquired under this Act by, unauthorized persons shall be guilty of an offence and liable to a fine of P1000, in addition to any other disciplinary measures that may be taken against him by his employer.

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