



REPUBLIC OF MALAWI

**National Registration Bureau
Communication Strategy
2015 – 2019**

March, 2015

Acknowledgements

This Communication Strategy has been developed with financial and technical support received from the EU through the Malawi Democratic Governance Programme.

The National Registration Bureau acknowledges the contributions from all stakeholders that took part directly or indirectly in the development of this Communication Strategy. Specifically, special appreciation is due to the NRB Director, Senior Management and staff for their contribution to the entire strategy development process. The personal participation and full involvement of the Director, Senior Management and other officers demonstrates the commitment that NRB has to successfully implement the strategy in the most comprehensive, timely and satisfactory manner.

The role played by Lawrence Useni – DGP Activity Coordinator and Norman Fulatira, Public Relations Officer in supporting the Consultants is greatly appreciated.

The Bureau would like to register its great appreciation to Mark Jeffery and Stanley Shumba Nyirenda, the Consulting Team that facilitated the development of this Communication Strategy.

Contents

Acknowledgements	0
Acronyms	3
Executive Summary	4
1. Context	6
1.1 <i>Institutional setup</i>	6
1.2 <i>NRIS</i>	6
1.3 <i>The NRB Strategic Plan and the Communication Strategy</i>	9
1.4 <i>NRB status</i>	10
1.5 <i>NRB Communication Activities</i>	13
1.6 <i>User and Stakeholder Perceptions</i>	17
1.7 <i>Summary of Findings</i>	18
1.8 <i>Situational Analysis</i>	19
2. Communication Strategy	20
2.1 <i>Goals and Objectives</i>	20
2.2 <i>Communication Components</i>	21
2.3 <i>Key messages</i>	23
2.4 <i>Target audiences</i>	24
3. Implementation Plan	27
3.1 <i>Generic Communication Approaches</i>	27
3.2 <i>Selected communication approaches for the National Registration Bureau</i>	29
3.3 <i>Implementation Schedule</i>	35
3.4 <i>Costing tables</i>	37
4. Monitoring and Evaluation	45
4.1 <i>M&E for communications</i>	45
4.2 <i>NRB Communication Strategy and Implementation Plan Monitoring and Evaluation Framework</i>	46
Annex 1. Selecting approaches and activities to implement	47
Annex 2. People Consulted	48

Acronyms

AFIS	Automated Fingerprint Identification System
BC	Birth Certificate
CDevC	Centre for Development Communication
CDC	Centre for Disease Control
CRVS	Civil Registration and Vital Statistics
DC	District Commissioner
DGS	Democratic Governance Sector
FBOs	Faith-based Organisations
IEC	Information Education and Communication
Mol	Ministry of Information
MC	Marriage certificate
NICE	National Initiative for Civic Education
NRB	National Registration Bureau
NRIS	National Registration and Identification System
TA	Traditional Authority
SADC	Southern Africa Development Community
STA	Senior Traditional Authority

Executive Summary

This Communication Strategy for the National Registration Bureau (NRB) has been developed with reference its mandate to implement the National Registration and Identification System, and in particular the roll out of national ID cards and birth, marriage and death certification. The Communication Strategy also builds on NRB experience in promoting registration in home villages and incorporates findings from a EU-supported Democratic Governance Programme consultancy.

The strategy follows a logical sequence; the first chapter looks at the context NRB works within from both policy and public perception angles, the second chapter uses this analysis to identify the key areas where the Communication Strategy can assist NRB, the third chapter explains how these components can be implemented, and the final chapter sets out how, once implemented the communication strategy can be evaluated. In this way the strategy identifies problems and then suggests practical ways to address these problems through communications.

The Strategy has been designed with the following factors in mind:

- A draft communication strategy is already in place that can be developed further
- NRB already has a PR unit that has proved capable of managing a successful campaign to encourage village registration ahead of provision of birth certificates and ID cards, it appears to have had particular impact in villages
- This campaign included training and orientation of implementing stakeholders at district level and in the public health service
- The campaign was developed and implemented using professional partners in government and its agencies
- IEC materials were pretested, developed and distributed successfully and were on the whole accurately understood
- An evaluation report on the IEC materials records valuable lessons that can be applied to future campaigns
- There appear to be few negative impressions of NRB in the public domain
- Because there has been a break between registration and making applications for documents, this gives NRB an opportunity to make sure that NRIS is planned carefully

However;

- NRB profile is low especially among the media and other government departments
- The lack of presence or awareness, especially amongst the media means that NRB vulnerable to criticism
- The draft NRB communication strategy tends to be generic rather than focus on strategic communication needs
- The draft NRB communication strategy focuses mainly on civic education for the NRIS, and pays less attention to communications with agencies that will make use of the new forms of identification, and to building political will and resource mobilisation. To be successful NRIS II needs adequate funding so that the documents are in very wide use and also need to be widely *demanded* by government agencies and the private sector if they are to become the primary forms of identification
- The introduction of NRIS II in two parts, applications for birth certificate and applications for ID could create public confusion
- The expectation at registration was that it would lead to an identity document but the product was not delivered. The campaigns for NRIS II may fail if NRB cannot deliver documentation within a reasonable timeframe

To address these issues the strategy has been divided into four components each with associated key messages and recommended packages of communication activities.

The four components are:

1. Raise the profile of NRB with government and development partners and make the case for sustainable funding for NRIS
2. Government, agencies and the private sector understand the benefits of, and prepare for NRIS II
3. Citizen confidence in, understanding and use of NRIS primary documents
4. Prepare civil society and government agencies for the introduction of marriage and death certification

The Communication Strategy is completed by an Implementation Schedule that sets operational priorities, a timeframe and a budget for the recommended approaches under each component.

The intended outcome of the Communication Strategy is that there will be an increase in interest in NRIS outputs amongst users, citizens and residents of Malawi. This would mean that government departments start using the data generated as a basis for planning, public and private sector organisations think about how to integrate NRIS ID into their systems, citizens realise that NRIS documentation is a useful service that government provides, and Malawi residents appreciate that they need to apply for ID to access services.

In other words the communication strategy is intended to help mainstream NRIS into everyday Malawi life.

1. Context

1.1 Institutional setup

The National Registration Bureau (NRB) was officially set up in 2007 and it is mandated to establish, implement, coordinate, manage and maintain the National Registration and Identification System (NRIS) for Malawi in line with the National Registration Act No. 13 of 2010.

National Registration and Identification System is the systematic, continuous, permanent and compulsory recording of the occurrences and characteristics of vital events such as births, marriages, and deaths. The system encompasses the entire administrative, legal and institutional framework, pertaining to national registration, and includes issuing National Identity Cards to bona fide Malawians and resident foreigners.

The NRB is headed by the Principal Secretary in the Ministry of Home Affairs who has an oversight role, while the Director, assisted by the Deputy Director, has the legal mandate to technically spearhead the bureau to implement, coordinate, manage and maintain the National Registration and Identification System. The full institutional arrangement is as follows:

- **156** positions (27 Posts at Headquarters & 129 Posts in District Councils in line with Decentralization Policy)
- **28** District Commissioners acting as District Registrars (in line with Section 5 of the NR Act)
- Below the District Councils, NRB uses the traditional structure system involving Paramount Chiefs, Senior Chiefs, TAs, STAs, Group Village Headmen and Village Headmen in the national registration process.

Thus the vision and mission of NRB are:

Vision

To become a quality hub in population registration, identification and production of vital statistics for socio-economic development.

Mission

To provide up-to-date population bio-data in an efficient and effective registration process with a view of fostering positive identification of all bona fide Malawians and resident foreigners to achieve socio-economic development.

1.2 NRIS

Malawi currently does not have a fully-fledged National System for the Registration and Identification of its people. It is the only country in the Southern Africa Development Community (SADC) Region without a National Identification System. However, people use passports, driving licenses, voter certificates and identity cards provided by employers and institutions as identification documents. The major weakness with such forms of identification is that they are neither universal nor compulsory and are provided on request or on specific need. The credibility of some of such documents is also questionable.

The birth, marriage and death registration that has been provided for many years is manual and non-mandatory. The issue of birth, marriage and death certificates has been done on ad hoc and incoherent basis by various government departments, local authorities as well as the faith based organizations (FBOs).

It is against this background that the Government of Malawi (GOM) resolved to introduce a National Registration and Identification System (NRIS) to address problems associated with lack of universal and compulsory registration. This will be achieved through:

- Registration: The registration of births, adults, marriages, resident foreigners and deaths. This has been devolved to all the district councils in the country. The District Registration Offices in the office of the District Commissioner perform this function through the decentralized structures at district level.

- Image Capturing (IC): This function will involve capturing of photographs of individuals above 16 years of age to be one of the components for positive identification.
- Automated Fingerprint Identification System (AFIS): Taking of fingerprints using Biometric Technology will be the main feature for positively identifying an individual.
- National Database Program: This will involve the assigning of unique number to an individual that will lead to the production of identity cards and certificates for all eligible persons. For economic and security reasons, production will be centralized. This database will enable the country to have reliable and up-to-date data pertaining to population and vital statistics. The Database will be interfaced with other relevant systems to enhance data sharing.
- Capacity Building: The successful implementation of NRIS requires a well-structured organization, adequately trained staff with sufficient and relevant skills. Registration offices should be well equipped and mobility enhanced at all levels for effective implementation of the system. There is need of promoting and developing responsive, transparent and accountable leadership and management practices.
- Public Awareness and Civic Education Program: The effective NRIS implementation requires intensive public awareness and civic education on population, birth, marriage and death registration.

The specific objectives of NRIS are as follows:

- To facilitate **continuous capture of demographic data** through compulsory birth and death registration;
- To **improve socio-economic planning** by providing up-to-date population information from the “Population Register”.
- To **improve internal security** by facilitating positive identification of Malawians, Residents and Non-Residents;
- To enable Government and all stakeholders effectively **process emigration and immigration data**;
- To **improve voters registration and identification process** in Presidential, Parliamentary and Local Government Elections;

NRIS benefits¹

The National Registration and Identification System brings benefits to many including government departments, the private sector, service providers and the general public.

Civil Registration and Vital Statistics

- Civil registration is the most important act of recording and documenting of vital events in person’s life (including birth, marriage, divorce, adoption and death) as per the laws of the country and is therefore a fundamental function of the government.
- Civil registration contributes to public administration and governance by providing individuals with legal identity and civil status.
- Well-functioning CRVS enhances the credibility of national and local administrators and their capacity to deliver services by helping them to identify what services are need and by whom.
- As CRVS includes many stakeholders from a wide variety of background, coordination and communication of multiple agencies is the key to system’s performance.

Civil Registration System and Social Services

¹ Derived from NRB presentations on NRIS

Benefits and facilities provided by the government to improve the life and living conditions of “Children, disabled, the elderly, and the poor in the national community”;

It is the legal identity that enables access to essential services.

Education - a prerequisite of sustainable socio-economic development of any country.

- CRS will provide accurate data on school-going age groups (5-17 years) by area, district and national level – thereby facilitating effective planning for education in the country.
- Stakeholders will be able to realistically focus on the financial, human and physical infrastructure requirements based on up-to-date data available.

Health - a prerequisite enhancing the well being of general public by reducing the incidence of illness and occurrence of death in the population.

- CRS will provide accurate data for launching the vaccination programme and for estimating the requirement of vaccine and the corresponding workload by area, TA, district and national level – thereby facilitating evidence based health planning.
- Provide data for undertaking follow-up cohort studies i.e. Under- weight children.
- Identifying areas with lower percentage of women reporting for 1st trimester antenatal check-up.

Deceased Estate Management

- There has been cases where deceased estate i.e. death gratuity, inheritance of property, insurance claims etc. has been paid to wrong people due lack of proper system for issue of death certificate and positive identification of the individuals.
- Similarly, it has not been easy to enforce the Inheritance Act, as there is no identification system to relate objectively relationship between the deceased and would be beneficiaries.

Civil Registration System and Civil & Human Rights

- Birth registration of a child - a fundamental human right and an essential means of protecting a child's right to a name and identity.
- The Convention of the Rights of the Child and the African Charter on the Right and Welfare of Child recognize the right of every child to be registered after birth.
- The right to be registered is key to the protection right. Without legal registration, other rights are difficult to claim.
- Birth registration establishes formal proof of a child's name, existence and age. This proof can help to protect the child against child marriage, under-age recruitment into armed forces, and against child labour.
- By having the birth certificate (which is the child's first identity), it is easier to fight abuse and child trafficking.
- Proof of age can protect adolescent from being prosecuted and sentenced as adult.
- A birth certificate, as a proof of birth, can assist in tracing support unaccompanied and separated children.
- Not being counted leaves a child vulnerable to exploitation and abuse - crucial for children from marginalised groups.

NRIS and Positive Identification

Eradication of fraud in Lending and Banking Institutions

- The cases of forgery, fraud and impersonation will be eradicated completely with positive identification of the people by an identify card which is a *prima facie* of particulars of the individual including biographical and biometric details.

Cross-border Security

- Porous borders are making it difficult to identify the Malawian citizens from those people from neighbouring countries. This is on account of absence of positive identification along the international border resulting in compromising the security. The identification system will put a check on cross – border crimes such as drug trafficking, car thefts etc.

Illegal Immigration

- Foreigners from neighbouring and other countries are able to sneak through the porous international border. In the absence of identification system, it is almost impossible to segregate them from the citizens, resulting in over stay of these immigrants apart from indulging in illegal activities such as money laundering, car-jacking, armed robbery, drug trafficking and other shady deals.

Relief Management

- Targeted relief management becomes easy when there is a system for positive identification of the people. Programmes such as targeted input in agriculture and relief distribution during natural calamities i.e. earth quake, floods and other emergencies would be more effective with positive identification of the beneficiaries.

CRVS and Good Governance

- CRS universal and hence inclusive.
- An instrument through which government can reach out to each individual and deliver its services at the very margins of the society.
- This allows every individual in the society to prove with certainty, the fact relating to her/his existence, identity, and personal family situation.
- It helps people to realize their rights and privileges.
- The statistics generated from the system helps the governments to develop and implement programmes at the lowest administrative levels and monitor their progress on regular basis.
- NRIS improves the Electoral Process by ensuring that only the eligible voters cast their votes during the Presidential and Parliamentary General Elections, as well as the Local Government Elections.
- CRVS system is therefore, an essential pre-requisite for inclusive and good governance.

Observations:

The NRIS will provide for the production of mandatory and universally accepted birth, marriage registration and death certificates as well as identity cards. This makes possible recognition of the rights associated with legally and internationally accepted proof of birth, marriage and death, particularly in relation to promotion of human rights and validation of Malawian citizenship. Also the GoM will be able to improve socio-economic planning and implementation.

Essentially, once issued the identity cards will be the primary document for identification that will be recognized locally, national and internationally.

1.3 The NRB Strategic Plan and the Communication Strategy

The NRB Strategic Plan identifies 5 strategic outcomes that underpin the Plan's outputs, these are:

1. Improved national population and vital statistics management
2. Improved identification of Malawi citizens and foreigners
3. Increased public awareness on national registration
4. Improved NRIS registration services
5. Strengthen the institution and management of NRB

Of these, apparently “increased public awareness on national registration” has the most direct relevance for the Communication Strategy. However from the Strategic Plan it is clear that this output refers primarily to the development of a communications strategy and development of civic education linkages with implementing stakeholders. Thus the *implementation* of communications falls under the other strategic outcomes. For example; output:

- 1.1.4: Mass registration conducted,
- 1.3.1: Awareness on marriage registration conducted,
- 1.5.1: Awareness on birth and death registration,
- 1.7.3: Orientation workshops conducted, and so on.

So the communication strategy needs to address all five strategic outputs wherever required.

Observations:

The Communication Strategy needs to take account of all the dimensions of the NRB Strategic Plan, not only civic education

Implementing registration and issuing certificates is a administrative process that needs to be explained on its own account, but it goes beyond just getting a birth certificate or an ID card as the same details are used subsequently on marriage and death certificates, and may feed into other documents such as driving licenses and passports. The communication strategy needs to promote a holistic understanding of how NRIS impacts on citizens.

There are many benefits to both the government and to citizens to using birth certificates and ID cards; these benefits should be highlighted in the communication strategy materials.

1.4 NRB status

NRB has made some important strides in preparing for the roll out of the NRIS, this is referred to as Phase I: this includes²:

- Making functional the Central Office and 28 District Offices
- Enactment of National Registration Act in 2010
- Formulating Draft National Registration Regulations
- Orientation of **255** Paramount Chiefs, Traditional Leaders, Senior Chiefs, Traditional Authorities (TAs), Sub Traditional Authorities (STAs).
- Orientation and training of more than **22, 500** Group Village Headmen (GVHs) and Village Headmen (VHs) throughout the country on how to carry out registration of births, children, adults and deaths in the Hardcopy Village Registers at village level. They were also oriented on the National Registration and Identification System and related legal frameworks including Chief Act.
- Training of Trainers (TOT) for **28** District Commissioners and **715** selected members key sectors of District Executive Committees (DECs) for the District Councils i.e. Education, Police, Health, Social Welfare, Youth, Labour, NICE, etc.
- Distribution of more than **22, 500** Hardcopy Village Registers (HVRs) to Group Village Headmen and Village Headmen, who are formally recognized and gazetted by the Ministry of Local Government and Rural Development, in which they are registering births, children, adults and deaths on a continuous basis.
- Orientation workshops on the National Registration Act for “implementing agencies”, a total of **150** District Commissioners, Chief Executives of City Councils, Assistant District Registrars, Logistical Officers and Data Preparation Clerks participated in these workshops.

² Derived partly from the NRB 2014 Annual Report

- Birth registration in hospitals and health facilities in Malawi starting in Bwaila Maternity Hospital in Lilongwe and rolled out to 16 Districts of Lilongwe, Zomba, Mulanje, Dowa, Ntchisi, Karonga, Nkhata-bay, Mangochi, Machinga, Dedza, Mzimba, Ntcheu, Chitipa, Blantyre, Salima, Likoma and Neno . More than **190,000** newly born babies have been issued with Hospital Birth Reports since the launch to date as a frontline identification document for child protection.
- Public awareness and civic education on NRIS, through radio programmes on radio stations (both national and community) and Malawi Television to inform the general public on the progress being made in the implementation of the NRIS. The messages in these programmes are aimed at encouraging people to go and register with their Village Headmen, among other objectives. The NRB has also distributed Information Education and Communication (IEC) materials in form of T-Shirts, Calendars and Posters to stakeholders in birth registration (Health facilities) and Civic Education.
- Orientation meetings for Parliamentary Committees: The National Registration Bureau has held more than **10** meetings on the National Registration and Identification System for Malawi with Parliamentary Committees. The Parliamentary Committees are the Parliamentary Committee on Defence & Security, the Parliamentary Committee on International Relations, Chairperson & Vice Chairpersons of all Parliamentary Committees, and Women Caucus of Parliament. The main purpose of these meetings was to orient the Honourable Members of Parliament to acquire general understanding and knowledge on NRIS so that they can carry out public awareness meetings and civic educate constituents on the same and encourage them to register with their Village Headmen in the Hardcopy Village Registers (Kaundula wa Mudzi).

In addition, the Honourable Members of Parliament were requested to play an advocacy role to ensure that Government through the Ministry of Finance should allocate adequate funding in NRB's Annual Budgets to ensure that implementation of Phase II of the National Registration and Identification System (NRIS) for Malawi is done urgently and speedily.

Despite these achievements, the department is facing a number of challenges including

- NRB has not yet started producing its outputs including National IDs, Births Certificates, Death Certificates, Marriage Registration Certificates and Vital Statistics.
- Inadequate financial allocation especially for district offices has negatively affected population data entry into Hard Copy Village Registers due to inadequate monitoring.
- Inadequate office infrastructure and material resources such as vehicles, office equipment, office furniture for implementation of NRIS.
- Delay in contracting a contractor for implementation of computerized NRIS.
- High illiteracy levels of traditional leaders which has greatly affected population data capture into hard copy village registers at village level.
- Inadequate Human and ICT capacity.
- Inconsistent power supply
- Inadequate public awareness and civic education on NRIS and lack of Communication Strategy.
- Village Register data loss due to poor quality of the Hard Copy Village Register.
- HIV/AIDS pandemic

Thus it appears that although much of the groundwork has been done to implement NRIS, the final step – issuing identification documents has not yet been done. According to discussions with the **NRB Director and Senior Staff** the main reason for this is that the NRB lacks the resources to implement Phase II of NRIS (which includes the procurement of a contractor to deliver not only the documentation but also to implement “mass registration” of the population).

The scale of the task facing NRB is evident given that according NRB estimates this would involve issuing around 9.5 million birth certificates (less any issued under previous voluntary arrangements) and 6.5 million national ID cards.

Observations:

Although NRB has prepared district government and implementing agencies for NRIS and has even been using the mass media to encourage people to register, this has been done without being able to offer an end result or “product” in the form of a birth certificate or national ID card. Thus the motivation for further registration is likely to be low unless it ends in a tangible result.

There are no official statistics available about how many citizens have already registered for birth certificates or ID as a result of the training and civic education conducted so far.

Briefings with parliamentary committees have not yet resulted in mobilising resources for phase II.

The communication strategy should recognise that NRIS phase II will need to address a mass audience of all people living in Malawi

NRIS II future prospects

Although there is agreement that both birth certificates and national ID cards, should be rolled out as the key documents issued by the state and required by many agencies, the government has yet to allocate funds to allow this to happen. Thus although there is “political will” this does not translate into the resources needed to do the job, and means that timelines for roll out are impossible to adhere to. Some NRB staff found the promise of delivery without tangible results frustrating or even demoralising.

Financial sustainability is also an issue. Following directions from Cabinet, NRB will issue documents free of charge; this would ensure widespread access, and so comprehensive coverage. Also it would distinguish the new national ID cards from former paid-for Party Cards used during the one party state.

However the enabling legislation does not preclude charging for documentation, and in fact current plans include charging for replacement documents, and fees for alien residents. It is also envisaged that once the initial cards have been issued, charges would be progressively introduced. However the scale of the initial issue, without any element of cost recovery has proved a barrier to securing government resources. Indeed this lack of cost recovery led to the Chinese government withdrawing a loan offer to support Phase II.

Although charging for documentation may not be popular it is widely accepted in other areas such as driving licenses and passports, and given that birth certificates and national ID cards are set to become the primary forms of identification, charging may not be an issue providing the fee is not too high. Also charging for a document means that people value it more.

On the other hand there is interest from development partners in supporting birth certification because of the benefits it brings to childcare, child protection and to education management. This may materialise in time to begin trial issuing of birth certificates from April 2015 (to be scaled up progressively). Also the Office of the Vice-President has recently asked NRB to formulate a proposal to generate an EOI for Phase II implementation from July 2015. It would take at least 36 months to do mass registration for birth certificates.

Observations:

NRB needs to persuade government to adopt a more economically viable approach to the introduction of vital documentation. This should include identifying initial resources the launch phase II, and a cost recovery element to ensure sustainability.

The communication strategy needs to capitalise on interest from development partners and government and help turn this into real support for NRIS Phase II.

The communication strategy needs to take into account that introduction of fees may need be explained as part of NRIS Phase II, this may impact on those who have already registered under the impression that documents would be issued free of charge.

Internal communications

NRB HQ staff members are usually briefed by the Director and there are other regular meetings on administrative and technical issues but these are usually ad hoc. According to some NRB staff these meetings can become too frequent, and because of slow progress in NRB can therefore become tedious. As a result not all staff attend.

NRB has recently moved into new premises and is at the time of writing without internet connection. Currently some NRB staff members use internet cafes to pick up emails.

Observations:

There is need to formalise management and staff meetings to ensure that everybody within the organisation is well informed about the progress on the activities of the Bureau. Scheduled meetings with defined agenda need to be conducted on monthly and quarterly basis. To share information effectively officers need to have good access to the Internet and e-mail protocols need to be followed.

1.5 NRB Communication Activities

NRB communications are managed through a small PR unit of two officers with close involvement of a logistics officer. They have been able to implement IEC activities in support of Phase I of NRIS with the backing of DGP. The aim of Phase I was to encourage citizens to register in their home village. The campaign included both communication activities and training of implementing partners at district and village levels. IEC activities included radio broadcasts, posters in Chichewa, Tumbuka and Yao, leaflets and training manuals for birth reports.

Village registration should be distinguished from application for birth certificates or national ID, since this is really the compilation, at local level, of a list of all people validated by village heads as originating from the village. This village register will subsequently be used to cross check *applications* for birth certificates, and national ID cards. This second step of making applications for birth certificates and ID is nevertheless referred to as “mass registration”, and it is likely this will itself take place in two phases – applications for birth certificates, and then applications for national ID cards. The current best estimate is that Birth Certificate application (for 0 – 16 year olds) will start at the end of April 2015 (with support from CDC). It will begin in trial districts and then roll out nationally. A contractor for national ID card applications should be in place by August 2015 but mass “registration” would not be expected to begin until later (mostly likely 2016).

According to the **Communications team** the combined result of the training and communications activities up till now, is that about 80% of people living in villages have been now been registered, whereas perhaps 75% of those living in towns have yet to register. This is partly because registering requires travelling back to the village of origin (“home”), and partly because people living in towns are already much more likely to be using other forms of ID. In contrast villagers frequently have no identification at the moment and so welcomed registration as a way of getting an ID that would allow them to access money transfers and agricultural subsidies more easily, and allow them easier passage when working abroad.

Observations:

The process of rolling out birth certificates and ID depends on prior registration in the home village; the communication strategy needs to recognise the disparity between the number of town and village registrants.

The two-step process, registration in villages and then making an application to get documentation is likely to disappoint those in the villages who believed they would to get a certificate or card immediately. On the other hand when certificates and cards are available those in the towns are more to register but then would also expect to make an application at the same time. The communication

strategy needs to be sensitive to expectations of registrants and make sure that they all have a clear idea of the (multiple) steps involved.

There are 19 different application forms under NRIS, so there will be a need for further orientation of local implementers including development of a holistic training manual and further orientation so that NRIS can work well.

Issuing birth certificates and IDs will not take place at the same time, the communication strategy needs to make clear the distinction between the two events both at the level of content but also in the work plan; the campaigns that back up the mass “registrations” need to be phased.

A range of **IEC materials** were produced as part of NRIS Phase I (October 2011 – September 2013). The quality and impact of the materials was assessed in another DGP Report³, the findings were:

Quality

- The key messages in the posters, billboards, T-shirts and jingles were technically accurate.
- Complementarity of the visual and text in the existing NRIS IEC materials is good.
- Text in the NRIS IEC materials is easy to read because the font colours used are visible and font sizes used are big enough to be read from a distance.
- The key messages in the existing NRIS posters, billboards, T-shirts (back side) and jingles are easy to understand because the messages are simplified, not too technical and are straight to the point. However, the message which was in English at the front of the T-shirt “National Registration Bureau” was not easy to understand as it was a stand-alone message and could not be linked easily to the Chichewa messages at the back of the T-shirts.
- All IEC materials except T-shirts have appealing visuals and songs such that they have the ability to grab the attention of the target audience (attractiveness).
- Language used in the IEC materials was generally Chichewa, Tumbuka and Yao and the distribution and dissemination was according to language spoken in the districts. The only exception was the “front side” of the T-shirts which had a message in English. Chichewa, Tumbuka and Yao were considered as appropriate languages for the target audience in most districts where the DGP activities were being implemented. However, the messages on the T-shirts which were in English and Chichewa are not appropriate for districts in the Northern Region (Karonga, Rumphi and Mzimba) where the majority of the people read and understand Tumbuka language better than other languages.
- All NRIS IEC materials developed and disseminated are culturally acceptable because there are no words, pronunciations, visuals, songs, and colours that might offend the communities in the districts where NRB was implementing PE 1 and 2 of the DGP.
- The key NRIS messages in the IEC materials are relevant and are in line with the DGP objectives because the key messages focused on registration of Malawians which may ultimately contribute to DGP result area 2 “Enhanced democratic accountability, human rights observance and civil society empowerment.”
- Some messages in the IEC materials are “informative” and lacks “action” element. For instance, the message on the poster “Ndi ufulu wa mwana aliylene kulembetsedwa ndi kupatsidwa kalata ya kubadwa” is mainly informative and lacks the element of persuading people to take action. If words such as “Lembetsani mwana wanu kuchipatala akangobadwa” could be added on the poster it would persuade women to take action.
- Although no communication needs assessment was conducted before developing NRIS IEC materials, there is a great potential that the developed NRIS IEC materials addressed

³ Review and Assessment of the National Registration and Identification System (NRIS) IEC Materials and Trainings, DGP, April 2014

communication needs or gaps of the targeted audience. This is so because field consultations indicated that many people now understand better NRIS issues and have started registering because they have accessed information from the existing NRIS IEC materials.

Impact

- The distribution of the NRIS IEC materials (posters, T-shirts) was done concurrently with the NRIS trainings. This reinforced the impact of the IEC materials because whatever the hospital staff, NICE Volunteers, Chief's Messengers and Clerks were trained to do was made easier during implementation as their key messages were supported and complimented with the NRIS IEC materials. The following is how all the IEC materials were distributed:
 - T-shirts to NICE Volunteers; Nurses/Hospital Staff; Village Headmen; District Registration Officers; NRB Staff.
 - Posters to District Registration Offices; T/A's Offices; Hospital/Maternity Wings.
 - Billboards were mounted in towns/cities of Lilongwe, Blantyre and Mzuzu.
 - Jingles were aired on Nkhotakota, Mzimba, Mudziwathu and Dzimwe community radio stations.
- A number of relevant stakeholders were involved in the development and production of NRIS IEC materials and these include: Senior Registration Officers, Assistant District Registrars, Health Education Unit Officers (HEU), Principal and Chief Information Officers from Ministry of Information and Civic Education (MoI&CE), Graphic Designers, Artists, and NRB senior staff. The involvement of relevant stakeholders in the development and production of NRIS IEC materials helped to ensure that the messages in the IEC materials are technically correct and are of good quality.
- Field consultations with Nice Volunteers, NRB district staff, Chief's Messengers and Clerks, and hospital staff indicated that there is inadequate monitoring and supervision to follow up the impact of NRIS IEC materials that were developed and disseminated under DGP. Inadequate supervision and monitoring is at all levels from NRB headquarters to NRB district offices and from NRB district offices to Chief's Messengers and Clerks, Hospital Staff and Nice Volunteers. Findings indicate that the main reason for inadequate supervision and monitoring is inadequate funding. It was observed that inadequate monitoring and supervision has also contributed to lack of feedback on the impact of NRIS IEC materials.
- Field observations indicated that in most hospitals NRIS posters were not mounted at strategic places such as maternity ward and antenatal where expectant mothers would easily see and read. As a result, most expectant women reported that they never saw the NRIS poster at the hospital facilities. In the same vein, the NRIS billboards in Lilongwe (Kamuzu Procession Road at Chitukuko) and Mzuzu (along Airport road) were not mounted at strategic places where most people could see and read.
- FGDs and interviews revealed that expectant women, parents, communities around community radio stations that accessed information on NRIS are able to recall and explain the key messages from the existing NRIS posters, radio jingles, T-shirts and billboards.
- Even if many people accessed information on NRIS through IEC materials, more people that are registering in their original home villages are those that live in the villages compared to those that live in towns, cities and trading centres. The reasons that are making people that live in towns, cities and trading centres fail to go to their original villages and register are: lack of transport, commitments and busy.
- ADRs are playing a vital role in reinforcing NRIS messages in the jingles by giving information through interviews on the Community Radio Stations. This increased the chances for many people that listened to Community Radio Stations to access NRIS messages.
- Community Radio Stations offered additional free air time for airing NRIS radio jingles (2 times per day) because of the contract under DGP. This increased the chances of ensuring that many people should receive the NRIS messages through radio jingles.

- The quality of the NRIS T-shirts was not very good because field consultations showed that fading started with the first or second washing and that the material for the cloth was poor such that the T-shirt could not be used regularly and continuously for 3 months.
- The most impactful approach of distributing the T-shirts was by giving to NICE Volunteers compared to District Council staff that rarely put on the T-shirts. Most Nice Volunteers indicated that they were putting on the NRIS T-shirts whenever they were going to the villages to sensitize people on NRIS and that people were able to read the messages from the T-shirts.
- Messages on posters, and billboards were pretested. However, messages on radio jingles and T-shirts were not pretested. Furthermore, NRB has no guidelines for pretesting IEC materials.
- Prior to the development of IEC materials, NRB did not conduct a study or communication needs assessment with the target audience in order to identify knowledge, attitudes, practices and communication gaps on NRIS. However, because the system is still new in Malawi, the developed NRIS IEC materials were based on issues from several international learning visits that NRB officers participated.

Challenges

- The quantity of IEC materials (2000 posters, 1043 T-shirts and 3 billboards) produced and disseminated could not suffice the demand for NRIS IEC materials because the materials were not adequate to cover a substantial figure of the targeted audience in the DGP implementing districts.
- Inadequate funding for airing radio jingles resulted in less airtime for jingle airing. In addition, most media houses are expensive to air jingles as such only community radio stations were used.

Observations:

There will be a considerable time gap between the campaign to encourage registration in villages and the next steps of applications for birth certificates and ID cards, and there is a risk that impetus for NRIS may have been lost.

The comparative success of Phase I in villages suggests that focus of the next campaigns should be a) on registration for urban dwellers, b) applications for birth certificates from villagers, c) applications for birth certificates from townsfolk, d) applications for ID from villagers, e) applications for ID from townsfolk. The approaches and materials used in Phase I appear to be aimed at, and most easily accessed by villagers (i.e. health education style graphics, preference for community radio, communications at district and community level). For Phase II, the communication strategy may consider using different styles of materials and different communication approaches to reach town dwellers and villagers.

Impact of IEC materials is easily confused with the success or otherwise of the distribution process and its reach. Impact should be assessed by how far materials have the desired result; for NRIS this would be how many people register or how many people issue birth certificates as a result of the communications activity. The communications strategy needs to find ways to evaluate the success of one communications element over another.

The impact of printed materials is likely to always be limited by the print run, in a developed country every household would expect to receive printed information about NRIS – particularly birth certificates and ID cards – but this will be prohibitively expensive for Malawi, and would assume universal literacy. Therefore the communication strategy should rely mostly on the mass broadcast media to reach households. Print materials should be only created for public spaces, for implementing stakeholders and partners that need to provide advice and support, and for download by Malawians living abroad.

1.6 User and Stakeholder Perceptions

Media: According to the press, NRB is one of a number of “silent” organisations in government, and although there was some involvement in 2007 during the NRB pilot phase, since then there has been little emerging from the organisation [Times]. The Director of NRB has a low profile, and from the media perspective this means that NRB appear to be working “in the shadows”, although NRB did have a higher profile when the contracts for doing registration came up in the media. The key issue that needs to be explained is why having an ID card is worth it, when so many other forms of ID are accepted. There are many Nigerians using public housing and Mozambicans using hospitals, restricting access to public services would be a benefit [Nation]. It would also ease pressure on other agencies such as the Passport Authority.

At the time of writing the press is asking questions about the current status of NRB and registration and issuing documents, see for example the Zebedee Column in the Malawi News January 17-23 asking is “NRB: a scam or a hoax”.

According to broadcasters, NRB has used the radio quite well and has put together good packages for use including adverts on TV. However producers were unsure about how far the message was penetrating to the grass roots, the impression given was that NRB targeted “chiefs in hotels”[MBC]. Zodiak had broadcast 15-minute radio programmes to support registration and also spots on “important to be known as Malawian”, however NRB had not gone far enough in explaining a concept that Malawians do not understand. Radio should be a key partner in a more sustained and intensive campaign, as well as radio items and spots there should be an opportunity for Q&A programmes through phone-ins or SMS. In general NRB need to be more “aggressive” in marketing registration.

According to media monitors NRB was an organisation that had no noticeable public profile [MISA].

NGOs: NRB’s role is important as a country is supposed to know its people but it is unclear whether the benefits of registration are clear, and are well understood. NRB needs to work with other government agencies and services to make sure that NRB registration is necessary to access them [CDevC and NEST]. Despite its importance NRB has a very low profile and is “boring” [Women’s Pressure Group]. Disabled representatives had never really heard of NRB [FE].

Government Partners: Other government agencies commented that it was not really clear what was going on in NRB, there had been disputes over the contract to produce ID cards but in general NRB had a low profile. The Zodiak radio ads had caught the attention but they had not necessarily motivated people to go to register, since there didn’t appear to be a good reason to go register for an ID card. If the ID card cost money to get it might be interpreted as a further tax, so it would be difficult to motivate people to get it unless it had a clear use [MHRC]. According to one office in the Ministry of Information, NRB had not used them although they might well take advantage of the *Boma Lathu* newspaper that was distributed to all District Offices. But the main issue was to communicate the benefits of having an ID card and this would help ensure better government since political leaders would have a clear idea of the numbers of citizens it was working with. IDs would also support voter registration and could be undertaken at a time when there was no election, and would therefore reduce political risk. NRB should advocate registration and documentation through featuring the President and Cabinet as they register themselves. [NICE].

Observations:

The profile of NRB amongst stakeholders in the media, government and civil society generally appears to be low (as of late 2014), suggesting that although the registration process may have been successful in villages, there is much less awareness amongst the middle classes living in cities. To avoid criticism from the media, and scepticism from implementing partners NRB needs to explain what will be happening over the next years.

Government administered media outlets and channels like MBC and Mol, are there to help government departments explain services to citizens, yet government departments like NRB have problems sustaining CE programmes particularly on the radio or TV. This is because organisations like NRB typically approach MBC or Mol on a one-by-one basis, and then end up buying airtime for their own purposes which includes both advertising (spots) and discussion programmes. But if there were a radio discussion programme for every government MDA, this would result in constant government

information which would not make for a good listening or watching experience. In other words radio and TV producers need a better programme package concept that only talking about the merits of say, NRIS. A better approach might be to buy spots in support of a particular campaign but at the same time contribute regularly to a democratic governance sector magazine programme. This would, of course, fit well with the need for a sector-wide approach, and be more sustainable and interesting.

The benefits of registration were not evident in IEC materials from the perspective of middle classes; unlike villagers they have a choice about which forms of ID to use, so NRIS II needs to be aware that it is “promoting” ID products that compete with already existing, well established solutions.

Generally NRB is not so much perceived negatively as not at all. However as the recent newspaper column suggested negative impressions could easily grow if left unchecked.

1.7 Summary of Findings

NRB communication successes and opportunities:

- A draft communication strategy is already in place that can be developed further
- NRB already has a PR unit that has proved capable of managing a successful campaign to encourage village registration ahead of provision of birth certificates and ID cards, it appears to have had particular impact in villages
- The campaign was integrated into the training and orientation of implementing stakeholders at district level and in the public health service
- The campaign was developed and implemented using professional partners in government and its agencies
- IEC materials were pretested, developed and distributed successfully and were on the whole accurately understood
- An evaluation report on the IEC materials records valuable lessons that can be applied to future campaigns
- There appear to be few negative impressions of NRB in the public domain
- Because there has been a break between registration and making applications for documents, this gives NRB an opportunity to make sure that NRIS is planned carefully

NRB communication weaknesses and threats:

- NRB profile is low especially among the media and other government departments
- The lack of presence or awareness, especially amongst the media means that NRB vulnerable to criticism
- The draft NRB communication strategy tends to be generic rather than focus on strategic communication needs
- The draft NRB communication strategy focuses mainly on civic education for the NRIS, and pays less attention to communications with agencies that will make use of the new forms of identification, and to building political will and resource mobilisation. To be successful NRIS II needs adequate funding so that the documents are in very wide use and also need to be widely demanded by government agencies and the private sector if they are to become the primary forms of identification
- The introduction of NRIS II in two parts, applications for birth certificate and applications for ID could create public confusion
- The expectation at registration was that it would lead to an identity document but the product was not delivered. The campaigns for NRIS II may fail if NRB cannot deliver documentation within a reasonable timeframe

- The scale of the task facing NRB strongly suggests using mass media for general sensitisation and awareness, supported by community media for local mobilisation on registration and applications

1.8 Situational Analysis

The **first** point that emerges is that further development of NRB and the roll out of NRIS II has been constrained by the lack of resources committed by the GoM and from development partners.

Although NRB appears to have been largely successful in making all the preparations for issuing documents, this success has not yet been translated into resources that would allow NRB to deliver on the expectations raised in NRIS I. Although the NRB has made presentations to Parliamentary committees this has not yet resulted in funding for NRIS II; indeed the expectation is that development partners will step in to fund the roll out of birth certificates. At the same time the government has decided that national ID cards should be free whilst failing to provide the financial resources that would allow NRB to implement such a scheme. This leaves NRB hamstrung. NRB therefore needs to make its case more powerfully to Cabinet (and to the general public) to explain why it cannot move forward as it would like. The NRB can point to the successes of the DGP support to NRIS I and then use these to demonstrate *why* it now needs to move forward.

The **second** point that emerges is that NRIS II needs to be introduced carefully to avoid confusion between registration and getting a birth certificate or a national ID card. Since these are three different “events”, NRB needs to set out a very clear implementation roadmap through its communications so that expectations are managed and administrative problems are minimised. There will almost certainly be a need for multiple and targeted campaigns but because these will all use have to the mass media NRB need to be aware of ‘leakage’ of messages from one campaign to the other. NRB needs to be aware that rural and urban audiences are likely to have different attitudes and expectations of NRIS II.

At the same time NRB needs to be aware that communications are not only intended to encourage registration or application for documents but also need to deal with the concerns of the agencies that will make use of the new forms of ID. Evidently they will need to be able to recognise the new documents and know how to check their validity but also to work properly they should also be demanding to see the documents as part of their own procedures. The communication strategy therefore needs to institutionalise the use of birth certificates and national ID as well as provide information about how they can be obtained.

The **third** point that emerges is that NRB could do more to work with the media to raise their public profile, this would contribute to the case for increased resources but also mean that more air-time and column inches could be leveraged from the IEC budget. Civic education doesn’t only have to use the well-tested ways of community mobilisation but should also include pushing NRB (and NRIS II) up the news agenda too. It is recognised that the news is the most widely anticipated part of radio and TV broadcasts, and newspapers are widely read in the main urban centres (where a key audience live). So working more closely with the media to set the NRIS II agenda in public would then massively increase the visibility of the standard IEC materials found in communities, on the streets and in the workplace.

2. Communication Strategy

The Communication Strategy has been developed as a systematic way of disseminating information to the general public, government ministries and departments as well as within the NRB. It is a guiding tool for all communication about NRB and in particular NRIS. The Communication Strategy is therefore an integral part of the NRB operations. The Communication Strategy has been designed with the following issues in mind:

- NRB has limited resources for doing communications for all its work. A communications strategy will allow it to focus those resources, human, financial and material, on the areas of most importance.
- Planning imposes discipline that will help NRB to think clearly about its objectives, the messages that it wants to get across and the different audiences for those messages. From there it can determine the most effective media for conveying those messages.
- The strategy will assist NRB internal communication to ensure that all staff, regardless of where they are stationed, are kept informed of what is happening within the organisation
- As a government agency that is empowered to coordinating NRIS across many sectors, the organisation's effectiveness is dependent on communication with its direct and indirect stakeholders: the government departments; Paramount Chiefs, Senior Chiefs, Traditional Authorities and Sub-Traditional Authorities, Group Village Headmen (GVHs) and Village Headmen (VHs), Civil Society; and Private Sector Organisations (Banking Sector), and Religious Groupings as well as the society at large. This communication needs to be multi-directional, disseminating information, gathering data, encouraging registration and promoting the goals of the NRIS. Communication between the NRB and the general population on one hand and NRB and the other government agencies requires substantial reinforcement.
- The purpose of NRIS and its relevance to development has been questioned by media and civil society. This reflects past failures to communicate the achievements, the capacity and on-going efforts of the NRB, and the specific value of the NRIS to all stakeholders. This has resulted into a low public profile of the NRB compared to other democratic governance agencies like Malawi Electoral Commission and Law Commission, although it has to be recognized that these organizations also have considerably larger resource base at their disposal for communication activities and have also been in operation for longer periods.

2.1 Goals and Objectives

Although NRB has recorded several successes in the course of implementing NRIS I, the second phase of introducing national registration and identification has not yet been implemented, and many town-dwellers have yet to register at all. The aim of the communications strategy is therefore to use communications to assist NRB introduce NRIS in its entirety.

The ultimate purpose of the communication strategy is therefore to help realise NRB's mission. This is "to provide up-to-date population bio-data in an efficient and effective registration process with a view of fostering positive identification of all bona fide Malawians and resident foreigners to achieve socio-economic development".

The communication strategy intends to achieve this by increasing interest in NRIS amongst users, citizens and residents, so that it not only becomes the standard method for providing personal identification but also is used by agencies for better planning.

To get to this outcome requires working with different audiences in different ways. The communication strategy therefore has four key objectives:

1. Government and development partners recognise the importance of NRB for good governance including the need for sustainable funding to implement NRIS

2. Government, agencies and the private sector understand the benefits of, and prepare for NRIS II
3. People living in Malawi understand the benefits and implications of birth certificates and ID cards and are ready to apply for them
4. Marriage and death certification is recognised as mandatory by authorities and as desirable by citizens

Each of these communication objectives can be expressed as components of the NRB communication strategy.

2.2 Communication Components

1. Raise the profile of NRB with government and development partners and make the case for sustainable funding to implement NRIS

This component focuses on raising the institutional profile of NRB and explaining the important role NRIS has to play in good governance for all Malawians. Implementing NRIS is critical, since it allows policy-decisions made by governments and international donors to be based on complete and reliable data, thereby enhancing the efficient allocation of government resources and aid effectiveness.

To get these benefits NRIS needs to be funded in a sustainable way, and ultimately this means introducing a payment scheme for applications for certificates and ID cards. However government together with development partners need to kick-start the process.

To encourage government and development partners to commit resource to NRIS II, this component would include information about how civic registration and vital statistics gathered under NRIS would⁴:

- enhance socio-economic planning by providing up-to-date population information from the “Population Register”
- facilitate continuous capture of demographic data through compulsory birth and death registration
- help government develop and implement programmes at the lowest administrative levels and monitor their progress on regular basis
- provide an instrument through which government can reach out to each individual and deliver its services at the very margins of the society
- improve the Electoral Process by ensuring that only the eligible voters cast their votes during the Presidential and Parliamentary General Elections, as well as the Local Government Elections
- meet the Convention of the Rights of the Child and the African Charter on the Rights and Welfare of the Child that recognise the right of every child to be registered after birth
- improve internal security by facilitating positive identification of Malawians, Residents and Non-Residents
- improve targeted relief management; programmes such as targeted input in agriculture and relief distribution during natural calamities i.e. earth quake, floods and other emergencies would be more effective with positive identification of the beneficiaries.

2. Prepare government, agencies and the private sector for the introduction of NRIS II

⁴ The suggestions for content in these components are derived from NRB presentations on NRIS

The aim of this component is to encourage government, agencies and the private sector to make use of the data the system provides and to install ID and birth certificates as the primary documents for accessing services.

The component targets organisations that will use NRIS for planning and managing service delivery.

To get the full benefit of NRIS, government service providers should understand the benefits that NRIS can deliver for planning and effective implementation.

Government, agencies and the private sector also need to be ready to use, and know how to recognise, the certification documents, and be aware of the NRIS time frame so that proof-of-ID requirements can be introduced progressively.

This component would include information about how NRIS can help in education, health, law enforcement, immigration, and financial services by:

- providing accurate data on school-going age groups (5-17 years) by area, district and national level – thereby facilitating effective planning for education in the country.
- providing accurate data for evidence based health planning such as vaccination programmes, maternal and child health care by estimating workload by area, TA, district and national level
- improving voters registration and identification process in Presidential, Parliamentary and Local Government Elections;
- providing a proper system for issue of death certificate and positive identification of the individual so that death gratuity, inheritance of property, insurance claims etc. are managed properly for the proven beneficiaries
- enabling Government and all stakeholders effectively process emigration and immigration data and by making it easier to identify Malawian citizens from those people from neighbouring countries; foreigners from neighbouring and other countries are able to sneak through the porous international border and are then almost impossible to segregate from citizens,
- helping check cross-border crime
- helping cut down on cases of forgery, fraud and impersonation by allowing positive identification though an ID card with individual particulars including biographical and biometric details
- making it easier to fight child abuse and trafficking by being able to positively identify a child through its birth certificate
- helping cut down on fraud for lending and banking institutions

The component would also include practical information on how to recognise valid birth, marriage and death certificates and how to recognise forged ID cards, and use their biometric data.

This component would be implemented before the NRIS II is rolled out to the general public.

3. Build citizen confidence in, understanding and use of NRIS primary documents

This component focuses on building demand for birth certificates and ID cards amongst people living in Malawi (not only citizens but also foreign residents), and then encouraging these people to first register and then make applications. The component will be implemented in two phases since birth certification will be introduced before ID cards. The component recognises that under NRIS I much of the groundwork has been done at local level and registration has largely been completed for the rural population however far fewer town dwellers have registered. The application process for documents has not yet begun.

The component would include information about how birth certificates and ID help access government services and help protect citizens by explaining how:

- registration helps the government provide better services

- government, agencies and the private sector will be asking for ID as a condition of accessing services such as education, health, travel and financial services
- law enforcement agencies will now be expecting citizens to carry ID
- civic registration is universal and therefore inclusive and helps people to realize their rights and privileges
- without legal registration, other rights are difficult to claim
- registration protects children:
 - Birth registration of a child - a fundamental human right and an essential means of protecting a child's right to a name and an identity.
 - Birth registration establishes formal proof of a child's name, existence and age. This proof can help to protect the child against child marriage, under-age recruitment into armed forces, And against child labour.
 - Proof of age can protect adolescent from being prosecuted and sentenced as adult.
 - A birth certificate, as a proof of birth, can assist in tracing support unaccompanied and separated children.
 - Not being counted leaves a child vulnerable to exploitation and abuse - crucial for children from marginalised groups.
- ID requirements will affect resident foreigners

The component would also include practical information on how to register and how to apply for birth certificates and ID cards.

4. Prepare civil society and government agencies for the introduction of marriage and death certification

This component will target faith-based organisations that conduct marriages and funeral rites to ensure they follow the right administrative procedures for users. The component will also target citizens as it would allow them to prove with certainty their family circumstances

As well as practical information for FBOs and DCs, the component will also include information about how marriage and death certification helps families access benefits by:

- allowing positive identification of beneficiaries so that death gratuity, inheritance of property, insurance claims etc. are managed properly
- allowing positive identification of spouses in cases of divorce and child custody

After initial public awareness raising this component would become regularised into the administration of marriages and deaths.

This component will be synchronised with the introduction of mandatory marriage and death certification which will happen after birth certification and ID cards have been rolled out.

2.3 Key messages

A key message should both speak to stakeholder perceptions as identified in the findings and also relate to the institution's communication needs.

Key messages are not the same as the content (outlined in the section above); rather the key message provides the context in which the detail should be understood. In this sense the key message provides the core idea from which to construct a narrative about a particular aspect of what the institution does.

The key message for each of the components is:

For component 1: Raise the profile of NRB with government and development partners and make the case for sustainable funding to implement NRIS:

"Given the right funding, NRB will deliver the National Registration and Identification System, NRIS helps government implement its development plans and means that citizens and residents can enjoy better security and rights"

For component 2: Prepare government, agencies and the private sector for the introduction of NRIS II

"NRIS II will help you improve planning and delivery of services to your users, make sure that the right people are getting what they need by asking to see a birth certificate or ID card"

For component 3: Build citizen confidence in, understanding and use of NRIS primary documents:

"Access to many services will now depend on having a valid birth certificate or ID card, make sure that you both register and apply so that you can enjoy the benefits of living in Malawi"

For component 4: Prepare civil society and government agencies for the introduction of marriage and death certification:

"To enjoy all the benefits of living in Malawi make sure that you register marriages and deaths"

2.4 Target audiences

Key messages for any communication strategy need to be nuanced for the target audience. This entails adjusting the complexity of the language, including, if necessary, making translations into the vernacular, making the content more or less complex, adding real-life examples that people can identify with or producing a purely technical document etc.

Also the communication methods used to reach the target audience also need to be selected according to the target audience's ease of access to the medium.

The NRB communication strategy needs to reach a variety of target groups.

It is important to profile the different audiences so that the Commission can develop and deliver its messages effectively.

Segment	Profile
Central government ministries Ministry of Finance Ministry of Economic Planning and Development Ministry of Education Ministry of Health Ministry of Home Affairs Government agencies and commissions Social services including housing	Government agencies have a specific technical or administrative interest in population data as a tool for planning. NRIS needs to be promoted as a database that can deliver valuable information that can help these agencies to deliver services effectively. The agencies will already be using data from their own research or derived from the census. The communication materials should show how NRIS will augment existing data or make it more reliable. Agencies will also use NRIS to control access to services, NRB would expect users to make their own arrangements for introducing new forms of ID to procedures but NRB could provide advice and training support. Some agencies such as the Electoral Commission already conduct registration exercises for voting. The benefits of a national ID system to underpin voter registration should be demonstrated. All agencies that use certificates and ID to allow access to service will need to know how to recognise valid documents

Parliament: National Assembly and its structures	NRB has already made presentations to parliamentary committees and the expectation is that NRB will soon be able to roll out birth certification and ID cards.
Local government and councils: District, Town, Municipal and City Councils	DCs and local government staff need to be able to use NRIS documents in administration of local services and when verification of identity is required. They will need to know how to recognise valid documents and how to make use of the information they provide.
Village registers	Chiefs in Malawi are responsible for encouraging citizens to register in their home villages, and they have already been trained on how the registers should be completed. Follow up orientation will be needed as NRIS II rolls out.
National Registration Bureau	NRB has a central office and a network of District Registration Offices (DROs). Internal communications need to ensure that information is shared effectively, so that management and staff can work well. Currently robust email facilities are not in place even at HQ.
Government communication partners	The Mol can facilitate any government agency to get its message across to the general public. It can do this locally through its officers and mobile video vans, through its monthly newsletter delivered to all DOs, or through organising press conferences in its central and provincial centres. Government agencies need only cover the Mol costs for doing outreach work.
Development partners	Development partners like the EU have already supported NRIS I, and others like CDC are likely to help implement parts of NRIS II. Development partners need to be sure that their financial contribution will be spent well, be matched with GoM funding, and will deliver development benefits.
Media	<p>Malawi has a well-developed press with at least two serious newspapers widely read by urban middle classes including individuals working in government. Newspapers reach a bigger audience than immediate buyers because the radio stations read out articles over air. The serious newspapers have a governance supplement to which the NRB could contribute. Newspapers help set the terms of debate on governance issues. Senior editors uphold the independence of the press (including financial independence) but correspondents usually require “facilitation” to cover stories. Journalists in general are unlikely to have a full understanding of the benefits and implications of NRIS.</p> <p>Radio is popular; commercial music stations dominate but talk radio and news through MBC (and Zodiak) is also important. Most Malawians have access to the radio. Fewer Malawians have access to TV thought the penetration is growing. MBC has indicated that it is interested in producing joint DGS programming.</p> <p>Many government offices use email and internet though the service can be unpredictable. Dongles are widely used to supplement institutional networks. Thus most middle-upper ranking government employees can get access to the internet in one way or another.</p>

CSOs	The CSO sector in Malawi is important for institutions that want to work with local communities or want to use CSO structure to disseminate information. Major CSOs include the development arms of FBOs such as CCJP but civil education organisations such as NICE are also important for outreach.
Religious bodies	Mosques and Churches play an important role in Malawi communities in both rural and urban settings. FBOs run their own schools as well as holding prayers for their congregations. The Catholic Church has a powerful CSO role through the Catholic Commission for Justice and Peace. There are opportunities to make use of prayer gatherings for civic education. FBOs will be active partners in marriage registration and can also be involved in recommending the need to get a death certificate.
Malawian Citizens:	All Malawians including those in the Diaspora will be affected by the introduction of NRIS, since it records major life events and will become an important part of everyday Malawian life. Unlike most neighbouring countries Malawi has not implemented a CRVS system previously. Currently perhaps 80% of the rural population have been registered in their villages but a much lower proportion of people living in towns have returned to their home villages to add their names to the list. Thus there are two segments: those who have registered but have yet to receive any ID documents, and those in towns who are already using alternative ID and see no immediate need to register at present. Resident Malawians can be accessed through domestic media and online information. Malawians in the diaspora are likely to use the internet to get information about home.
Resident Foreigners:	Resident foreigners will be required to register and apply for an ID card no matter how long they have lived in Malawi and why. This will certainly have an impact on Africans from neighbouring countries who access Malawi public services such as hospitals and housing. Government agencies that use ID to control access to services may face problems from migrants.
Private sector service providers	Banks, phone companies, and utility companies which provide services to customers are likely to be interested in using the primary ID to check customer identity. They need to be aware of how to use the new IDs available, and how to spot fake ID.

3. Implementation Plan

The strategy will be implemented through applying communication *approaches* appropriate for each component. A communications approach is a package of different communication activities that are mutually compatible and supportive.

Such a communications approach may use the mass media, such as TV, radio and the press, social media, and electronic communication through websites and the internet, or may use direct communications through print or in various community settings, or may use inter- and intra-organisation communications such as meetings, workshops, conferences, and business correspondence.

Although these communication approaches are broadly grouped together by context or types of communication tool, sometimes the same communication activity may appear in different approaches.

The choice of which tools to deploy from each approach depends on the budget available, access to expertise and, of course, the target audience.

Some generic approaches and their elements are described below, from these general approaches the Communication Strategy selects the ones most applicable to NRB in section 3.2.

3.1 Generic Communication Approaches

Branding (to include development partner visibility requirements as necessary)	Organisation service statement/mandate Organisation event identification (banners, pop-ups, desk-top name plaques) Organisation visibility materials (caps, badges, T-shirts etc.) Client reminders (calendars, pens and pads) Logo and contact details Logo on all major assets (vehicles, offices)
Marketing	Organisation brochure to market services for users Organisation mission statement and vision in publicly accessible offices Business cards Proposals for projects Website marketing pages
Advocacy	Organisation Reports Policy statements Task Forces Media briefings Representations to parliamentary committees Presentations at trade and business events Independent opinion leaders Elder statesman Pressure groups and NGOs
Media partnerships	Conduct assessment of media channels including online channels Build contact list of journalists including online and foreign correspondents Orientation events for Malawi journalists Select key journalists as special contacts Offer exclusive access to stories

	Press conferences Press opportunities and coverage
Access to information	User guide to organisation procedures (print) Online list of organisation documents Downloadable versions of publications for users Library Requests for Information Policy
Participatory communication and public debate	Radio and TV discussion and debate programmes Radio and TV documentaries Town hall debates Posts to social media and online forums Website feedback forms Helpline
Community sensitisation	Regional broadcast public service announcements Geographic SMS Communications using CSO local networks and outreach Communications using MoI local networks and outreach Open days for local communities Road shows and pop-up advice centres Outreach activities from institution Village meetings organised by chief Announcements at funeral gatherings Announcements at faith gatherings
State-citizen communication	National broadcast radio and TV public service announcements Bulk SMS Newspaper notices Notices in public government offices Media houses briefings and engagement Open days for public and the media Press releases and national news items Printed information (leaflets, booklets) Posters in public locations Website activities pages Visibility materials
Stakeholder consultation	Joint committees Workshops Consultative conferences Calls for written representations Formal hearings Media coverage of consultations Social media reportage of consultations
Stakeholder awareness	Training workshops Training materials Publications for use with stakeholder clients/users Website access to training materials Sector newsletters Social media reportage of training activities
Crisis management	Prepare agreed “scripts” for possible scenarios including response where all facts not known

	<p>Designate spokesperson(s) for 24/7 press access, and agree protocols including a “no comment” policy for non-designated individuals</p> <p>Circulate communication policy within organisation and brief staff and associates</p> <p>Press statements within 24 hours in response to issues</p> <p>Press conferences within 24 hours in response to issues</p> <p>Pre-inform partner stakeholders before statements released and conferences held</p> <p>Update Website constantly with “news”</p> <p>Update Twitter feed constantly with “news” and reference other hashtags</p>
Formal education	<p>Curricula for schools and colleges</p> <p>Presentations from organisation in schools and colleges</p> <p>Teaching materials</p> <p>Student competitions</p>
Organisational communications	<p>Mission statements</p> <p>Staff meetings</p> <p>Emails</p> <p>Internal newsletters</p> <p>Communications policy guidelines</p> <p>Service charters</p> <p>Data and statistics pages on website</p>

3.2 Selected communication approaches for the National Registration Bureau

For the implementation of the NRB communication strategy the following selection and specific application of the approaches described above is recommended.

For component 1: Raise the profile of NRB with government and development partners and make the case for sustainable funding to implement NRIS

<i>Approach</i>	<i>Application</i>
Branding	
Organisation service statement/mandate	Include on all publications and messages
Organisation event identification (banners, pop-ups, desk-top name plaques)	Pop-ups and banners for use at NRB media events, at conferences and meetings and at open days
Organisation visibility materials (caps, badges, T-shirts etc.)	Already used in NRIS I, can be worn at NRB special events, otherwise best worn by CE volunteers
Logo and contact details (email, website, social media)	Use on all messaging, include website address
Logo on all major assets	Signage on offices, stickers on vehicles
Marketing	
Organisation brochure to market services for users	Simple colour brochure (not leaflet) that explains NRIS and benefits
Organisation mission statement and vision in publicly accessible offices	Use Europa House reception area to inform visitors about NRB and NRIS

<i>Approach</i>	<i>Application</i>
Business cards	For senior staff, consistent design
Proposals for projects	Develop specific proposals to attract support for NRIS II components – demonstrate successes from NRIS I through images and quotes
Website marketing pages	Potential funders expect information to be online for easy reference and to celebrate their contribution. Set up and maintain own website with email package. Update regularly.
Advocacy	
Organisation Reports	Develop and keep updated a searchable e-mail contact database, and send copies of reports to selected groups of contacts
Policy statements	Distribute as above
Media briefings	Identify select group of journalists from media and build on-going relationship through annual briefing and subsequent regular contact to encourage informed articles and coverage in press Raise profile through appearances on TV discussion programmes
Representations to parliamentary committees	NRB continues presentation to committeees but also argues for sustainable funding through charging for ID services
Presentations at trade and business events	Identify private sector events where NRB could provide key note address in a session
Media Partnerships	
Conduct assessment of media channels including online channels	PRO to make list of all media channels for Malawi and identify reach, strengths and weaknesses, and possible costs
Build contact list of journalists including online and foreign correspondents	Get all contact details, and maintain list
Orientation events for Malawi journalists	Annual event following on from NRB work plan, presentation on benefits and impact of NRIS on nation and government.
Select key journalists as special contacts	Identify journalists most likely to be able to place articles (journalists and newspapers are in competition with each other) – use this cadre for support in other components
Offer exclusive access to stories	Identify key stories that the press might take an interest in and facilitate visits and interviews
Press conferences	Invite core journalists and facilitate them and others only if necessary
Press Opportunities	Think about opportunities that would have a broad public interest e.g. delivery of vital equipment, first birth certificate issued and the baby etc. A simple but good photo can get an organisation into the newspapers.

<i>Approach</i>	<i>Application</i>
Access to information	
Online list of organisation documents	Page on website listing public documents for download
Downloadable versions of publications for users	Include annual reports, strategic plan, as well as organisation brochure
Organisational communications	
Emails	Use web package with staff email capability
Internal newsletters	Post news items directly to Facebook and to all individual staff
Communications policy guidelines	PR department develops guidelines about who should talk to media, and visibility guidelines for all publications and media

For component 2: Government, agencies and the private sector understand the benefits of, and prepare for NRIS II

<i>Approach</i>	<i>Application</i>
Access to information	
Agency guide to NRIS II	Simple guide for the public and private sector to the benefits of NRIS, and examples of how it will work for various types of organisation (NRB is NOT the story here). Distribute using contact list and through requests for information via website.
Online list of organisation documents	Page on website listing public documents for download
Downloadable versions of publications for users	Include annual reports, strategic plan, as well as organisation brochure and user guides
Participatory communications and public debate	
Radio and TV discussion and debate programmes	Investigate partnering with other agencies to contribute to regular DGS radio or TV programme (MBC may be interested in broadcasting such a programme)
Posts to social media and online forums	Create Facebook page for NRB and add newsworthy items on regular basis, send links to contact database. Invite and answer questions on Facebook page
Stakeholder consultation	
Workshops	Organise workshops for agencies and the private sector to show the potential of NRIS for service providers. Integrate comments into IT design Build contact database from attendees Distribute agency guide to NRIS Use branding materials
Stakeholder awareness	
Training workshops	Identify Implementing stakeholders for NRIS II BC and ID, and conduct TOT events Build contact database for follow up and email updates
Training materials	Back up TOT with print training materials (based on agency guide).

<i>Approach</i>	<i>Application</i>
Publications for users	Distribute print versions of public information materials at TOT events and demonstrate how they can be used
Website access to training materials	Post TOT training materials to website for download
Sector newsletters	Use Mol public service newsletter to reach DC offices and MDAs
Social media reportage of training activities	Post training events to Facebook and respond to user comments

For component 3: Build citizen confidence in, understanding and use of NRIS primary documents

<i>Approach</i>	<i>Application</i>
Community sensitisation	
Regional broadcast public service announcements	Use community and local radio to mobilise districts for further registration and applications
Geographic SMS	Telecom companies can narrowcast texts to specific geographic areas served by individual masts (the cell in cell phone) by harvesting handshake data. This allows NRB to mobilise sub-district where NRIS II is being rolled out. NRB can approach telecom companies to offer this service for free or low cost.
Communications using CSO local networks and outreach	Use NICE local networks to mobilise districts for further registration and applications
Communications using Mol local networks and outreach	Use Mol video vans to mobilise districts for further registration and applications
Road shows and pop-up advice centres	Use Mol video vans and visibility materials and banners to sensitise districts for further registration and application. Combine with special launch event in each district
Village meetings organised by chief	Chiefs organise barazas to encourage completion of registration and application
Announcements at faith gatherings	FBOs encouraged to announce local registration and application events
State-citizen communication	
National broadcast radio and TV public service announcements	Rework existing spots to encourage all citizens to register, and then apply as and when appropriate. Focus on benefits to town dwellers, and update style to match urban expectations. Make the spots “catchy” – take advice from Mol on approach Use PSAs to mark roll out in different districts
Bulk SMS	Remind people to register and apply. The mobile phone companies have an interest in using NRIS to verify customers (many countries demand ID for buying a SIM card). NRB can explore if bulk SMS messaging can be done for free or at very low cost.

<i>Approach</i>	<i>Application</i>
Newspaper notices	To announce which districts are actively registering and making applications
Notices in public government offices	To announce which districts are actively registering and making applications
Media houses briefings and engagement	Identify select group of journalists from media and build on-going relationship through annual briefing and subsequent regular contact to encourage informed articles and coverage in press
Press releases and national news items	Use select journalists to get coverage of NRIS II roll out Use district special events as press opportunities
Printed information (leaflets, booklets)	Develop two simple leaflets in vernacular for use by all chiefs and assistants, NICE volunteers etc. on birth certificates and ID cards
Posters in public locations	Use style of existing NRIS II posters for new posters on registration and application for birth certificate and (separately) ID cards Distribute to consumer outlets (e.g. utility companies) in cities and towns
Website activities pages	Develop website to include all user information, and add procedures for diaspora registration and application, and for resident foreigners. Keep the new activities page updated regularly with material from community sensitisation, mobilisation and roll out

For component 4: Prepare government agencies and civil society for the introduction of marriage and death certification

<i>Approach</i>	<i>Application</i>
Stakeholder awareness	
Training workshops	Identify Implementing stakeholders for NRIS II MC and DC, and conduct TOT events Update contact database for follow up and email updates
Training materials	Back up TOT with print training materials (based on agency guide).
Publications for users	Distribute print versions of public information materials at TOT events and demonstrate how they should be used with applicants
Website access to training materials	Post TOT training materials to website for download
Sector newsletters	Use MoI public service newsletter to reach DC offices and MDAs
Social media reportage of training activities	Post training events to Facebook and respond to user comments

<i>Approach</i>	<i>Application</i>
Community sensitisation	
Communications using CSO local networks and outreach	Use NICE volunteers to disseminate information to villages
Village meetings organised by chief	Chiefs use barazas to share information about marriage and death certification Chief share information when individuals register marriages and deaths with village register
Announcements at faith gatherings	FBOs encourages worshippers to formally register marriages and death at services
State-citizen communication	
National broadcast radio and TV public service announcements	At launch of marriage and death certification, rework existing spots to encourage all citizens to apply as and when appropriate. Make the spots “catchy” – take advice from MoI on approach. PSAs need only run for launch period
Bulk SMS	Repeat arrangements for introduction of birth certification and ID in component 3.
Notices in public government offices	To remind staff and public of new registration documents
Media houses briefings and engagement	Brief existing cadre of journalists on new documents and their benefits and purpose
Press releases and national news items	Use select journalists to get coverage of NRIS II MC and DC roll out
Printed information (leaflets, booklets)	Develop two simple leaflets in vernacular for use by all chiefs and assistants, NICE volunteers etc. on marriage certificates and death certificates, keep local advisors topped up periodically
Posters in public locations	Use style of existing NRIS II posters for new posters on registration and application for marriage certificate and (separately) death certificate Distribute to clinics and hospitals and to DC offices
Website activities pages	Update website to include all user information, and add procedures for diaspora and foreign residents. Keep the new activities page updated regularly with material from community sensitisation, mobilisation and roll out

3.3 Implementation Schedule

Component 1: Raise the profile of NRB with government and development partners and make the case for sustainable funding to implement NRIS

Communication Approach	Responsibility	Priority	'15	'16	'17	'18	'19
Branding		M ⁵		...	...	...	...
Marketing		H		...	...	...	...
Advocacy		H		...	...
Media Partnerships		H		...	...	...	...
Access to Information		M		...	...	...	...
Organisational communication		M		...	...	...	...

Component 2: Government, agencies and the private sector understand the benefits of, and prepare for NRIS II

Communication Approach	Responsibility	Priority	'15	'16	'17	'18	'19
Access to Information		M		...	...	...	...
Participatory Communications and Public Debate		M		...			
Stakeholder consultation		H		...	...
Stakeholder awareness		H		...	...

⁵ VH = immediate, H = high, M = medium, L = low, ... continues on through this period

Component 3: Build citizen confidence in, understanding and use of NRIS primary documents

<i>Communication Approach</i>	<i>Responsibility</i>	<i>Priority</i>	'15	'16	'17	'18	'19
Community Sensitisation		M	...	...	...
State-citizen communication		H	...	...	...

Component 4: Prepare civil society and government agencies for the introduction of marriage and death certification

<i>Communication Approach</i>	<i>Responsibility</i>	<i>Priority</i>	'15	'16	'17	'18	'19
Stakeholder awareness		M			...	...
Community Sensitisation		M			...	...
State-citizen communication		H			...	...

3.4 Costing tables

The following table provides indicative costs for typical activities under each communication approach. The table can be used together with 3.2 Selected Communication Approaches and 3.3 Implementation Schedule to develop a detailed budget.⁶

	Specification	Unit	Unit cost	Total	FY15/16	FY 16/17	FY17/18	FY18/19	FY19/20
Branding									
Organisation service statement/mandate	FOC	0		0	0	0	0	0	0
Organisation event identification (banners, pop-ups, desk-top name plaques)	pull-up banners 850x2000mm	0	90000	0	0	0	0	0	0
Organisation visibility materials	caps	0	2200	0	0	0	0	0	0
Organisation visibility materials	badges	0	1500	0	0	0	0	0	0
Organisation visibility materials	T-shirts print both sides	0	3500	0	0	0	0	0	0
Client reminders (calendars, pens and pads)	A2 calendars, full colour	0	650	0	0	0	0	0	0
Logo and contact details on all messaging	design and supply of files	0	150000	0	0	0	0	0	0
Logo on all major assets (vehicles, offices)	vinyl stickers 200x70mm	0	1950	0	0	0	0	0	0
Subtotal				0	0	0	0	0	0
Marketing									
Organisation brochure to market services for users	A4, 16pp, full colour	0	3475	0	0	0	0	0	0
Organisation mission statement and vision roll-up banners	pull-up banners 850x2000mm	0	90000	0	0	0	0	0	0
Business cards	100 standard size	0	600	0	0	0	0	0	0
Proposals for projects	FOC	0	0	0	0	0	0	0	0

⁶ A separate spreadsheet is available to help develop annual budgets

	Specification	Unit	Unit cost	Total	FY15/16	FY 16/17	FY17/18	FY18/19	FY19/20
Website marketing pages	inc. in website package see ATI	0	0	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Advocacy									
Organisation Reports	A4, 32pp, full colour magazine x 100	0	9500	0	0	0	0	0	0
Policy statements	FOC	0	0	0	0	0	0	0	0
Task Forces	subsistence and travel	0	18000	0	0	0	0	0	0
Media briefings	facilitation allowance per journalist	0	15000	0	0	0	0	0	0
Representations to parliamentary committees	facilitation allowance	0	15000	0	0	0	0	0	0
Independent opinion leaders	facilitation allowance	0	15000	0	0	0	0	0	0
Elder statesman	facilitation allowance	0	15000	0	0	0	0	0	0
Pressure groups and NGOs	facilitation allowance	0	15000	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Media Partnerships									
Conduct assessment of media channels including online channels	FOC	0	0	0	0	0	0	0	0
Build contact list of journalists including online and foreign correspondents	FOC	0	0	0	0	0	0	0	0
Orientation events for Malawi journalists	facilitation allowance per journalist	0	15000	0	0	0	0	0	0
Select key journalists as special contacts	FOC	0	0	0	0	0	0	0	0

	Specification	Unit	Unit cost	Total	FY15/16	FY 16/17	FY17/18	FY18/19	FY19/20
Offer exclusive access to stories	facilitation allowance per journalist	0	15000	0	0	0	0	0	0
Press conferences	facilitation allowance per journalist	0	5000	0	0	0	0	0	0
Press opportunities and coverage	facilitation allowance per journalist	0	10000	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Access to information									
Organisation website with email package	annual hosting and email package	0	175000	175000	0	0	0	0	0
User guide to organisation procedures (print)	A4 full colour, tri-fold	0	750	375000	0	0	0	0	0
Online list of organisation documents	FOC	0	0	0	0	0	0	0	0
Downloadable versions of publications for users	FOC with design	0	0	0	0	0	0	0	0
Library	FOC	0	0	0	0	0	0	0	0
Requests for Information Policy	FOC	0	0	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Participatory communication and public debate									
Radio discussion and debate programmes	facilitation allowance per guest	0	50000	1000000	0	0	0	0	0
Programme airtime	30 minutes, peak time	0	150000	900000	0	0	0	0	0
TV discussion and debate programmes	facilitation allowance per guest	0	50000	600000	0	0	0	0	0

	Specification	Unit	Unit cost	Total	FY15/16	FY 16/17	FY17/18	FY18/19	FY19/20
Programme airtime	30 minutes, peak time	0	350000	0	0	0	0	0	0
Radio and TV documentaries	inc. in S-C communication below	0	240000	0	0	0	0	0	0
Town hall debates	lump sum	0	240000	0	0	0	0	0	0
Posts to social media and online forums	FOC	0	0	0	0	0	0	0	0
Website feedback forms	inc. in website package see ATI	0	0	0	0	0	0	0	0
Helpline	free phone calls for user (0800)	0	500000	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Community sensitisation									
Regional broadcast public service announcements	production in one language	0	150000	0	0	0	0	0	0
PSA airtime	community radio	0	4000	0	0	0	0	0	0
Geographic SMS	targeted SMS to a defined area	0	225000	0	0	0	0	0	0
Communications using CSO local networks and outreach	e.g. NICE, CCJP by negotiation	0	0	0	0	0	0	0	0
Communications using Mol local networks& outreach mobile vans and information officer	cover costs by negotiation	0	0	0	0	0	0	0	0
Open days for communities (drama, cultural performances, competitions etc.)	venue, talent, subsistence	0	750000	0	0	0	0	0	0
Road shows and pop-up advice centres	lump sum per event	0	500000	0	0	0	0	0	0
Outreach activities from institution	subsistence and travel	0	15000	0	0	0	0	0	0

	Specification	Unit	Unit cost	Total	FY15/16	FY 16/17	FY17/18	FY18/19	FY19/20
Village meetings organised by chief	subsistence and travel	0	15000	0	0	0	0	0	0
Announcements at funeral gatherings	FOC	0	550000	0	0	0	0	0	0
Announcements at faith gatherings	FOC	0	5000	0	0	0	0	0	0
Subtotal					0	0	0	0	0
State-citizen communication									
National broadcast radio public service announcements (jingles)	production in one language	0	250000	0	0	0	0	0	0
National broadcast radio PSA	60 secs fixed time	0	9000	0	0	0	0	0	0
National broadcast TV public service announcements	production in one language	0	500000	0	0	0	0	0	0
National broadcast TV PSA airtime	60 sec fixed time	0	9000	0	0	0	0	0	0
National broadcast radio documentary	production 30 minutes	0	250000	0	0	0	0	0	0
National broadcast radio documentary	30 min standard airtime	0	130000	0	0	0	0	0	0
National broadcast TV documentary	production 30 minutes	0	1500000	0	0	0	0	0	0
National broadcast TV documentary	30 min standard airtime	0	9000	0	0	0	0	0	0
Bulk SMS	national for each telecom provider	0	2125000	0	0	0	0	0	0
Newspaper notices	B&W, 1/2 page, weekday	0	141000	0	0	0	0	0	0
Notices in public government offices	A2 poster, full colour	0	495	0	0	0	0	0	0
Media houses briefings and engagement	facilitation allowances	0	250000	0	0	0	0	0	0
Open days for public and the media	subsistence and travel	0	15000	0	0	0	0	0	0
Press releases and national news items	FOC if newsworthy	0	45000	0	0	0	0	0	0
Feature articles in newspaper columns	journalists expenses	0	22000	0	0	0	0	0	0

	Specification	Unit	Unit cost	Total	FY15/16	FY 16/17	FY17/18	FY18/19	FY19/20
Printed information (leaflets, booklets)	A4 full colour, tri-fold	0	750	0	0	0	0	0	0
Posters in public locations	A2 full colour	0	495	0	0	0	0	0	0
Billboards	roadside advertising	0	800000	0	0	0	0	0	0
Website activities pages	inc. in website package see ATI	0	0	0	0	0	0	0	0
Visibility materials	see Branding	0	0	0	0	0	0	0	0
Subtotal				0	0	0	0	0	0
Stakeholder consultation									
Joint committees	facilitation allowances	0	22000	0	0	0	0	0	0
Workshops	50pp, 1 day, full meals, no accom.	0	1200000	0	0	0	0	0	0
Consultative conferences	50pp, 1 day, full meals, no accom.	0	6000000	0	0	0	0	0	0
Calls for written representations	FOC	0		0	0	0	0	0	0
Formal hearings	subsistence and travel	0	360000	0	0	0	0	0	0
Media coverage of consultations	facilitation allowance per journalist	0	15000	0	0	0	0	0	0
Social media reportage of consultations	FOC	0		0	0	0	0	0	0
Subtotal				0	0	0	0	0	0
Stakeholder awareness									
Training workshops	30pp, 1 day, full meals, with accom.	0	1200000	7200000	0	0	0	0	0
Training materials	inc. in website package see ATI	0	500	90000	0	0	0	0	0

	Specification	Unit	Unit cost	Total	FY15/16	FY 16/17	FY17/18	FY18/19	FY19/20
Website access to training materials	inc. in website package see ATI	0	0	0	0	0	0	0	0
Presentations at trade and business events	subsistence and travel	0	250000	0	0	0	0	0	0
Publications for use with stakeholder clients/users	A4, 32pp, full colour magazine x 100	0	9500	0	0	0	0	0	0
Sector newsletters	A4 8pp, full colour x 200 (online FOC)	0	2100	0	0	0	0	0	0
Social media reportage of training activities	inc. in website package see ATI	0	0	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Crisis management									
Prepare agreed “scripts” for possible scenarios	FOC	0	4500	0	0	0	0	0	0
Designate spokesperson(s) for 24/7 press access	FOC	0	0	0	0	0	0	0	0
Circulate communication policy within organisation, brief staff and associates	FOC	0	0	0	0	0	0	0	0
Press statements within 24 hours in response to issues	FOC	0	0	0	0	0	0	0	0
Press conferences within 24 hours in response to issues	facilitation allowance per journalist	0	15000	0	0	0	0	0	0
Pre-inform partners before statements released and conferences held	FOC	0	0	0	0	0	0	0	0
Update Website constantly with “news”	inc. in website package see ATI	0	0	0	0	0	0	0	0

	Specification	Unit	Unit cost	Total	FY15/16	FY 16/17	FY17/18	FY18/19	FY19/20
Update Twitter feed constantly with “news” and reference other hashtags	inc. in website package see ATI	0	0	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Formal education									
Curricula for schools and colleges	develop with MoEd	0	0	0	0	0	0	0	0
Presentations from organisation	subsistence and travel	0	60000	0	0	0	0	0	0
Teaching materials	design costs, lumps sum	0	950	0	0	0	0	0	0
Student competitions	lump sum	0	3500000	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Organisational communications									
Mission statements	FOC	0	2500	0	0	0	0	0	0
Staff meetings	FOC	0	0	0	0	0	0	0	0
Emails	inc. in website package see ATI	0	0	0	0	0	0	0	0
Internal newsletters	FOC (PDF)	0	0	0	0	0	0	0	0
Communications policy guidelines	FOC	0	2500	0	0	0	0	0	0
Service charters	FOC	0	0	0	0	0	0	0	0
Data and statistics pages on website	FOC	0	0	0	0	0	0	0	0
Letters to clients	FOC	0	0	0	0	0	0	0	0
SMS to clients	to individual x 600	0	350	0	0	0	0	0	0
Subtotal					0	0	0	0	0
Total MK					0	0	0	0	0

4. Monitoring and Evaluation

4.1 M&E for communications

In the classic model of communications that seeks to address knowledge, attitude and practice (KAP), monitoring can be equated to making sure that the target audience has been made aware of the issues, i.e. dissemination of messages has taken place.

Monitoring of the Communication Strategy therefore consists of checking implementation of the Communication Approaches outlined in the Implementation Schedule, 3.3. This is relatively straightforward and can be done through periodic activity reports from the NRB PRO itself. The PRO should set its targets in its annual work plan.

However being made aware is not necessarily sufficient to show that the Communication Strategy has been effective, so evaluation is also required.

This should be done at level of the combined outcome of the four communication components, if the various communication elements that make up the components have worked, there should be an increase in interest in NRIS amongst users, citizens and residents. To measure this NRB needs to make sure that its section reports record expression of interest such as the number of enquiries from government agencies and the private about how to implement NRIS in their workplace.

Ultimately the impact of the communication strategy can be assessed by the extent to which it is able to contribute to the overall goal of NRB. The aim here is to gather the bio data of all bona fide Malawians and resident foreigners for positive identification and then make the aggregated population data available to users for planning purposes. In other words, there is take-up of the benefits NRIS brings. This contribution can be measured through seeing which organisations intend to use NRIS services in their work, and the extent to which the new NRIS documents become the accepted way to prove ID in Malawi, as evidenced through civic education reports and media monitoring.⁷

These elements can be brought together in the monitoring and evaluation framework below.

⁷ Media monitoring refers to checking newspapers, radio, TV and the Internet for the number of stories about NRB and then making a simple assessment of how NRB is presented. If the communication strategy is effective, NRB should not be in the news “for the wrong reasons”. This activity usually falls to the Public Relations Office.

4.2 NRB Communication Strategy and Implementation Plan Monitoring and Evaluation Framework

NRB Communication Strategy 2015 — 2019							
Impact	Indicator	Baseline	Milestone	Milestone	Target	Assumptions	
Up-to-date population bio data is available for proving ID and for planning service delivery	1. NRIS population data is requested by MDAs and private sector service providers					NRB has the capacity to implement NRIS	
	2. NRIS proofs of ID are accepted by Malawi residents and citizens						
Increase in interest in NRIS amongst users, citizens and residents	1. Number of expressions of interest in supporting NRIS II from government and development partners					NRB can identify sufficient resources to implement the communications plan	
	2. Number of MDAs and private sector organisations that ask for NRIS support for using NRIS						
	3. Number of residents that ask to make applications for birth certificates and ID cards						
	4. Number of people told to apply for marriage and death certificates after introduction under NRIS II						
Component	Indicator	Baseline	Milestone	Milestone	Target	Assumptions	
1. Raise the profile of NRB with govt. and devt. partners and make the case for sustainable funding for NRIS	Number of elements from each communication approach that are implemented					GoM is prepared to re-allocate sufficient resources for NRB to implement NRIS fully NRIS concept is compatible with development partners' policies	
		Source: set in annual plan					
2. Government, agencies and the private sector understand the benefits of, and prepare for NRIS II	Number of elements from each communication approach that are implemented						
		Source: set in annual plan					
3. Citizen confidence in, understanding and use of NRIS primary documents	Number of elements from each communication approach that are implemented						
		Source: set in annual plan					
4. Prepare civil society & government agencies for the introduction of marriage and death certification	Number of elements from each communication approach that are implemented						
		Source: set in annual plan					

Annex 1. Selecting approaches and activities to implement

The NRB Communication Strategy recommends four components intended to address the communication needs of the organisation according its Strategic Plan and the perceptual context it operates within. Each component consists of several communication approaches (see 4.1) that should address the issues at hand.

However the implementation of the Communication Strategy has to deal with the realities of financial resources, institutional capacity, and available time, so it may not be possible to implement *all* the elements of each approach. The following decision tree can be used to help decide which activities should be prioritised.

For each component:

1.	Is the selected approach appropriate?	No!	Consider an alternative approach or only use the other approaches
	Yes!		
2.	Is each activity within the approach within the capacity of the organisation?	No!	Not do-able, try a different activity
	Yes!		
3.	Is each achievable activity well suited for reaching the target audience for this component	No!	Not appropriate here, try a different activity
	Yes!		
4.	Is each selected activity affordable bearing in mind the size and type of target audience	No!	Too costly for this objective, try a different activity
	Yes!		
5.	Can the activity be implemented within the time available?	No!	Too long to produce and disseminate, use this method at a better time
	Yes!		
6.	Is there a simple way of checking if the activity is achieving the desired result?	No!	Impossible to monitor impact and value for money, use another activity
	Yes!		
7.	Commission the activity!	-	

Annex 2. People Consulted

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