
2015-2024 National Strategic Plan for
Identification in the Kingdom of Cambodia

Technical Assistance Assignment for the
National Strategic Plan for Identification
(NSPI) that will guide acceleration of
national efforts to increase the birth
registration rate and identification in
Cambodia

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1. TABLE OF CONTENTS

1. INTRODUCTION.....	5
2. ACRONYMS.....	9
3. STRATEGIC CONTEXT	10
4. STRATEGIC FRAMEWORK	12
4.1 VISION AND MISSION	12
4.2 MAIN ACTION AREAS	13
4.2.1 Political commitment	13
4.2.2 Public engagement, participation and demand stimulation	13
4.2.3 Coordination	15
4.2.4 Policies, legislation and implementation of regulations.....	16
4.2.5 Infrastructure and resources.....	17
4.2.6 Operational procedures, practices and innovations.....	19
4.2.7 Production, dissemination and use of vital statistics and information on population.....	20
5. STRATEGIC GOALS.....	22
6. OBJECTIVES AND ACTIVITIES.....	31
6.1 GOAL 1: DEVELOP AN ENABLING LEGAL ENVIRONMENT FOR PERSONAL IDENTIFICATION	31
6.1.1. Objectives for enabling legal environment for personal identification.....	31
6.1.2. Activities for enabling legal environment for personal identification.....	33
6.2 GOAL 2: ESTABLISH A UNIVERSAL AND RESPONSIVE CRVS SYSTEM	36
6.2.1 Objectives for the establishment of the CRVS system.....	36
6.2.2 Activities for the establishment of the CRVS system.....	37
6.3 GOAL 3: ESTABLISH AN INTEGRATED POPULATION IDENTIFICATION SYSTEM.....	42
6.3.1 Objectives for the establishment of an Integrated Population Identification System.....	42
6.3.2 Activities for the establishment of an Integrated Population Identification System	44
6.4 GOAL 4: LAUNCH THE UNIFIED DATA DISTRIBUTION SYSTEM ABOUT POPULATION	48
6.4.1 Objectives for launching the unified data distribution system about population.	48

6.4.2	Activities for launching the unified data distribution system about population....	48
6.5	GOAL 5: ALIGN ORGANIZATION AND INTRODUCE E-SERVICES FOR CLIENT-ORIENTED, EFFICIENT AND TRANSPARENT SERVICE DELIVERY	50
6.5.1	Objectives for alignment of organization and introduction of e-services.....	50
6.5.2	Activities for alignment of organization and introduction of e-services.....	51
7	GOVERNANCE AND MONITORING.....	53
7.1	FUNCTIONS AND RESPONSIBILITIES.....	54
7.1.1	Mandates.....	54
7.1.2	Reporting.....	55
7.2	MONITORING OF IMPLEMENTATION.....	58
8	FINANCIAL FRAMEWORK	59
8.1	BUDGET	60
9	NSPI ROADMAP.....	61
10	ESTIMATED BUDGET.....	62
11	MONITORING DASHBOARD	65

1. INTRODUCTION

The Royal Government of Cambodia (RGC) has adhered to the principle of national solidarity to rally all Cambodians inside and outside the country, from all walks of life and political leanings, under the motto “Nation–Religion–King” with the objective of building and protecting the nation and its social achievements while ensuring its independence, integrity, sovereignty, peace, democracy and progress. Over the past decade, Cambodia has attained a high rate of economic growth and poverty reduction that has significantly contributed to its regional and global economic integration. Political stability, which has not been prevailing for years, has enabled Cambodia to carry out reform measures in all sectors in order to build institutional capacity, improve socio-economic infrastructure, and create a favorable environment to attract both domestic and foreign investments, with the aim of ensuring a high rate of economic growth and poverty reduction (NSPD, 2014-2018).

The Royal Government of Cambodia is deeply committed to achieving its Development Goals. For doing this, it has been pursuing inclusive economic growth through planned development within a market framework. Such an approach is also reiterated in the Rectangular Strategy Phase III, which is the government’s development policy direction for the 2014-2018 period. The RGC is also striving to fully integrate the country into the ASEAN economic community and to benefit from this. Finally, lifting the country out of Least Developed Country Status is among the highest priorities that Cambodia is pursuing.

The successful developments of the past few years and ambitious future plans emphasize the need to continue with many of the reforms that have been started, in order to achieve more equitable, people-centered development results. For this to happen, reforms in many areas must be continued and some new ones need to be launched. One of such reform is building a modern identification system in Cambodia, which would ensure that the country benefits from information on population and vital statistics, and uses them for strategic planning purposes at the national and local levels, thus improving results by reaching those who are neediest. The identification system will improve the efficiency and effectiveness of programs and resources used, support regional economic and financial integration, and provide reliable statistics to Cambodia’s partners and the global community. Implementing identification reform will provide a strong impetus for positive developments in all government sectors as well as in the private sector.

The National Strategic Plan for Identification (NSPI) aims to achieve a long-term vision for Cambodia — every person is to have an identity. This will require building a modern, permanent, universal civil registration system (CRVS) that will generate reliable vital statistics, and an integrated population identification system (IPIS) that will ensure that the country has a single reliable source of information about individuals and population. Building these systems will eliminate the necessity to develop parallel systems for population identification, thus ensuring the efficient use of resources. The NSPI foresees that each individual will be assigned a personal Khmer Identification Code (KIdC) at the moment of birth registration and will carry this code throughout his or her life. Individuals will be uniquely identifiable by this code when receiving services from the public or private sector. Implementation of the Plan will ensure that every person has a single, life-long identity.

The comprehensive national identity system that will be developed during the implementation of the NSPI serves as a precondition for the protection of all individuals, including their civil, legal, social and political rights, as well as allowing them to access the services for which they are eligible. A well-functioning civil registration and identification system enables and positively contributes to good and efficient governance: it strengthens public administration, ensures electoral participation, facilitates public service provision and contributes to the overall stability and security of the country. The exercise of many human rights depends directly on the existence of a functioning civil registration. It promotes gender equality, and it prevents and reduces the risks of statelessness, human trafficking, child and early marriage, child labour, etc.

The identification of each individual is established through the legal identity that a birth certificate provides. It is followed, with the addition of biographical data, by the issuance of identity documentation, such as ID cards, passports and other documents, as and when necessary. Legal identity is proof that a state recognizes and respects the lives of those it has the responsibility to defend and develop.

Civil registration is defined by the United Nations as the “Universal, continuous, permanent and compulsory recording of vital events provided through decree or regulation in accordance with the legal requirements of each country” (UNSD). It is the act of recording and documenting vital events in a person’s life (including birth, marriage, divorce, adoption, and death) and is a fundamental function of government.

Civil registration has two key objectives:

- To provide legal certification of vital events for individuals, which in turn supports the process of establishing legal identity, the production of national identification documents, and the integrity of population databases and electoral rolls;
- To be the preferred source of data for the production of national and subnational analysis and reports on vital statistics and population.

Cambodia’s civil registration records were completely destroyed under the Khmer Rouge and have had to be built anew in a short time. A government campaign implemented in cooperation with development partners has succeeded in registering millions of people, making it a significant success among post-conflict countries. The percentage of registration of children under age five has steeply increased from 22 % in 2000 to 66 % in 2006, and reached 73% in 2014. Constant efforts are being made to improve the civil registration system and identification of individuals, and significant progress has been observed. Cambodia also has developed a modern and well-functioning Khmer ID card system and passport system. These efforts have encouraged the development of the NSPI in such a manner that the country now can undertake the next step to develop a civil registration and identification system that would start filling existing gaps and move towards universal and integrated registration and identification.

There are a few remaining challenges for implementation of the NSPI. These are related to several issues: a limited understanding within the system and society at large about the importance of registration and identification; weak capacity, especially at the local level; the absence of the law on

civil registration, vital statistics and identification complying with an international law/standard; moderate levels of ICT knowledge and availability of access to the Internet in some remote areas; lack of clear processes and procedures as well as governance structures for identification work; and limited financing for the important area of identification. These challenges are reflected in the NSPI and will need to be duly considered when developing action plans.

Overall, the National Strategic Plan for Identification aims at building a modern, well-functioning and responsive civil registration and identification system that, by complying with internationally agreed standards, will ensure that every individual living in Cambodia has a legal identity, that all individuals are provided with legal documentation of their registration, and that accurate and timely vital statistics are produced and disseminated. To ensure the integrity of the population identification system, the NSPI expands beyond the establishment of a well-functioning CRVS system by applying a comprehensive approach: it aims to modernize the entire system that currently participates in the issuance of documents confirming individual identity in order for it to become the single source of reliable information on individuals and the population. A service-oriented approach needs to be taken when providing this public service to people. The awareness of its importance and the need for registration and identification should be continuously raised throughout the implementation of the NSPI.

Well-functioning civil registration and identification systems require coordination and cooperation among several public sectors, among different levels of administration —from central to local— as well as with development partners, the private sector, communities, the non-governmental sector and the population at large. Therefore, the collaboration and active participation of all sectors in the implementation of the NSPI is pivotal.

The NSPI is a complex and ambitious plan. It covers a period of ten years, establishing new functions, improving a number of others, and developing and using ICT-enabled solutions. Besides the direct establishment and attribution of functions, the implementation of the NSPI will have a significant impact on multiple levels of collaboration among institutions that do not have formal links. Therefore, a strong Governance and Monitoring framework is to be established in order to ensure rigorous implementation.

The financial framework needs to be defined and maintained in order to ensure the sustainability of the identification system in Cambodia. Government commitment — as well as support from international financial institutions, development partners and donors— will contribute to fundamentally improving the current systems and establishing integrated systems. In order to ensure its successful implementation, it is also important to ensure that the NSPI becomes a part of the country's National Development Strategies and other relevant strategic sectoral plans.

The NSPI is designed in a way that it will produce tangible improvements early on, rather than at the end of the whole period. This design helps to sustain the dynamism necessary for long-term implementations in order to consolidate the support of stakeholders and to demonstrate the value of the project in its early stages. Action plans will need to be developed for each of the strategic goals in its implementation.

The implementation of this ambitious plan opens up the possibility for Cambodia to establish itself strongly—as an example among developing countries—with reliable and well-functioning civil registration and identification systems by using ICT technology and innovative solutions. The implementation of the plan, by setting new standards for public service delivery and providing reliable data for planning in other sectors, as well as the potential for integrated solutions among sectoral systems, may positively contribute to the acceleration of the country's progress towards achieving national people-centered development aims.

2. ACRONYMS

ADB Asian Development Bank
 ASEAN Association of South East Asian Nations
 AWPB Annual Work Plan and Budget
 BoG Boards of Governors
 C/S Communes/Sangkats
 CDHS Cambodia Demographic and Health Survey
 CMDG Cambodian Millennium Development Goals
 COD Cause of Death
 COM Council of Ministers
 CRC Convention on the Rights of the Child
 CRVS Civil Registration and Vital Statistics
 CSO Civil Society Organizations
 DP Development Partner
 GDI General Department of Identification
 HMIS Health Management Information System
 HR Human Resources
 ICD International Classification of Diseases
 ICT Information and Communication Technology
 IPIS Integrated Population Identification System
 JICA Japan International Cooperation Agency
 LM Line Ministries
 M&E Monitoring and Evaluation
 MAFF Ministry of Agriculture Forestry and Fisheries
 MCCD Medically Certified Cause of Death
 MEF Ministry of Economy and Finance
 MoE Ministry of Education Youth and Sport
 MoH Ministry of Health
 Mol Ministry of Interior
 MoP Ministry of Planning
 MoSVY Ministry of Social Affairs, Veterans and Youth Rehabilitation
 NGOs Non-Governmental Organizations
 NSDP National Strategic Development Plan
 NSO National Statistics Office
 NSPI National Strategic Plan for Identification
 RGC Royal Government of Cambodia
 TA Technical Assistance
 TORs Terms of Reference
 UNFPA United Nations Population Fund
 USAID United States of America Agency for International Development
 WB World Bank
 WHO world Health Organization

3. STRATEGIC CONTEXT

The global development agenda has seen a new set of Sustainable Development Goals — a universal set of goals, targets and indicators that UN member states will be expected to use to frame their agendas and policies over the next 15 years. The discussion of the Sustainable Development Goals has renewed the interest in the quality and availability of statistics for management, program design and performance monitoring. Most of the necessary statistics are produced by national statistical systems in developing countries, and this data is a critical component of good governance. Without information on where people live, how much they earn and what services they can access, it is impossible to respond to the needs of populations. Therefore, an increasing need to improve statistics will require decisions and solutions related to national statistical capacity.

In addition, universal and responsive civil registration and vital statistics systems play a critical role in achieving inclusive, equitable and people-centered development. At first sight, a step as simple as the provision of records in fact promotes social protection and inclusion by facilitating access to essential services, such as education and health care, among others, and it offers the possibility to substantially improve lives, especially the lives of people living in poverty.

A comprehensive national identification program serves as a precondition for the protection of the civil, legal, social and political rights of all individuals, and it enables them to access the services for which they are eligible. A well-functioning civil registration and identification system enables and positively contributes to good and efficient governance. It also strengthens public administration, ensures electoral participation, facilitates public service provision and contributes to a country's overall stability and security. The exercise of many human rights depends directly on the existence of functioning civil registration. It promotes gender equality and it prevents and reduces the risks of statelessness, human trafficking, child and early marriage, child labour, etc. For these reasons, a well-functioning, integrated and efficient civil registration system contributes to broader human development and to a country's development goals.

The importance of well-functioning, integral and efficient CRVS systems is commonly understood and shared among regions and countries. In 2014, the Ministerial Conference on Civil Registration and Vital Statistics (CRVS) committed itself to the Asia and the Pacific Regional Action Framework — a set of goals, national targets and areas of action for accelerating and focusing efforts to improve CRVS systems in Asia and the Pacific by 2024. Cambodia is part of these efforts and commitments.

The International Identity Management Conference, which was held in Seoul in September 2014, urged governments to intensify their efforts in developing and implementing a holistic approach for the establishment of robust identification management systems, starting by undertaking in-depth assessments and putting in place national action plans with identified resources aimed at accelerating improvements in civil registration and vital statistics and identity management. The conference encouraged governments to put in place the necessary policies and legal frameworks on personal data protection and privacy in civil identification management systems. It emphasized strengthening coordination between national identity and civil registration authorities and other key stakeholders in managing identities and ensuring effective registration of vital events. It emphasized the need for interoperability between civil registration, civil identification and other

systems to enhance service delivery to individuals and to ensure timely, accurate and reliable data for decision making.

Cambodia recognizes the need for a systematic improvement of its population identification and registration system. Currently, the national birth registration rate in Cambodia is approximately 73% of children under the age of five. There are significant disparities among regions, rural, and urban areas, and there are social disparities in birth registration rates. Little value is given to registering the child in Cambodia, and, according to the population, issues related to cultural context, accessibility of services or existing penalties are among the factors affecting the results.

A national plan for improving identification and registration is needed: multiple systems need to be created or improved, with the involvement of multiple stakeholders. Such a plan would need to build on the strengths and practices of the existing CRVS system and provide optimal, efficient, measurable and accountable solutions that would help to achieve clear demonstrable results and, moreover, improve the lives of its citizens.

Cambodia's National Strategic Development Plan 2014-2018 indicates a few challenges the country is facing currently. Namely, the use, development, and acceleration of a well-functioning, integral and efficient system of identification in the country would positively contribute in addressing them:

- National Strategic Development Plan states that Cambodian economy will be moving towards becoming a low-middle income country soon. As the country will become increasingly less eligible for grants and will have to rely on (concessional or other) loans, it will have to raise more resources at market rates (or with some concessions but all on returnable basis)—from both, internal and external sources—to finance the public sector plan investments. Next, it will require instilling greater efficiency in expending resources. Efficient and effective identification system is important for internal resource mobilization and for better-targeted and efficient public expenditure.
- Cambodia would integrate into ASEAN by 2015; by this time, many barriers between countries will come down. The government will require being prepared for free movement of skilled workers, of capital, and equalization of tax rates. These will pose issues for the labour markets, land use, and budget revenues. Effective and efficient identification and civil registration system is strong element for economic and financial integration.
- The National Strategic Development Plan also states that the next phase in good governance will require significant efforts to bring-in e-Governance to make governance effective. For this to happen, the government will require 'electronic-wiring' of the whole country, developing on-line databases at different levels, and providing e-services. Investment in human capacities within the government and physical investments required for modernizing governance will thus assume an important place. Development and implementation of effective and efficient identification system is strategic part of these efforts. Implementation of well-functioning, internal and efficient Identification system would also serve to number or fundamental reforms planned in the National Strategic Plan.

4. STRATEGIC FRAMEWORK

4.1 VISION AND MISSION

The Royal Government's long-term vision, through to 2030, is to achieve a socially cohesive, educationally advanced, and culturally vibrant Cambodia without poverty, illiteracy, and ill health; where all Cambodians live in harmony and are free of hunger, inequity, exclusion, and vulnerability; where all citizens are able to reach their full potential in their chosen vocations to contribute to further progress of the country and for an increasingly higher standard of living; to develop a sustainable society that ensures the long term sustainability of the natural resources and the environment on which all economic activities rely upon; and to develop sustainable economic, social and infrastructure activities without negative environmental and social impacts.

For Cambodia to achieve its long-term vision

Every person needs to be identified.

This outlines the basic information about every person and about the population in general, which enables other sectors — social, health, education, labour, justice, economics and finance, security, public order, among others — to plan and implement their strategies.

The vision of the identification area in Cambodia is

A mission-focused, service-oriented and modern area of public administration in Cambodia that manages data about population identity and vital events and produces reliable population and vital statistics.

The mission of the identification area in Cambodia is

To register all individuals and vital events in a transparent, non-discriminatory and efficient manner in order to issue proof of identification for ensuring equal rights in society and for providing reliable and protected data for good governance and for the development of the private and public sectors.

The identification of people is an important element in the continuous efforts of people-centered development both in Cambodia and globally. Taking into consideration the progress made in Cambodia in developing the civil registration and identification system and the challenges that still exist, realistic goals and objectives have been established and practical activities to reach these have been selected.

The role of line ministries and government institutions at different levels is therefore to reflect and define the integration of these goals into their own policies, strategic plans and projects, and to ensure significant contributions to the advancement of the identification area in Cambodia. Private

enterprises, civil society organizations and local communities are also to contribute to the accomplishment of this mission.

4.2 MAIN ACTION AREAS

The Economic and Social Commission for Asia and the Pacific has adopted a resolution that calls upon specific action areas to be reflected upon in National Strategies for civil registration and identification. Through the Strategic Plan, action areas are addressed in a comprehensive manner through planned strategic goals, objectives and activities.

4.2.1 POLITICAL COMMITMENT

Political leadership and commitment play a critical role in ensuring that well-functioning, inclusive and responsive civil registration, vital statistics and identification systems are considered a priority of the Government. The role of CRVS in ensuring human, economic, social and citizen rights, effective and efficient national and sub-national planning, good governance and transparency is to be broadly understood and committed to. Political commitment translates into adequate resources—both human and financial — allocated to the implementation and continuation of systems that should ensure quality, continuity and permanence, as well as security of records.

Political commitment amalgamates into a single, clear governance structure for the implementation of the NSPI. The Steering Committee, consisting of high-level officials from related line ministries and chaired by the Minister of Interior, plays a key role in the overall oversight and monitoring of the implementation and progress towards the goals and objectives that have been set. Supporting governance structures at the execution levels need to be designed with clear responsibilities. This includes levels responsible for the formulation of plans, objectives, and mandates throughout the execution chain, and responsibilities for monitoring and evaluation as well as corrective actions.

Overall political commitment translates into the following actions under the NSPI:

- (a) Leadership by highest level officials by committing and openly declaring and explaining the work needed to improve the civil registration and identification in Cambodia;
- (b) Establishment of a high-level Steering Committee for the overall oversight of civil registration and identification;
- (c) Establishment of a governance structure, with responsibilities and mandates specified and reporting chains identified;
- (d) Endorsement of the NSPI with a detailed budget and the commitments required for its implementation.

4.2.2 PUBLIC ENGAGEMENT, PARTICIPATION AND DEMAND STIMULATION

Improving the coverage of civil registration requires individuals and families to know and understand the value of declaring vital events to the relevant authorities, and to be willing to do so.

This value has to be clearly established and communicated. The citizens in a well-informed society are empowered to make decisions useful to themselves and their family members. Public information campaigns, as well as targeted campaigns, are crucially important to increase awareness of the meaning of registration and identification. In addition to this, strong internal communication networks within the CRVS and identification systems play important roles in building capacity and ensuring the quality of services provided. Public engagement, through the possibility to provide feedback, also plays a notable role in improving the quality of services provided by authorities. Universal and responsive CRVS systems are, therefore, dependent on relationships of mutual trust and accountability between authorities and the public.

The public and private sectors, while requesting or expecting registration for the provision of services, can stimulate demand for civil registration. In this regard, continuous collaboration and exchange between the authorities responsible for civil registration and other public as well as private sector actors is expected throughout the implementation of the NSPI.

Active demand stimulation activities should correlate with action on improved service delivery, thus the quality of service itself would contribute to the increased numbers of registrants.

Public engagement, participation and demand generation translates into following actions under the NSPI:

- (a) National information campaigns are to be undertaken to explain the importance of registration of vital events for individuals and families as well as to encourage them to declare and register vital events;
- (b) A targeted approach is to be taken when aiming to build awareness while reaching out to groups that have lower levels of registration, such as people with disabilities or other marginalized groups;
- (c) Advocacy and outreach measures are to be taken before launching implementation of all major strategic goals, ensuring awareness and knowledge building within society;
- (d) A Government-level discussion is to be launched in order to analyze possible incentives in relation to the civil registration of vital events;
- (e) Support networks are to be established with the participation and involvement of local communities and non-governmental organizations, as well as with representatives of religious communities in order to implement outreach activities, in particular in lagging areas and among hard-to-reach individuals, people with disabilities and marginalized groups;
- (f) Collaboration with relevant public sectors — such as health and education, and outreach activities within them — is to be established in order to raise awareness about their role in stimulating demand for registering vital events;

- (g) Citizen feedback is to be ensured by launching toll-free telephone line and through participation by representatives of especially those working with vulnerable groups*, such as communities and non-governmental organizations, which are to be included in the national CRVS and identification coordination mechanism;
- (h) Outreach activities with the aim to improve coverage of civil registration are to be organized and to include local administration institutions, civil society organizations, informants and clients;
- (i) An ICT and mobile technology enhanced CRVS system is to be put in place in order to enable provision of vital events registration services for traditionally hard-to-reach individuals, people with disabilities or marginalized groups, by bringing services to their locations;
- (j) The planned introduction of the Khmer Identification Code provides the possibility to identify individuals with a code, not simply with a name, which provides the option to add a first name later on in a child's life, allowing a tradition that impedes timely registration among some ethnic groups to be addressed;
- (k) Diversification of fees and fines for the late registration is to be addressed following the principles of equity. When reliable system will be developed in the area of social protection and groups of population that state will be supporting will be defined. GDI then is to build incentives system based on this grouping. While this system is not developed ID poor could be reviewed and linked to the birth registration and identification and to provide incentives for holders of ID poor card.

4.2.3 COORDINATION

The effective coordination of many institutions and actors involved in and benefiting from CRVS is a prerequisite for universal and responsive CRVS and identification systems. Coordination is to take place among all relevant responsible stakeholders at all levels of government, as well as among development partners and between the Government and its development partners.

Within Cambodia, effective coordination needs to be ensured among different commune, district, provincial and national stakeholders involved in reporting, recording and registering the occurrence of vital events. The continuous involvement of stakeholders from different government levels, non-governmental and private sectors, and development partners that took place during the preparation of the NSPI is expected to safeguard their awareness and participation during the implementation.

*"Orphans and Vulnerable children" includes: orphans; children with chronically ill parents or caregivers, including children affected by HIV; children who live outside of family care, including children in institutions and street children; children living in a poor household; abused and exploited children; children in contact with the law, including children alleged to have been accused/convicted of a crime; children addicted to

drugs and children of illicit drug users; and children with disabilities. As stated in The MoSVY's Prakas 2011 on Procedures to Implement the Policy on Alternative Care for Children.

The commitment to proper coordination translates into following actions under the NSPI:

- (a) An inter-institutional Steering Committee consisting of high-level officials from related ministries is to maintain coordination at the highest level of governance so as to ensure further coordination throughout the entire implementation system and assume responsibility for adjustments needed throughout the process;
- (b) Following the structure of representation of the Steering Committee, an inter-institutional National Technical Project Implementation Team is to be established to coordinate and supervise all projects under the NSPI and assume responsibility for coordination with development partners and the non-governmental sector;
- (c) Clear responsibilities and mandates throughout the entire implementation structure are to be defined in order to ensure coordination of all work streams;
- (d) Established coordination mechanisms are the basis for cross-sectoral coordination when it comes to strategic planning with other related sectors (in particular, the health and education sectors) that have aligned their specific strategies with the NSPI;
- (e) A monitoring and evaluation plan is to be developed to ensure the relevance of implemented actions and continuous learning.

4.2.4 POLICIES, LEGISLATION AND IMPLEMENTATION OF REGULATIONS

A sound legal framework provides the basis for a universal and responsive CRVS system and ensures the confidentiality of data, the coverage of vital events registration, and the provision of incentives. It also eliminates discriminatory barriers to civil registration. It is a prerequisite for other systems development under the NSPI and a further platform for the exchange of information about population and distribution.

The legal framework needs to ensure that the civil registration of vital events is compulsory. It must define the functions, duties and responsibilities of the civil registration authorities as well as those who are obliged to register, thus helping to ensure the completeness of registration and to improve the accuracy of information held in civil records.

Policies, legislation and implementation of regulations translates into following actions under the NSPI:

- (a) Reviews of and amendments to legislation, policies and regulations are to be done in adherence with international standards as described by the United Nations in order to ensure access to registration for all without discrimination;
- (b) Legal reform is to be carried out with an aim to draft and amend statutory legislation (laws) as well as subsidiary legislation (sub-decrees) for the establishment and operation of the civil

registration and identification system, as well as for the operation of the Integrated Population Registry and data dissemination service;

- (c) A law on civil registration, identification and vital statistics is to lay out the purpose, system and principles for civil registration, identification and vital statistics. Low-level details are to be left to (the more easily amendable) subsidiary legislation issued by the Government in the form of sub-decrees on the CRVS;
- (d) Amendments are to be made to existing legislation on passports, ID cards, nationality and residential data management to allow certain data in their respective databases to be replicated into the IPIS as well as the exchange of this data between the public bodies in charge of these areas and with other parts of the public sector and the private sector;
- (e) The legal basis for this is to be laid down for individual identification based on birth registration by assigning a personal identity code, which is unique for each individual and which never changes during an individual's lifetime;
- (f) Reviews and amendments of policies, legislation and regulations will hold the confidentiality of personal data in very high regard;
- (g) Analysis and review of legislation, policies and regulations that have linkages with civil registration and vital statistics system (i.e. legislation on adoptions, health sector legislation, others) are to be carried out;
- (h) Strengthened by the planned legal reform and ICT, the new CRVS system will be able to address issues and loopholes in the existing system and will ensure transparency and prevent the replication or any illegitimate changes in the records of vital events (i.e. birth registration records);
- (i) Extension of the period (currently 30 days) for the birth registration is to be considered during the implementation of the legal reform;
- (j) Legal reform is to be pursued in close cooperation with other government institutions, development partners and international experts.

4.2.5 INFRASTRUCTURE AND RESOURCES

Civil registration and identification, vital statistics, and population information systems require a strong infrastructure. The following prerequisites need to be met: accessibility of registration centers, capacity of qualified staff and informants, ICT infrastructure and connectivity, and financing that ensures continuous and permanent process of registration. Sufficient and sustainable investments are essential to enable incremental improvements in the CRVS systems in the areas of human resources, infrastructure, equipment and supplies. Human, ICT and other resources should be available for efficient registration. Capacity building should be addressed by all institutions that participate directly in civil registration procedures, including informants, particularly physicians who need to accurately determine and record the immediate and underlying causes of death. The

capacitybuilding of officials is also important in order for them to be able to establish, maintain and monitor CRVS systems.

In terms of human resources, CRVS systems depend on a sufficient number of qualified staff. Mechanisms for career development and appreciation need to be part of ongoing decentralization and public service related reforms.

Infrastructure and resources translate into following actions under the NSPI:

- (a) To maintain registration points within a reasonable distance for the population in every Commune/Sangkat by improving them with computerized systems, which also allows civil registration to be undertaken in remote areas and to serve people with disabilities or among marginalized groups;
- (b) Issue identity documents (such as ID cards) using the existing One Window Service to provide the possibility for cost-effective and quality services to the population in the provinces where this service is available; to gradually plan replication of One Window Service at the local level, starting with most accomplished local authorities;
- (c) To improve accessibility, alternative locations for all major services provided by the GDI (civil registration, ID card issuance, residential records) are to be available from the One Window Service, while services at the Commune level need to be provided via civil servants;
- (d) Political commitment is to lead to the development of a financing plan that would ensure allocation of adequate national financial resources for the implementation of the NSPI and for the sustainability of these efforts;
- (e) Capacity building and training programs of local staff is to take place on regular basis, where programs are to cover the legal framework, to present practices and procedures for registration in clear and detailed training material, and with continuous retraining implemented also by using an online internal communications network, other means; provincial training centres are to play important role in this process;
- (f) Capacity building of staff in One Window Service centers for delivering services related to civil registration and identification;
- (g) Continuous capacity building of GDI staff is to align with systems under development, including knowledge of new legislation, new capacity in vital statistics, ICT use in registration and identification;
- (h) GDI is to provide training on how to use the population data dissemination system to other public sector institutions as well as to the private sector;
- (i) Cooperation with other sectors is to be enabled in order to improve registration of vital events and build up vital statistics by developing capacity in those sectors (primarily in the health sector).

4.2.6 OPERATIONAL PROCEDURES, PRACTICES AND INNOVATIONS

The NSPI builds on a sound legal and institutional framework that is to be applied effectively and consistently throughout the implementation of operational procedures and practices. Operational procedures are to be designed and implemented so as to ensure the essential function of civil registration in providing legal documentation that can help to establish legal identity, civil status, family relationships and nationality as well as to ensure the protection of rights. Similarly, operational procedures are to be developed in order to facilitate the transmission of data to approved departments for the production of vital statistics and for the dissemination of population information to the public and private sectors.

The civil registration and identification system, including online civil registration and improved service delivery, supports the efficient delivery of public services and e-government processes. In addition, the use of ICT technology helps to simplify and reduce the cost of secure storage and protection of civil registration archives and information about the population from natural disasters, war and cyberattacks.

The arrival of new technology in resource-constrained environments creates an enabling environment for developing more efficient and effective information systems to support civil registration and identification systems. This technology was not present when advanced economies developed CRVS systems, which is why many low and middle-income countries can now leapfrog to more efficient systems. Good practices are now being established regarding who should own these systems, how they should be deployed to ensure accurate and comprehensive records, and how these records should be used and updated to the benefit of citizens. This requires careful design and cannot be achieved by ad hoc projects (WB, 2014).

Operational procedures, practices and innovations translate into following actions under the NSPI:

- (a) Legal reform will review and adapt registration forms and procedures to align with international standards for legal and statistical purposes;
- (b) Measures are to be implemented to ensure the quality and integrity of any legal documentation emanating from the civil registration and identification system that is to be maintained;
- (c) Actions are to be defined and implemented to safeguard the confidentiality and security of registration information and records;
- (d) The introduction of innovations, such as the use of tablets, in civil registration will increase access to registration by allowing mobile registration and the use of information technology for registration, identification and the maintenance of records, ensuring the continuity and sustainability of processes;
- (e) The introduction of ICT technology will greatly support and scale up registration and identification as well as a strong legal framework and procedures to address the rights of individuals, such as privacy;

- (f) The capacity of hospitals and health centers as informants of vital events, and the capacity of registrars in recording vital events related to compliant coding, is to be addressed in close cooperation with the Ministry of Health;
- (g) Procedures for implementing the registration of vital events of residents who are temporarily abroad and in a position to access consular facilities are to be developed through coordinated cooperation with the Ministry of Foreign Affairs.

4.2.7 PRODUCTION, DISSEMINATION AND USE OF VITAL STATISTICS AND INFORMATION ON POPULATION

The administrative data from civil registration, when universal, is the preferred source of vital statistics in terms of accuracy, completeness and timeliness. An advantage of vital statistics based on civil registration is that data can be disaggregated to smaller sections and areas of the population, such as administrative subdivisions, for example. A phased approach to using civil registration records as a source of vital statistics is to be adopted by ensuring that information on currently registered vital events will be compiled in a way that allows the production of vital statistics in the longer run.

The single reliable source on population — the Population Registry — is to be developed through the implementation of the NSPI, where basic data on individuals will be stored and available for the verification of individual identity, and where overall information on the population will be maintained through the data dissemination system. Legislation is to be reviewed, and strict and clear processes and procedures are to be established for users who access information in the Population Registry in order to ensure protection of rights and privacy.

Advanced technology is to be applied, along with a clear methodology that allows technical and logistical challenges related to compiling, ensuring the quality of complete and reliable information on vital events and population.

Production, dissemination and use of vital statistics and information on population translate into following actions under the NSPI:

- (a) Capacity building in vital statistics is to be developed and implemented through the establishment of a functional unit responsible for collection, analysis and dissemination of reliable information on vital events;
- (b) The use of vital statistics to support decisions in areas of social, economic and health policy, and in monitoring progress towards national and internationally agreed development goals is to be promoted;
- (c) ICT use in the registration of vital events will speed up compilation, analysis and publication of vital statistics derived from civil registration;
- (d) Vital statistics will be readily provided to the National Institute of Statistics and will be accessible to users through the publishing of vital statistics on the World Wide Web;

- (e) The capacity of the public and private sectors is to be developed in order to use the system for verification and information on population via the data dissemination system;
- (f) The Population Registry is to become the single source of reliable information on the population, and an awareness and knowledge of the registry is to be built among potential clients in the public and private sectors;
- (g) Related legislation, service provision guidelines, and procedures are to be developed by defining the use of the population registry's data via the data dissemination system;
- (h) The capacity of staff directly involved in managing processes related to the dissemination of information is to be expanded.

5. STRATEGIC GOALS

Goals are strategic targets that require defined periods and milestones for completion. Strategic goals are individual, but their implementation relies upon the development of a well-functioning, reliable, universal and responsive civil registration and identification system in Cambodia. The following goals are to be achieved during the NSPI period 2015-2024:

1. Develop an enabling legal environment for personal identification

The Royal Government of Cambodia confirms its commitment to human rights as expressed in the UN Declaration of Human Rights, along with related international legislation. One of the fundamental human rights is that of being recognized and identified as an individual. In international legislation and practice, this human right is implemented first and foremost by the registration of births. Birth registration, in turn, forms the basis of the identification of the individual, as represented by the birth certificate.

Cambodia's current legislation is deemed insufficient as the basis for a modern, computerized civil registration, identification and vital statistics system. The Government recognizes the urgent need for comprehensive reform of the legislation on civil registration, identification and vital statistics.

Recognizing the role of the legal framework as the basis for the CRVS system, a strong effort to bring this framework up to date, in full conformity with the needs and demands of the Kingdom of Cambodia as well as with the systems within the South East Asia region and international legislation under which Cambodia is committed,¹ will take considerable resources. Therefore, a less-demanding route is to pass new legislation on the CRVS, instead of going through all legislative acts now more or less actively in force and updating them as well as consolidating them. This will not necessarily imply that efforts already made should be made void just because they exist prior to a reform. Passing a new law will also have the benefit of bringing civil registration and legislation into the public eye, along with awareness campaigns.

According to the recommendations in the NSPI, legal reform could be carried out by following these steps:

- Drafting a completely new law on civil registration, identification and vital statistics, with sub-decrees and amended provisions in the legal framework envisaging interfacing interaction between the CRVS system and the IPIS and its operation as described in Goal 3.

2. Establish a universal and responsive ICT-based CRVS system

Goal 2 refers to the critical role of the CRVS in Cambodia and reflects the resolution adopted by the Economic and Social Commission for Asia and the Pacific in 2014. Universal and responsive civil

¹Constitution of the Kingdom of Cambodia, Article 31

registration and vital statistics systems that facilitate the realization of human rights and support good governance and health outcomes, and that achieve inclusive, equitable and people-centered development, should be established in Cambodia. The following measures are to be implemented:

- Provide documents and permanent records so that individuals can establish their legal identity, civil status and family relationships, and subsequently promote social protection and inclusion by facilitating access to essential services, such as education and health care, among others;
- Enable good governance and strengthened public administration through greater political participation and accountability, and facilitate public service delivery by generating demand for national population databases, national identity programs and e-governance;
- Provide vital statistics on the demographics and health of the population as well as other information that offers an evidence base for policymaking at the local, provincial and national levels, including preventive and targeted interventions for addressing social, economic and health inequities, especially among remote communities, people with disabilities and marginalized groups;
- Assist the implementation of universal health coverage and provide the most reliable data to monitor and address the causes of mortality, which includes providing an evidence base for measures to improve newborn, infant and maternal health;
- Promote gender equality and the empowerment of women and girls through the provision of documents to prove family relations and civil status, and through the generation of disaggregated statistics according to age, sex, and geography;
- Prevent and reduce the risk of statelessness, human trafficking, child and early marriage, and child labor etc., as well as promote durable solutions for refugees by documenting links to their country of origin;
- Offer information for humanitarian planning, disaster risk reduction and management, and aiding the response to disasters.

A universal and responsive CRVS system should be developed and supported by Web-enabled and nationally harmonized registration processes at the Commune/Sangkat level. Aligned with the strategic efforts of Cambodia to decentralize and improve local government capacity, the decentralized approach for organizing civil registration and identification shall be maintained and enhanced with capacity building and computerization efforts.

The universal and responsive CRVS system shall be a national database on civil registration and vital statistics information of the Kingdom of Cambodia, which computerizes civil registration tasks; collects, stores and processes information on civil registration nationwide; and provides civil registration and vital statistics information to relevant government agencies and other authorized organizations.

The CRVS system should be responsive to population needs and ensure the following:

- Nationally harmonized civil registration services performed by the 1633 registration offices at the commune level, securing the same service regardless of location;
- Generation and assignment of the Khmer Identification Code (by using services provided by the Population Identification System) at birth registration;
- Web and mobile tablet-enabled services for the submission of notifications and applications;
- A national CRVS consisting of a legally valid civil registry, which will be technically operated at the national level;
- Improved efficiency and quality of registration procedures and reduced risks for identity duplication;
- Support by relevant demand stimulation and incentive schemes by the public and private sectors;
- Support by awareness raising and outreach activities to inform and build knowledge about civil registration and vital statistics;
- Support by strong formal and informal network of informants;
- Constant improvement based on citizen feedback.

Conceptual design of the CRVS system is composed of at least of four major services:

- Notification services: these services handle notifications from the authority that witnessed the appearance of the vital event. Notifications are entered into the CRVS system and stored until applicants arrive with the original copy and request registration of the vital event.
- Registration services: these services handle the collection of the application dossier to register the vital event. They also handle data entry and the uploading of scanned or photocopied annexes as well as the data verification process, registration approval process and issuance of the registration certificate. Via the Internet, the 1633 CROs (Sangkats) connect to the CRVS and perform registration. A KIdCis assigned upon the approval of an application to register a birth event. The registrar rejects registration if the documents are not produced in accordance with the applicable legislation. The decision to reject and the reasons for this decision are recorded in the CRVS. The decision is printed.
- Information services: these services handle requests for information by public users via CRVS information services. Requests are accepted manually (on paper) or online. The CRVS will have the possibility to notify appropriate institutions about vital events upon a signed agreement of cooperation. Notification could be performed through defined notification channels.
- Vital statistics services: these services handle the generation of information according to the vital statistics tabulation plan, which is later published online for public access.

The CRVS system should be integrated with the Population Identification System on a system-to-system basis, according to the specification developed and provided together with the Population Identification System.

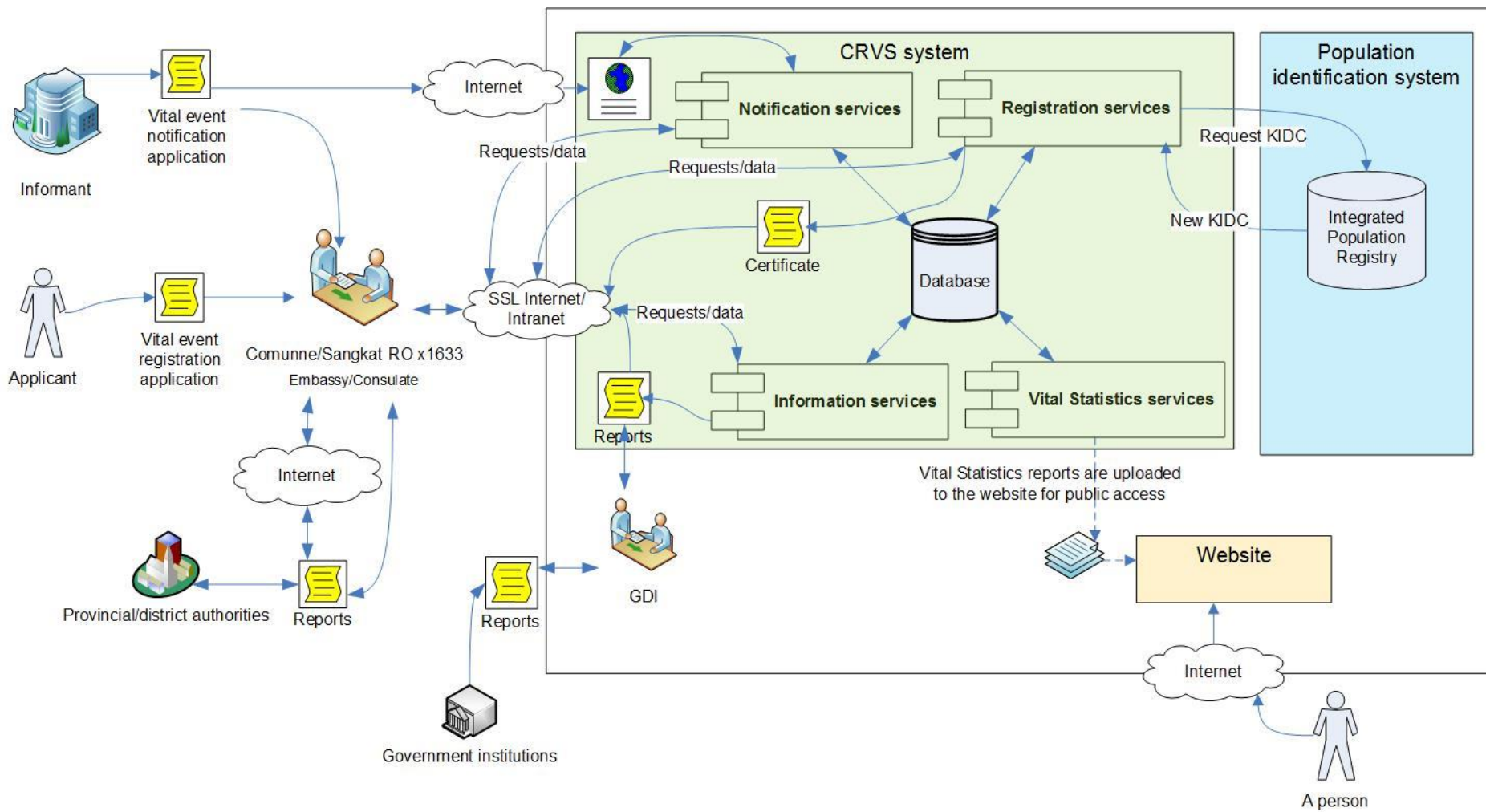


Figure 1. Conceptual design of the CRVS System in Cambodia

3. Establish the Integrated Population Identification System

Goal 3 addresses the need to have reliable nationwide information on the population as well as unique identification for every person in Cambodia. The Integrated Population Identification System shall be established to serve as an integration platform for other institutions and their systems as the primary and single data source on population information. Thus, the IPIS is not a new institution or a consolidated database of data of all interchanged systems.

A minimal data set of information on each individual shall be defined and stored in the central part of the IPIS (the Population Registry): name, last name, birth date, birthplace, nationality, citizenship, marital status, parents, children, declared residential address, and data about issued personal identification documents. Data in Population Registry is to be constantly updated (preferably in real time) from other systems. Other information related to the identification of the individual (biometric data, photos, etc.) is to be further stored and maintained in the corresponding information systems without publishing it to the central database of the IPIS —the Population Registry, unless defined differently in related legislation.

Existing and emerging computerized systems related to identification need to be integrated to the Population Identification System on a system-to-system basis in order to be able to search for actual and correct information on individuals:

- Khmer ID Card Management System
- Passport Management System
- Residential Management System
- Nationality System
- Civil Registration and Vital Statistics System

The conceptual design of the IPIS integrates all systems involved in the continuous recording of information pertaining to each member of the resident population of a country, making it possible to determine up-to-date information about the size and characteristics of the population at selected points in time. The CRVS acts as the initial registration point, where a new record for an individual is created in the Population Identification System and a new Khmer Identification Code is generated and assigned to it.

The Khmer Identification Code will be generated exclusively by the Population Identification System and will be provided for each person in the IPIS. The length of the number shall be ten digits in total, constructed from one reserved digit, eight random digits, plus one checksum digit that is based on the Modulus 11 algorithm. A reserved digit will be used to distinguish foreigners temporarily living and working in the country from citizens of the Kingdom of Cambodia.

The Khmer Identification Code shall be assigned only once (at birth registration) and will stay the same throughout the lifespan of a person. **Exceptions for KIdC assignment should be defined in related legislation.** The number shall be unique at a national level and cannot be reused under any circumstances. The number shall be constructed so that it doesn't carry any sensitive information related to possibly changing life circumstances thus to prevent any kind of discrimination. It shall be completely random and cannot be predicted.

The Population Identification System is continuously updated with information on individuals through the usage of supplementary systems: CRVS, Residential Statistics, Khmer ID Card Management System, Passport System and Nationality System.

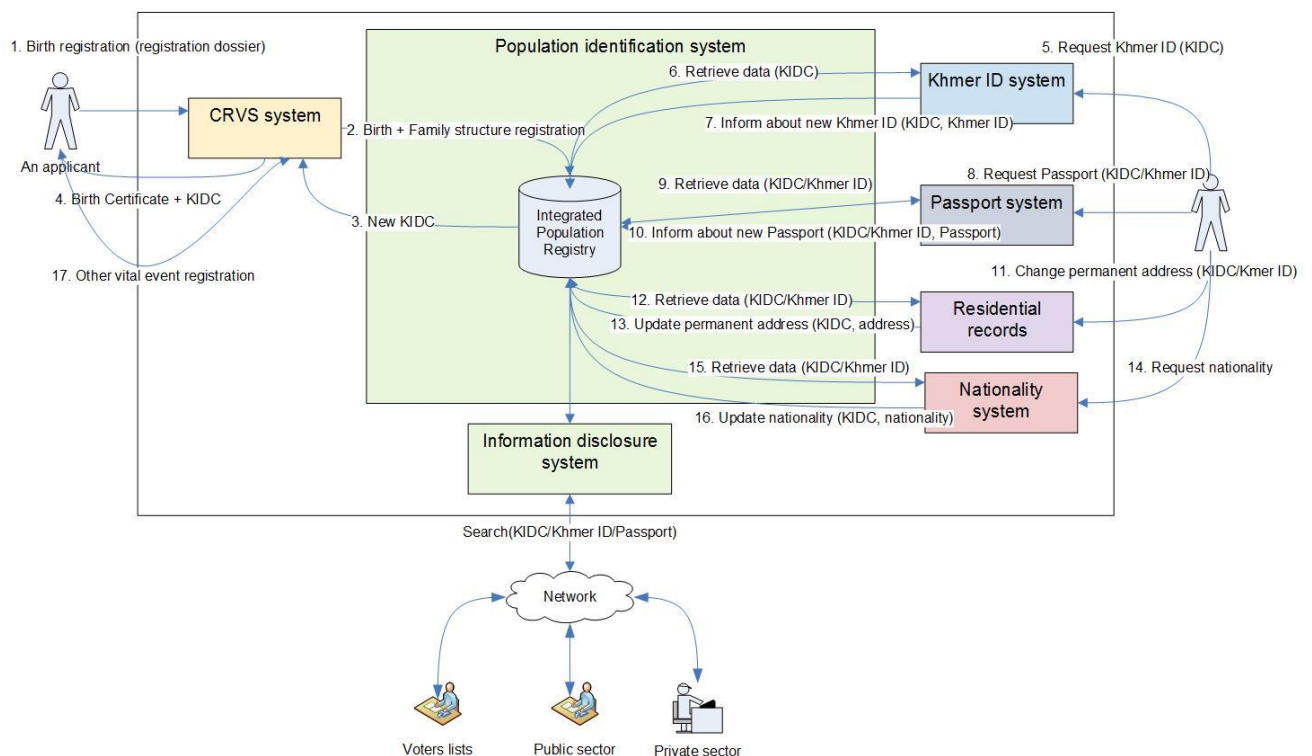


Figure 2. Conceptual design of the Integrated Population Identification System in Cambodia

The Integrated Population Information System will enable different institutions to share the same information about individuals, and to search and contribute to the updating of information on individuals. The IPIS should ensure secure information disclosure to the authorized recipients of information and therefore should integrate with the information distribution system.

4. Launch the unified data distribution system about population

Goal 4 addresses the stakeholders' need for reliable data about the population of Cambodia. It aims at gaining efficiency to aggregate the information disclosure function from all subsystems of the IPIS to one central unified data distribution center.

The data distribution system shall cover the database that receives replicated data on the population of Cambodia from the Population Registry and makes this data available for quick searching or verification of identity as well as reporting services. The system will support user management and have extensive traceability and audit functionality for the performed searches. This will secure the authorized use and confidentiality of the data as well as account for the volumes of performed verifications for finance management.

To achieve this goal, technical implementation of the data distribution system will be required as well as extensive efforts in the areas of stakeholder management, contract management, awareness and training.

5. Align organization and introduce e-services for client-oriented, efficient and transparent service delivery

Goal 5 addresses the need for service delivery improvements by strengthening and aligning the organization for a client-oriented approach as well as the introduction of e-services.

Civil registration services and issuance of identity documents are part of government services to the population, and thus should aim at high standards and quality as well as efficiency and transparency.

Because of the universal and mandatory nature of civil registration, services should be brought as close to the citizens as possible. Services should be provided in the shortest possible times and in a transparent manner. Clients should be informed about the nature and importance of services as well as the processes and procedures of registration. Clients should be considered contributors to the efficient delivery of service and should be given the possibility to provide feedback on the quality of services, and thus to participate in the improvement of services. Increased citizen participation is part of the decentralization effort, thus civil registration and other related services should also benefit from closer collaboration with members of society and the organizations representing them.

Also, all services related to registration and identification should be available at convenient locations that are easily accessible by the population, and these services should follow a high standard of implementation. The organization of service delivery should be aligned with existing recognized best practices or should follow the same standard where existing structures are not available. Therefore, utilization of the One Window Service structure will take place. In the long run, the overall objective is to provide all services via qualified and fully trained service staff, while technical work should continue to be implemented by specialists.

The Government of Cambodia is also seizing the possibility to implement e-governance by using ICT technology for the provision of services to the population. Therefore, civil registration, the issuance of identity documents and other services need to be brought online. This would contribute to the overarching goal of good governance, transparency and accountability.

6. OBJECTIVES AND ACTIVITIES

Objectives are measurable and valuable targets according to specific time frames that assist in achieving goals. Objectives are defined for each goal according to the NSPI 2015-2024. Activities are selected ways to achieve objectives. Activities chosen for the NSPI 2015-2020 have been selected for each of the objectives.

6.1 GOAL 1: DEVELOP AN ENABLING LEGAL ENVIRONMENT FOR PERSONAL IDENTIFICATION

The overall objective of enabling a new legal environment for this area is to have in place the legal framework required to form the basis of a modern system for a CRVS that serves the needs of Cambodia and its citizens. It should also enable the operation of the IPIS.

The aim is to draft and amend statutory legislation (laws) as well as subsidiary legislation (sub-decrees) for the establishment and operation of the CRVS registry as well as the operation of IPIS.

6.1.1. Objectives for enabling legal environment for personal identification

Objective 1.1. To pass the new Civil Registration, Identification and Vital Statistics Law by 2017

A law on civil registration, identification and vital statistics will lay out the purpose, system and principles for civil registration, identification and vital statistics.

Objective 1.2. To pass a new sub-decree on Civil Registration, Identification and Vital Statistics by 2017

The lower level details on civil registration, identification and vital statistics are for (the more easily amendable) subsidiary legislation issued by the Government in the form of sub-decree on the CRVS. The objective is to ensure proof of vital events during the lifespan of an individual (birth, marriage, death, etc.) and to process and allow access to this information for the purposes of certification, identification and vital statistics.

Objective 1.3. To pass amendment of laws necessary for establishing the IPIS by 2017

Another objective of the legal reform is to facilitate the interaction between data sources for the purpose of the IPIS as a system for cross-checking and verification of certain information on the population. **This will require rules on the replication of certain defined data from CRVS, into the IPIS. It will also need to define rules for KIdC generation and use. The issues of personal information privacy and security are to be addressed. Rules determining the part and use of information for authentication by public and private sector are to be established.**

Objective 1.4. To amend sub-decrees necessary for establishing the IPIS by 2017

Amendments need to be made to existing legislation on passports, ID cards, nationality and residency to allow certain data in their respective databases to be **replicated** into the IPIS as well

asto reflect on rules for KidC generation and the exchange of IPIS data between the public bodies in charge of these areas and with other parts of the public sector and private sectors.

The objectives of the legal reforms will build on and include key principles and activities such as the following:

- Build on universal principles of international legislation and international practice.
- The purpose, principles and legal basis for civil registration, identification and vital statistics are to be included in the law on civil registration, identification and vital statistics, as is a sub-decree detailing these issues.
- The law on civil registration, identification and vital statistics is foreseen to have several parts: one part concerning births, another concerning marriages, and a third regarding deaths. Another part will be concerned with vital statistics and the use thereof. Other parts will deal with data protection, dissemination of registered data and interaction with the IPIS. The legal basis for the registries will be included in the law.

The sub-decree on civil registration, identification and vital statistics will deal with the same issues as outlined the previous paragraph as well as in the below bullets, but on a more detailed level.

- Legally, the CRVS system will consist of three separate registries: the birth registry, the marriage registry and the death registry. Notifications and requests for registration of an event will be made to the relevant registry. Certification by the registrar of the various events will be on behalf of the actual registry. Technically, the registries will compose one database.
- Individual identification will be based on registration at birth. During registration, the individual will be assigned a personal identity code (Khmer Identification Code), which is unique to the individual and which will be used without the possibility for change throughout an individual's lifespan. It will never be used again after the death of an individual. The legal basis for this will be laid down in the law on civil registration, identification and vital statistics.
- The birth certificate will remain the original and only legally valid proof of the identification of an individual to be used in all cases where such proof is required. A passport or an identity card is merely a representation of an individual's identity. This principle must be laid down in the law on civil registration, identification and vital statistics.
- Rules on the mandatory notification of births and other vital events (who, when, and how) must be given in the law on civil registration, identification and vital statistics.
- The law on civil registration, identification and vital statistics will be based on the principle of registration of vital events (birth, marriage, and death) concerning each individual throughout his or her lifespan.

- The name of the law should emphasize the fundamental role of vital statistics and there should be a separate section on this issue in the law on civil registration, identification and vital statistics.
- The registration of vital events will be stored in the CRVS registry, the legal basis of which will be established in the law on civil registration, identification and vital statistics. The registry contains the only legally valid information on vital events.
- The law on civil registration, identification and vital statistics will establish the legal basis for the dissemination of data between the registries of births, marriages, and deaths and the National Statistical Office.
- Lay out infrastructure for the civil registry, the mandate of the registrar general (the Director General of the DGI) and the registrars. Details of the functioning of the civil registry system are to be dealt with in the subsidiary legislation.
- Establish a robust legal basis for certificates issued by the civil registry. For example, a certificate issued by a registrar should be accepted in court at face value.
- Provide non-discriminatory registration in order for every child born in Cambodia to have a birth certificate.
- Base the law on civil registration, identification and vital statistics on the principle that besides the right to be identified as an individual, no rights can be derived from birth registration. For example, the nationality of a registered child shall be regulated by the legislation on nationality.
- Assess the degree of access and the necessary confidentiality of personal data in the civil registry and the way to balance these considerations.
- Include the legal basis for the computerized operation of the registries. All procedural issues will be subjects of the sub-decree on civil registration, identification and vital statistics.
- Ensure effective enforcement of the CRVS by the obligation to report events to the registry, typically for births by parents, caretakers, midwives, doctors, and hospitals.
- The legal framework of the CRVS is, in essence, the technical specifications for the ICT as well as the institutional aspects of the total system. It must be considered a huge advantage to have the various elements coordinated in the design phase of the total system.
- Amalgamating the legal framework, the ICT system and its organization will benefit the design of all elements as well as the total system, assuring its flexibility and the fitting together of these elements.

6.1.2. Activities for enabling legal environment for personal identification

Table 1. Objective 1.1: To pass the new Civil Registration, Identification and Vital Statistics Law by 2017

Activities	Activities Description
Draft civil registration and identification law	Establish a Working Group of Cambodian and international experts to prepare a complete draft law for the GDI. During this work, consultations and workshops with stakeholders will be held.
Prepare civil registration and identification law for the National Assembly	GDI and Mol in cooperation and consulting with other stakeholders finalize the draft of the Working Group and send it to the Assembly.
Pass the Civil Registration, Identification and Vital Statistics Law	The Bill is processed by the committees and plenary of the Assembly and the Senate. The Civil Registration, Identification and Vital Statistics Law is passed.
The Law enters into force	The Civil Registration Law comes into force (when the CRVS system has been implemented). Articles on interaction with the IPIS come into force when the IPIS has been implemented.

Table 2. Objective 1.2: To pass a new sub-decree on Civil Registration, Identification and Vital Statistics by 2017

Activities	Activities Description
Draft sub-decree	Referred to the Working Group mentioned in Table 1, which starts this activity once the draft law on civil registration and identification has been sent to the GDI and takes into consideration amendments made to this draft by the GDI and Mol. During its work, the Working Group will hold consultations and workshops with stakeholders.
Finalize draft of sub-decree	The GDI and Mol in cooperation and consulting with other stakeholders finalize the draft of the Working Group.
Adjust final sub-decree	GDI and Mol adjust the final draft of the sub-decree as required by the passing of the Law on Civil Registration, Identification and Vital Statistics.
Enacting the sub-decree	The sub-decree is made and comes into force as soon as possible after the approval of the Law on Civil Registration, Identification and Vital Statistics. Articles on the interaction with the IPIS come into force when the IPIS has been implemented.
Produce operational guidelines	Operational guidelines for implementation of the sub-decree are to be developed and endorsed.

Table 3. Objective 1.3: To pass amendment of laws necessary for establishing the IPIS by 2017

Activities	Activity Description
Identify laws that will have to be amended for the establishment of IPIS	The Working Group will identify the laws necessary for the establishment of the IPIS. At the moment, the Nationality law can be indicated as one that will need to be amended.
Draft text of provisions of laws to be amended	Referred to the Working Group mentioned in Table 1.
Prepare amendments of provisions of laws to be amended following the establishment of the IPIS	The GDI and MoI, along with other stakeholders, finalize the draft of the Working Group and send it to the Assembly.
Pass amendments to the laws	The Bill is processed by the committees and a plenary of the Assembly and the Senate. The amendments are passed.
The amended laws enter into force	The amended law provisions come into force (when the IPIS has been implemented).

Table 4. Objective 1.4: To amend sub-decrees necessary for establishing the IPIS by 2017

Activities	Activity Description
Identify sub-decrees that will have to be amended for the establishment of IPIS and draft texts required.	Referred to the Working Group mentioned in Table 1, which starts this activity once the draft of laws to be amended for the establishment of the IPIS has been sent to the GDI. During its work, the Working Group will hold consultations and workshops with stakeholders. Sub-decrees will include a sub-decree on ID cards, passports, residential management and other matters.
Finalize draft of sub-decrees	The GDI and MoI, in cooperation and consulting with other stakeholders, finalize the draft of the Working Group.
Adjust final sub-decrees	The DGI and MoI adjust the final draft of sub-decrees as required by the passing of the Law on Civil Registration, Identification and Vital Statistics as well as amendments to existing legislation as outlined in Table 3.
Enacting the sub-decrees	The sub-decrees are made and come into force when the IPIS has been implemented.
Produce operational guidelines	Operational guidelines for implementation of sub-decrees are to

Activities	Activity Description
	be developed and endorsed.

6.2 GOAL 2: ESTABLISH A UNIVERSAL AND RESPONSIVE CRVS SYSTEM

Universal and responsive civil registration and vital statistics systems have a critical role in achieving inclusive, equitable and people-centered development and need to be developed in the soonest possible time in Cambodia.

6.2.1 Objectives for the establishment of the CRVS system

Objective 2.1: Significantly increase civil registration coverage rates by 2024

There is an internationally accepted principle of universal coverage of civil registration. The CRVS system should register all vital events occurring in the Cambodia and its jurisdiction, including hard-to-reach individuals, people with disabilities and marginalized groups. The civil registration coverage rates shall be significantly increased by 2024, as follows:

- By 2024, at least 90 % of births in Cambodia and its jurisdiction in a given year will be registered and birth certificates issued.
- By 2024, at least 90 % of children under the age of five in Cambodia and its jurisdiction will have their births registered.
- The Technical Project Implementation Team will define the following targets for the NSPI implementation:
- By 2024, at least (target to be defined)% of all deaths that take place in Cambodia and its jurisdiction in a given year will be registered and death certificates issued.
- By 2024, at least (target to be defined)% of all deaths recorded by the health sector in Cambodia and its jurisdiction in a given year will have a medically certified cause of death recorded using the international form of the death certificate.
- By 2024, at least (target to be defined)% of all marriages recorded in Cambodia and its jurisdiction in a given year will be registered and marriage certificates issued.
- By 2024, at least (target to be defined)% of all divorces recorded in Cambodia and its jurisdiction in a given year will be registered and divorce certificates issued.

In order to achieve the above-specified targets, efforts to involve public participation and to generate demand shall be extended. Capacity building and training need to be carried out, which are covered under Objective 2.2.

Objective 2.2: Establish a universal ICT-based civil registration system by 2018

A universal, nationwide, computerized, Web and mobile technology enabled civil registration system shall be the priority of Cambodia, since civil registration records forms the basis for national population databases, national identity programs and e-services. The establishment of the universal and responsive civil registration system shall be addressed via organizational, capacity building and information systems development related activities.

Objective 2.3: Establish a vital statistics system by 2023

The provision of vital statistics on the demographics and health of the population and other information that offers an evidence base for policymaking at the local, provincial and national levels, including preventive and targeted interventions for addressing social, economic and health inequities, especially among hard-to-reach individuals, people with disabilities and other marginalized groups. An accurate, complete and timely vital statistics report for the previous two years, using registration records as the primary source, shall be made available in the public domain by 2024.

Objective 2.4: Integrate the CRVS with auxiliary systems for data exchange by 2024

The integration of the CRVS with the information systems of other main participants related to CRVS processes shall support efficient public service delivery and foster e-government. Integration with Health Information Systems and Court Information Systems shall be foreseen, since they are informants on civil registration events and have systems developed at pilot scale in Cambodia. Integration with the Population Registry System will enable generation of the KIDC at birth and the unique identification of individuals at birth.

6.2.2 Activities for the establishment of the CRVS system

Table 5. *Objective 2.1: Significantly increase civil registration coverage rates by 2024*

Activities	Activity Description
To define the CRVS coverage baseline	Based on the existing data and in line with the ESCAP requirements and methodology GDI will work on defining CRVS coverage baseline that will facilitate measuring the progress towards established CRVS coverage goals. During the first phase GDI will define absolute levels of CRVS coverage and during the implementation of the NSPI will progressively develop the baseline (gender disaggregated) as required by ESCAP. This baseline will be used for the regular reporting on the progress to ESCAP.
Foster public sector participation in	Health, education and other public sectors, as well as the media, social workers and civil society, play a crucial role in providing information about the value of the CRVS, and they encourage the

Activities	Activity Description
notification/information of delivery processes	people to register vital events. Authorities specified in the legislative framework shall be continuously engaged, monitored and reminded to carry out their duties regarding timely notification about the registration of vital events.
Involve the public and private sectors in demand stimulation	A debate shall be started at the Government level to explore the possibilities of incentive schemes for registering vital events. The private sector shall be invited and involved to cooperate with the Government to explore the possibilities for incentive schemes offered by private companies related to the registration of vital events. Existing systems (such as ID poor) are encouraged to be part of demand stimulation efforts through requesting birth certificates/identity documents of households participating in the program.
Build trust and raise awareness of the importance of civil registration	Broad public awareness campaigns shall be carried out throughout implementation of NSPI, on the importance of registering vital events, the benefits and usefulness of civil registration and requirements, and the processes and procedures required. Targeted awareness campaigns shall be implemented to specific audiences in order to stimulate demand. Individuals and families shall know the value of declaring vital events to the relevant authorities and shall be willing to do so. Relationships of mutual trust and accountability between all administrative levels of the CRVS organization and the public shall be built and all activities shall be organized and managed in a way that respects cultural differences.
Build capacity of staff working in CRVS	<p>Important element that needs to be strengthened during the implementation is the quality of staff performing the procedures of registration. From the beginning and throughout implementation of NSPI, continuous and permanent capacity building and training programs, primarily – to local staff is to take place on regular basis, where programs are to cover organizational, legal, ICT and service delivery aspects related to civil registration, preferably using a clear and detailed training material (using infographics). A country-wide capacity building programs are to be implemented also including sub-national and central levels. These programs will be crucially important during the preparations to launch ICT based CRVS system.</p> <p>Management and leadership programs for local level needs</p>

Activities	Activity Description
	to be developed so to build capacity in the area of Commune chiefs, other sub-national level managers.
Organize outreach activities	Special outreach activities are to be continuously organized from the beginning of implementation of the NSPI and need to be carried out in a coherent and coordinated manner together with the capacity building in registration, awareness raising and the targeted information activities. Activities are to be carried out with the involvement of civil society and communities, primarily aiming to reach vulnerable, marginalized or excluded groups. Outreach measures that are currently used such as Village record books, that proved to contribute positively to registration rates are to be maintained in a short term of implementation and to be carried out in a combination with above-mentioned capacity building and information activities.

Table 6. Objective 2.2: Establish a universal ICT-based civil registration system by 2018

Activities	Activity Description
Computerize civil registration by applying Web and mobile technologies	<p>Digital collection, maintenance and dissemination of data shall be established via a Web-based CRVS system. The Web-enabled computerized national system shall maintain a responsive Web design and be accessible via mobile tablet technology. This mobile technology shall also facilitate the civil registration of vital events in areas that are remote or otherwise isolated and shall support regular mobile registration days in all villages in each Commune (particularly aiming to register the poor, people with disabilities, and other marginalized groups).</p> <p>Computerized advanced technology shall make the registration more efficient, ensure better data quality, simplify and reduce the costs of secure storage and protection of civil registration archives from natural disasters or physical damage. Computerization of civil registration will encompass specification, design, development, digitization and data operation activities.</p> <p>Computerization will require the building of ICT infrastructure and capacity nationwide, supplying Sangkats/Communes with Web- and mobile-enabled tablets for registration and data collection, providing Internet and printing facilities, and</p>

Activities	Activity Description
	delivering other related supplies.
Extend civil registrars network by including MoFA officials	In cooperation with the Ministry of Foreign Affairs, the network of civil registrars will be extended to the Cambodian Embassies/Consulates to provide possibility to register vital events abroad. Capacity building of Ministry of Foreign affairs will need to take place and clear operational manuals and instructions developed. Training needs to be held for those implementing the function are to be held. Fee collection should be addressed while developing the legal framework (operational procedures). Before ICT based CRVS becomes fully functional, Embassies/Consulates registrars can be connected to the current pilot ICT based systems (after adjustment made).
Strengthen capacity of the CRVS management and operation	<p>The CRVS system improvements will depend on a sufficient number of qualified staff. Mechanisms for career development and appreciation as well as on-going training to enhance the skills of staff and retain staff need to be considered. Following the stages of the NSPI, a country-wide capacity building program is to be designed and continuously implemented, including the capacity needs assessment conducted before developing such a program. The program would need to cover organizational, legal, ICT and service delivery aspects related to civil registration. Special efforts should be made to develop and retain key technical skills, such as training for physicians to accurately determine and record the immediate and underlying causes of death, as well as capacitybuilding of officials to be able to establish, maintain and monitor the CRVS systems.</p> <p>An internal communications network shall be established between the GDI and sub-national levels involved in registration and identification for continuous, regular information exchange and communication that would facilitate smooth future reforms in the registration process.</p>
Develop unified civil registration manuals and guidelines	Operational procedures shall be designed and implemented so as to ensure the essential function of civil registration in providing legal documentation that can help to establish legal identity, civil status, family relationships, nationality and ensuring rights. Additional measures to be taken in order to ensure uniqueness of birth records, by strengthening requirements for registration (e.g. recording document numbers or KIdC (when available) of parents, possibly using biometrics of parents). Similarly, procedures should facilitate the transmission of data to approved departments for the production of vital

Activities	Activity Description
	statistics. Registration procedures shall involve double verification of the entered data into the system by different staff members before the certificates are printed. All Communes /Sangkats shall follow the same unified procedures. Easily understandable manuals for registration shall be prepared for staff along with transparent guidelines for clients/applicants.
Digitize existing records	The digitization of existing civil registration records needs to take place for archiving purposes and for the verification needs of the new system.
Change format of birth certificate	The birth certificate template is to be redesigned with the introduction of the KIdC. A more user-friendly format is to be considered, also minding the costs.

Table 7. Objective 2.3: Establish a vital statistics system by 2024

Activities	Activity Description
Establish a system for regular vital statistics production based on civil registration records and allow public access	New legal framework shall ensure the quality, timeliness and completeness of the vital statistics produced in compliance with the Fundamental Principles of Official Statistics, and should contain provisions for the CRVS system. Following this, computerized functionality for the Vital Statistics tabulation plan's generation and dissemination is to be developed. This process will require detailed development of tabulation plans, development of procedures for producing and delivering them based on CR records in a defined format and through a defined channel.
Establish an organizational structure and build capacity for vital statistics production	Delegation of the vital statistics function to a specific organizational unit within the GDI organization that shall be responsible for building vital statistics generation and analysis capacity within the department as well as coordination of competencies in relation to cooperation with other stakeholders.

Table 8. Objective 2.4: Integrate the CRVS with auxiliary systems for data exchange by 2024

Activities	Activity Description
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Activities	Activity Description
Integrate Health Information System with the CRVS	The Health Information System (pilots or to-be-developed systems) needs to be extended to deliver notifications in an electronic format to the CRVS. The CRVS needs to be developed to support the reception and storage of e-notifications from the Health Information System. This will ensure real-time system integration and better quality data.
Integrate Court Information System with the CRVS	The Court Information System (pilots or to-be-developed systems) shall be extended to deliver court decisions in an electronic format to the CRVS. The CRVS shall be developed to support the reception and storage of e-decisions from the Court Information System. This will ensure real-time system integration and better quality data.
Integrate the CRVS with the Population Registry	The CRVS shall be integrated into the Population Registry as soon as it is launched in order to send requests for KIdC generation and retrieve the generated codes, in order to send data or data updates on individuals to the PR and search for the data in the PR.

6.3 GOAL 3: ESTABLISH AN INTEGRATED POPULATION IDENTIFICATION SYSTEM

6.3.1 Objectives for the establishment of an Integrated Population Identification System

Objective 3.1: Introduce the KIdC to the entire identified population by 2019

The Khmer Identification Code shall be introduced as a unique identification code assigned to individuals at birth registration and maintained throughout their lifespan. It would be impossible to share information on individuals among institutions without having a unique identification for each individual. The unique Khmer Identification Code is a requirement for establishing and updating the Population Identification System.

The Khmer Identification Code must be assigned to every person whose birth is registered (in CRVS system) and linked together with the data entered. Furthermore, the Khmer Identification Code should be recorded on the birth certificate and on other identification documents. Generation and assignment of new Khmer Identification Codes shall be technically implemented in the Population Registry, as a service is accessed by the other systems managed by GDI. In addition, all interchanged systems need to use this number to ensure that the identity of a particular person is not mixed up with any other individual's identity.

As assignment of KIdC may be also established for non-Cambodians who live and work in the country for a prolonged period of time, or those who will obtain Cambodian nationality through the Nationality management system, applications for KIdC from other systems such as Nationality

System and Residential Management system to be implemented by strictly following exceptional cases as defined in the related legislation.

Objective 3.2: Establish the Population Registry by 2019

The Population Registry will be a national central database storing the main data about the population of Cambodia. It will be the central data hub of the Integrated Population Identification System and will have developed functionality for ensuring information exchange between the CRVS, Khmer ID System, Passport System, Nationality System and Residential Management System. The Population Registry shall replicate data to the Information Distribution System for authorized and secure disclosure to the public and private sectors. The establishment of the Population Registry shall be addressed via organizational, capacity building and information systems development related activities.

Objective 3.3: Establish a modern Residential Management System and integrate it with the IPIS by 2019

The Residential Management System will be a national system used to declare the residential addresses of individuals and the composition of families. **The Residential Management system will be the single source of information on individual addresses for the Integrated Population Identification System.** It shall be established to reform the current paper-based Residential books and Family books, which were historically used to prove a person's identity. The Residential Management System shall be integrated within the IPIS to update the data on the place of residence in the Population Registry. The establishment of the Residential Management System shall be addressed via organizational, capacity building and information systems development related activities.

Objective 3.4: Establish an efficient Nationality Management System and integrate it with the IPIS by 2019

The Nationality Management System will be used to support the Nationality Management workflows. Establishment of the Nationality Management System shall be addressed via organizational, capacity building and information systems development-related activities.

Objective 3.5: Modernize and integrate the Khmer ID System with the IPIS by 2019

The Khmer ID System is used to manage Khmer ID Card issuance processes. The Khmer ID system is a well-operated and extensive system. With the introduction of the KIdC, the Khmer ID system shall be extended in order to enable the use of the unique identifier for the population of Cambodia, retrieve the generated KIdC from the IPIS, store it in the Khmer ID System and use it as a primary key for searching and storing the updated data. The introduction of the KIdC will need information system development activities as well as additional efforts to ensure the quality of the digitized data and uniqueness of personal identity in the Khmer ID System.

Objective 3.6: Modernize and integrate the Passport System with the IPIS by 2019

The Passport System is used to manage passport issuance processes. The Passport System is a well-operated and extensive system. With the introduction of the KIdC, the Passport System system shall be extended in order to enable the use of the unique identifier for the population of Cambodia, retrieve the generated KIdC from the IPIS, store it in the Passport System and use it as a primary key for searching and storing the updated data. The introduction of the KIdC will need information system development activities as well as additional efforts to ensure the quality of the digitized data and the uniqueness of personal identities in the Passport System.

Objective 3.7: Establish a modern and secure data center for the IPIS by 2017

A data center, together with the Population Identification System, shall be established as the main platform for other departments and institutions as the primary and single data source on population information. Sustainable ICT resource base establishment and capacity development, along with professional security and governance standards establishment, shall be strategic directions when establishing this data center.

6.3.2 Activities for the establishment of an Integrated Population Identification System

Table 9. Objective 3.1: Introduce the KIdC to entire identified population by 2019

Activities	Activity Description
Build trust and raise awareness in the importance of the KIdC	Broad public awareness campaigns shall be applied related to the introduction of the KIdC and the importance of new identity documents, including the KIdC.
Design and introduce identification documents containing the KIdC	All identification documents shall bear the newly introduced KIdC, thus their design shall be renewed and introduced.

Table 10. Objective 3.2: Establish Population Registry by 2019

Activities	Activity Description
Design and develop the Population Registry	A design and development strategy rather than a COTS (commercial off-the-shelf product) strategy shall be followed due to the unique requirements of Khmer interfaces and Khmer data and the unique set-up of the population registry of Cambodia as the aggregate data hub from different supplementary systems that handle data registration tasks.
	Set of individual data that will be replicated in Population Registry to be defined in related legislation.

Activities	Activity Description
Build the capacity to establish and operate the Population Registry	Capacity of officials needs to be built in order to establish, maintain and monitor the Population Registry.

Table 11. Objective 3.3: Establish a modern Residential Management System and integrate it with the IPIS by 2019

Activities	Activity Description
Design and develop a management information system for residential records	A Web-enabled information system for management of residential records shall be developed containing analysis and specification, design, development and roll-out of the system on a national scale. The RMS shall use the ICT infrastructure to be established under Objective 2.7.
Ensure security and use of data	Cybersecurity requirements should be included and respected like any other systems' functional and non-functional requirements. Integration should strictly follow regulations established within the legal framework
Build capacity for the efficient management of declaration of place of residence	RMS systems depend on a sufficient number of qualified staff. The GDI needs to consider mechanisms for career development and appreciation, as well as ongoing training to retain and enhance the skills of staff. The capacitybuilding of officials needs to be performed to be able to establish, maintain and monitor the RMS systems. Following the stages of the NSPI, design and implement a country-wide capacity building program, which would cover organizational, legal, ICT and service delivery aspects related to the declaration of residence and family composition.
Develop manuals and guidelines for declaration of residence	Operational procedures shall be designed and implemented so as to ensure the essential function of declaration of residence. All registration offices shall follow the same unified procedures; therefore, easily understandable manuals shall be prepared for staff and transparent guidelines for the clients/applicants of residence declarations.

Table 12. Objective 3.4: Establish an efficient Nationality Management System and integrate it with the IPIS by 2019

Activities	Activity Description
Design and develop a management information system for nationality	The Nationality System shall be developed as a lean system that helps to trace the issuance of nationality documents and supports the storing of the involved documents and records.
Build capacity for efficient management of nationality	With the introduction of a new IT system, capacity shall be established, focusing on more efficient, lean management of processes and resources.
Ensure security and use of data	Cybersecurity requirements should be included and respected like any other systems' functional and non-functional requirements. Integration should strictly follow regulations established within the legal framework

Table 13. Objective 3.5: Modernize and integrate the Khmer ID System with the IPIS by 2019

Activities	Activity Description
Extend the functionality of the Khmer ID System to support the KIdC and exchange data	The Khmer ID System needs to be extended with additional functionality in order to allow for interoperability with the Population Identification System. Modification and extension of the Khmer ID system may be implemented at early stages of the NSPI implementation and serve for the verification of the Khmer ID data. This module could be used for when developing voters lists, other related needs, (such as i.e. law enforcement), or private sector needs while IPIS will become fully functional.
Ensure the quality of the digitized data and uniqueness of personal identity in the Khmer ID System	In the current Khmer ID system duplication of identity in the database may exist, though probability is low. With the introduction of the KIdC, the quality of the digitized data in the Khmer ID System should be reviewed, analyzed and handled in order to support the unique identification of people by the KIdC.
Ensure security and use of data	Cybersecurity requirements should be included and respected like any other systems' functional and non-functional requirements. Integration should strictly follow regulations established within the legal framework

Table 14. Objective 3.6: Modernize and integrate the Passport System with the IPIS by 2019

Activities	Activity Description
Extend the functionality of the Passport System to support the KIdC and exchange data	The Passport System needs to be extended with additional functionality in order to allow for interoperability with the Population Identification System.
Ensure the quality of the digitized data and uniqueness of individual identity in the Passport System	The current data in the Passport System do not ensure the unique identity of each individual. Duplication of identities in the database may exist. With the introduction of the KIdC, the quality of the digitized data in the Passport System should be reviewed, analysed and handled in order to support the unique identification of people by the KIdC.
Ensure security and use of data	Cybersecurity requirements should be included and respected like any other systems' functional and non-functional requirements. Integration should strictly follow regulations established within the legal framework

Table 15. Objective 3.7: Establish a modern and secure data center for the IPIS by 2017

Activities	Activity Description
Establish high availability ICT infrastructure for IPIS	High availability (HA) means building redundancy into critical national systems so the failure of one infrastructure component won't cause the application to fail. All aspects that relate to data centers shall be taken into account: site selection, utilities, building design, mechanical and electrical systems, facility security and monitoring, etc.
Establish good ICT governance and security standards	Cyber security infrastructure and capacity shall be established in the GDI along with worldwide proven ICT governance standards.
Ensure business continuity	Special attention needs to be taken on the data security and data backup strategies in a broader business continuity planning context. Business continuity needs to be planned in case the IPIS stops running due to any technical reasons.
Foster ICT-related human capacity	ICT capacity shall be aggregated within the GDI and the capacity of the GDI's Information Management System department strengthened and fostered with newly built competencies as described in the latest ICT governance methodologies, including project

Activities	Activity Description
	management capacities, ICT architectures, cyber security aspects, and other innovative technologies and methodologies as they emerge.

6.4 GOAL 4: LAUNCH THE UNIFIED DATA DISTRIBUTION SYSTEM ABOUT POPULATION

6.4.1 Objectives for launching the unified data distribution system about population

Objective 4.1: Establish a data distribution system by 2020

A data distribution system should be launched after the IPIS has proven its successful operation and has accumulated reliable records on the population, including the unique identification of every person by the KIdC. A data distribution system is a separate database and application system, which supports data provision workflows, audit and accounting, and stores the data in an efficient way for fast response to queries in the database. User management shall be a part of the data distribution system. The system should support Web-based queries, as well as other information delivery channels.

Objective 4.2: Fulfill 2 million information requests per year by 2024

The purpose of the data distribution system is to serve substantial queries for verification of identity and reports. At least 2 million information requests are to be received per year by 2024. In order to achieve this, efforts shall be made for awareness raising, contracting and education on the use of data and data provision procedures.

6.4.2 Activities for launching the unified data distribution system about population

Table 16. Objective 4.1: Establish the data distribution system by 2020

Activities	Activity Description
Establish organizational structure and capacity for data provision	An organizational unit under the GDI shall be established and assigned a mandate to establish the data distribution system and be responsible for its operation. The organizational structure for and responsibilities of the staff should be developed. Human resources capacity should be developed, specifically for handling information requests, dealing with information users, consulting and operation.
Develop data disclosure	Information on the population should be kept confidential and revealed only to authorized users who commit to contractual relations and confidentiality

Activities	Activity Description
procedures and mechanisms	conditions. Form and amount of individual information for verification is to be defined in relevant legislation. Information products should be specified as well as delivery procedures from the reception of the request/inquiry to the final delivery of the data search result and remuneration conditions. Data disclosure mechanisms cover the technical implementation of ICT development needed to perform the queries, information delivery, user management and other functional requirements that are specified during the system analysis, specification and design activities.
Ensure security and use of data	Cybersecurity requirements should be included and respected like any other systems' functional and non-functional requirements. Integration should strictly follow regulations established within the legal framework

Table 17. Objective 4.2: Fulfill 2 million information requests per year by 2024

Activities	Activity Description
Establish contractual relations with stakeholders for data provision	Agreements with information recipients should be developed and signed before information may be revealed. Agreements should specify the rights and responsibilities of the GDI, the operation of the data distribution system and information recipients.
Build trust and raise awareness in the importance of verification of identity	An extensive awareness campaign should be run among public and private authorities that handle population-related data regarding the importance of verification of identity for risk management, data quality and other purposes, as well as to inform and present the outcomes of the NSPI's implementation, which validate the improvement of data quality and build trust in the value of information about individuals and the population as a whole.
Educate the public administration on the use of population statistics	Public administration will benefit a lot from population statistics in their planning of programs, strategies and activities, therefore education-awareness raising programs need to be run among public servants. Application of different innovative video and videoconferencing methods and traditional in-class training methods would provide useful mix for implementation of these programs.

6.5 GOAL 5: ALIGN ORGANIZATION AND INTRODUCE E-SERVICES FOR CLIENT-ORIENTED, EFFICIENT AND TRANSPARENT SERVICE DELIVERY

6.5.1 Objectives for alignment of organization and introduction of e-services

Objective 5.1: Facilitate citizen participation by 2017

Civil registration and other services related to the issuance of identity documents could be improved by providing the possibility for the population to more actively participate in the service provision process. The improvement comes through giving citizens the possibility to provide feedback related to service provision at the local level, thus providing the opportunity for improved performance by activating internal organization mechanisms to respond. The possibility to provide feedback also contributes to building trust in institutions and the services they provide. Civil society and non-governmental organizations are important players in connecting citizen needs and service provision, thus cooperation and coordination with them should be strongly maintained, also through governance structures for implementation of the NSPI.

Objective 5.2: Align organization for improved service delivery by 2017

In order to bring customer service conveniently closer to citizens and continuously improve quality, the organization of service delivery will follow decentralization efforts and use existing structures. The One Window Service proved to be an efficient and effective center for government services and is highly regarded by clients. Therefore, some services related to registration and identification should begin to be provided via the OWS in the short term, while further plans need to be developed to build the basis for the possibility of providing the majority of registration and identification services via OWS. The long-term aim to organize service provision via qualified civil servants should be followed by separating the roles of public servants interacting with client — in the “front office” — and specialists providing services — in the “back office” — also at the local level.

Objective 5.3: Introduce e-services by 2021

The Royal Government of Cambodia understands and pursues the benefits of e-government that include public services for anyone, anywhere, anytime, without traditional constraints, such as time and space. The use of ICT, and, in particular, mobile technology is becoming common in the country, therefore provision of e-services in the area of civil registration and identification is a natural next step to be taken with the purpose to improve the transparency, efficiency and effectiveness in service provision to citizens. The introduction of ICT to all registration and identification services will also require bringing institutional processes related to service provision to an electronic platform.

6.5.2 Activities for alignment of organization and introduction of e-services

Table 18. Objective 5.1. : Facilitate citizen participation by 2017

Activities	Activity Description
Involve civil society and non-governmental organizations in governance structures for the CRVS	CSOs and NGOs should be a part of governance structures for the CRVS and should be cooperated with in the aim to facilitate population engagement and feedback, with special focus given to target groups that are hard to reach or marginalized.
Launch toll-free feedback services for citizens	Toll-free service launch to open the possibility for clients to provide feedback on service delivery, as well as to get information on processes and procedures that have to be followed during the registration or issuance of identity documents, provision of services, and basic legal requirements. The possibility for an online option for feedback should be also applied.
Information campaign about toll-free line and possibility to provide feedback on civil registration and other services	An information campaign should be launched before launching the toll-free line in order to present citizens with the possibility to provide feedback on services, and also to get basic information about registration and related requirements.
Internal organization aligned to citizen feedback provision	Develop procedures to respond to citizen feedback and organizational mechanisms to address issues of concern.

Table 19. Objective 5.2. Align organization for improved access to services by 2017

Activities	Activity Description
Service delivery via One Window Service	Bring ID, and, where possible, residential/family registration service delivery via One Window Service to locations where OWS exists. Review and amend regulations for service delivery via OWS.
Plan provision of all services via OWS	Prepare plans to provide all civil registration and identification documents issuance services via OWS. For civil registration and residential/family records, they could remain an alternative service delivery location for those with the possibility to receive service in more service delivery points.
Plan the replication of OWS at local level	Plan for replication of One Window Service within each service delivery point at the Commune/Sangkat level, aiming at service delivery via public servants as well as services such as

Activities	Activity Description
	residential/family registration.
Build capacity and monitoring mechanisms	Build capacity within OWS and a monitoring and control system via responsive and responsible institutional mechanisms allowing quality control.

Table 20. Objective 5.3. Introduce e-services by 2021

Activities	Activity Description
Develop internal institutional e-processes	Bring internal institutional processes on an ICT-based platform within the GDI and along the implementation chain, with clear responsibilities, monitoring and reporting procedures in place.
Launch e-services for civil registration	Civil registration and residential registration services are to be brought online, with the possibility to register and apply for relevant documentation. Services to expand with improved notification services for civil registration to the extent that applicants would be able to register vital events without being physically present at the registration point. Electronic authentication (such as digital signatures) should be introduced.
Launch e-payment for services	A treasury account is to be opened and used for making electronic transfers to pay for civil registration, and identification documents issuance services, as well as for services related to population information verification.

7 GOVERNANCE AND MONITORING

The implementation of the NSPI will be monitored and coordinated through the National Steering Committee, comprising representatives of all key stakeholders.

The National Steering Committee is to be chaired by MOI:

- Minister of Interior (chairperson)
- Secretary of State responsible for Identification, Ministry of Interior (deputy chairperson)
- General Director of GDI (permanent member)

The newly established National Steering Committee composition is to be decided by the Government and may include:

- Secretary of State, Ministry of Planning
- Secretary of State, Ministry of Justice
- Secretary of State, Ministry of Health
- Secretary of State, Ministry of Economy and Finance
- Secretary of State, Ministry of Foreign Affairs
- Secretary of State, Ministry of Women's Affairs
- Representatives of CSOs working in the field of the CRVS
- Representatives of development partners

As the implementation of NSPI progresses, the CRVS National Steering Committee may be expanded with representatives from the following institutions:

- Secretary of State, Ministry of Education
- Secretary of State, Ministry of Telecommunication and Post
- Secretary of State, Ministry of Social Affairs, Veterans and Youth Rehabilitation
- Secretary of State, Ministry of Education, Youth and Sports
- Secretary of State, Ministry of Rural Development
- Secretary of State, Ministry of Labour and Vocational Training
- Other stakeholders

The GDI shall act as the Secretariat for the National Steering Committee and will send invitations, prepare material for the meetings following the schedule of activities planned for reaching Strategic Goals. The National Steering Committee should meet every six months to review the key performance indicators achieved in the NSPI implementation and address the challenges met.

For the implementation of the NSPI, the National Technical Project Implementation Team shall be established to coordinate NSPI implementation, and it shall comprise the department director level representations from the same ministries as listed in the composition of the National Steering Committee and other governmental institutions involved in implementation, plus selected representatives from sub-national levels (provincial, district, commune) as well as representatives of civil society working in the area of CRVS, and the donor community. The GDI should chair the Team and be represented by at least by three management representatives. The National Technical Project Implementation Team should meet at least once per quarter.

7.1 FUNCTIONS AND RESPONSIBILITIES

The NSPI is a complex and ambitious plan. It covers a period of ten years, establishing new functions, improving a number of others, developing and using ICT-enabled solutions. Besides the direct establishment and attribution of functions, the implementation of the NSPI will have a significant impact on multiple levels of corroboration among institutions that do not have formal links. The implementation of the NSPI will also establish a trustworthy and reliable source of information about every person in Cambodia, thus all institutions that will be using data on population will be impacted by the changed capacities and processes of the NSPI.

These changes need to be evaluated and managed so that the implementation of the plan is well coordinated. Even when political will at the highest levels exists and is well defined, implementation may meet obstacles if all governance structures have not been duly considered.

In the complex structures of responsibilities and interactions of public institutions, mandates need to be defined clearly and applied strictly. Implementation must be supported by relevant governance structures from the top throughout all the execution levels:

- Formulation of clear plans with deadlines are to be developed at the top, with senior officials taking responsibility;
- Clear mandates down throughout the execution chain should be defined, so that responsibilities and achievements are clearly attributable;
- Monitoring of progress is to be established and foresee taking corrective actions without failure.

7.1.1 Mandates

It is essential to ensure that mandates are clearly defined and distributed from the Government, from where the National plan originates, down through all the structures. The implementation of the NSPI is a plan of change, where a significant number of elements, structures, and current practices must be changed in an orderly manner. Therefore, mandates must be distributed among institutions that have the necessary responsibilities and competencies to act upon specific tasks. Regular monitoring and reporting motivates institutions and persons to fulfill their mandates.

7.1.2 Reporting

Reporting supports mandates and provides the necessary rhythm for implementation and motivation as well as clear scenarios for action. Reporting should be seen as an opportunity for supervisors to demonstrate their commitment and dedication to the cause for those supervised. Furthermore, the reporting procedure is an opportunity for reward or corrective action.

It is essential, that the official who accepts reporting has a clear scenario on possible actions for the reporting meeting. Failure to act when delays or failures are reported demonstrates a lack of commitment and gradually makes the structure unable to execute.

Table 21. The Governance structure for the NSPI

Body	Function	Mandate distribution	Reporting
The Government	<p>Has an overall mandate to administer the Country.</p> <p>Approves the NSPI with the aim to build modern, well-functioning and reliable system for identification that serves as the single source of reliable information on the population.</p>	<p>Government appoints the Steering Committee (SC), with the Minister of Interior as its Chairman, to coordinate and supervise the implementation of the NSPI. The SC is requested to report on progress every 12 months.</p> <p>By decree, the Steering Committee is allowed to request the assistance of external consultants.</p> <p>The GDI is appointed as Secretariat of the Steering Committee.</p>	<p>Government receives presentation of the NSPI progress report, debates it and takes decisions:</p> <ul style="list-style-type: none"> - Brief overview of progress- successes and delays; - Recognizes the most significant contributors; - Decides contributions and commitments needed from the Government; - Reviews/endorsees decisions recommended and requested by the Steering Committee. <p>Decisions:</p> <ul style="list-style-type: none"> - Satisfaction (or dissatisfaction with progress); - Recommendations to specific actors to contribute; - Requested decisions taken (or refused).
The Steering Committee chaired by the Minister of Interior	<p>Mandated by the Government to coordinate and supervise implementation of the NSPI.</p> <p>SC meets every 6 months to review progress and take decisions</p> <p>SC Meetings organized, materials and agenda prepared by the GDI.</p>	<p>Mandates the Technical Project Implementation Team to work on implementation of the project.</p> <p>Requests to report once every four months on progress.</p> <p>Mandates the GDI to chair the Technical Project Implementation Team and all related institutions to perform specific tasks, or, when necessary, requests the Government to assign specific tasks.</p>	<p>Every 12 months, the Steering Committee prepares a progress report and presents it to the Government. The report to the Government is presented by the Minister of Interior.</p> <p>Reviews the progress report by the Technical Project Implementation Team every 6 months.</p> <p>During regular meetings, discusses and takes the following decisions:</p> <ul style="list-style-type: none"> - Brief overview of progress, successes and delays; - Acknowledgement of the most significant contributors; - Decisions requested by the Technical Project Implementation Team. <p>Decisions:</p> <ul style="list-style-type: none"> - Satisfaction (or dissatisfaction with the progress); - Recommendations to other parties to contribute; - Makes decisions upon the request of the Technical Project

Body	Function	Mandate distribution	Reporting
Technical Project Implementation Team (TPIT)	Mandated by the Steering Committee to lead and monitor the execution of the project. TPIT chaired by the GDI. All projects under the NSPI are coordinated and supervised by TPIT. Project Management Office is established for this purpose in the GDI and reports directly to the Director General of the GDI.	Mandated by the Steering Committee to receive reports from relevant institutions.	<p>Implementation Team</p> <p>Meets once every 3 months or more often if needed.</p> <p>Takes decisions on day-to-day issues. Requests decisions from the SC if the issue is outside the purview of the TPIT.</p> <p>Prepares progress report to the SC.</p>
Institutions participating in the implementation of the NSPI	Have their representatives in Technical Project Implementation Team. Represented on the Steering Committee by the relevant secretary of state of the ministry or selected representative. Institutions are mandated to implement special tasks (establish a function, perform a function, develop a system, etc.).		Report on agreed schedules to the Project implementation Team.

7.2 MONITORING OF IMPLEMENTATION

Since the civil registration is implemented at the local (Commune) level through very widely distributed locations (1633), the control of implementation is complex. The Commune is one of the most important layers that services clients directly and that defines the quality of service. Therefore, the design of the monitoring process aims at the development of an efficient system by clearly defining functions and specific steps of officials involved, so that implementation of the entire chain of registration acts as a one-stop window.

For this chain of registration to work efficiently, a performance monitoring system has to be implemented. Feedback systems are an organic part of any complex organization that needs to keep performance at the same clearly defined level throughout the entire system. In order to ensure the process, management needs to possess information on how the organization is reaching its key objectives, and it needs to take necessary measures if it fails to do so.

One of the most significant risks that has a tendency to crop up during project implementation is a failure to sustain attention in order to keep up established performance standards. The civil registration system heavily depends on the human factor, and this will remain such. Therefore, a managerial approach must be employed to react to real-time situations, so that appropriate decisions can be taken on time to ensure the supply of appropriate resources to the functions, rotation of personnel, etc. Performance/output based reward system needs to be built for the increased employee motivation. The managerial approach can be defined in a simplified manner by the following criteria:

- Performance Objectives / Service Level Targets must be clearly set out and known to all levels of the relevant organization;
- Reports on activities should reach officials directly responsible for specific functions. Multiple studies show that when employees receive feedback on their performance, they tend to correct their behaviour and sustain performance levels.
- There should be clear reporting lines set to report to upper levels about the performance of people and systems. Upper management should have a mandate to make managerial decisions on reallocating personnel, providing more resources, changing processes or providing technologies, etc.
- Reporting frequency must depend on the tasks in question as well as the level of reporting. Usually,
 - Employees in function should have daily (or more frequent) reports;
 - Their direct supervisors must receive daily reports;
 - Upper management must receive weekly reports;
 - Supervisory bodies must receive monthly reports.
- Reports must indicate the agreed/set Service Level and actual performance if it achieves or fails to achieve Service Level Targets.
- Reports must be designed in a way that clearly indicate action: either an acknowledgment for the good performance of the employee, team or organization, or a request to take managerial action to eliminate failure to perform.

8 FINANCIAL FRAMEWORK

The financial framework needs to be defined and maintained in order to ensure the sustainability of the identification system in Cambodia, as described by the NSPI. Government commitment — as well as support from international financial institutions, development partners and donors — will allow a fundamental improvement of the current system for civil registration and vital statistics, and it will allow a population identification system to be built.

Cambodia is seizing the opportunity to benefit from existing global experience and move more quickly from paper-based to new ICT systems that are much less costly to maintain. This means there is the potential to move — during a relatively short time — from old, unreliable, high-cost, inefficient systems to future, low-cost, highly efficient systems. Such a change will require capital investment and the development of adequate new administrative capacity. However, the economic arguments are sufficiently strong to ensure that the required investment is made and that international partners mobilize sufficient expertise and short-term investments to get these systems on track to a sustainable future.

The following important milestones are foreseen for the development of the financial framework:

- The Government's commitment to the implementation of the NSPI is to be demonstrated by assuming the financial obligation for the execution of the plan and by informing the National Assembly of Cambodia about its dedication to improve the identification system during the next ten years. The financial framework would ensure planned Government investment for its implementation and sustainable (automatic) annual allocations (that can be system performance based) to cover operational costs of the institutions that are implementing the NSPI. A sustainable financing scheme would ensure the timely implementation of all strategic goals and the smooth, uninterrupted operation of systems in the future.
- A strong Government financial commitment is to serve as the basis for a pledging discussion with development partners, the donor community, and international financial institutions. In supporting the development of national civil registration and identification systems by international donors and development partners, the principles of aid effectiveness are to be applied to ensure national ownership and transparency in the arrangements. The financial framework is to be presented, discussed and agreed upon at the donor consultation dedicated to the NSPI. The agreement by the Government and donor community is to be formalized and firmly followed by all parties.
- The Government's commitment is also to translate the NSPI goals into inclusion in the Government's National Strategic Plan and relevant sectoral strategic planning documents. This would ensure the continuity and persistence of implementation efforts.

While preparing the financial framework, the following should be taken into consideration:

- Overall investment needs for the implementation of the National Strategic Plan for Identification during different phases of implementation: short, medium and long term;

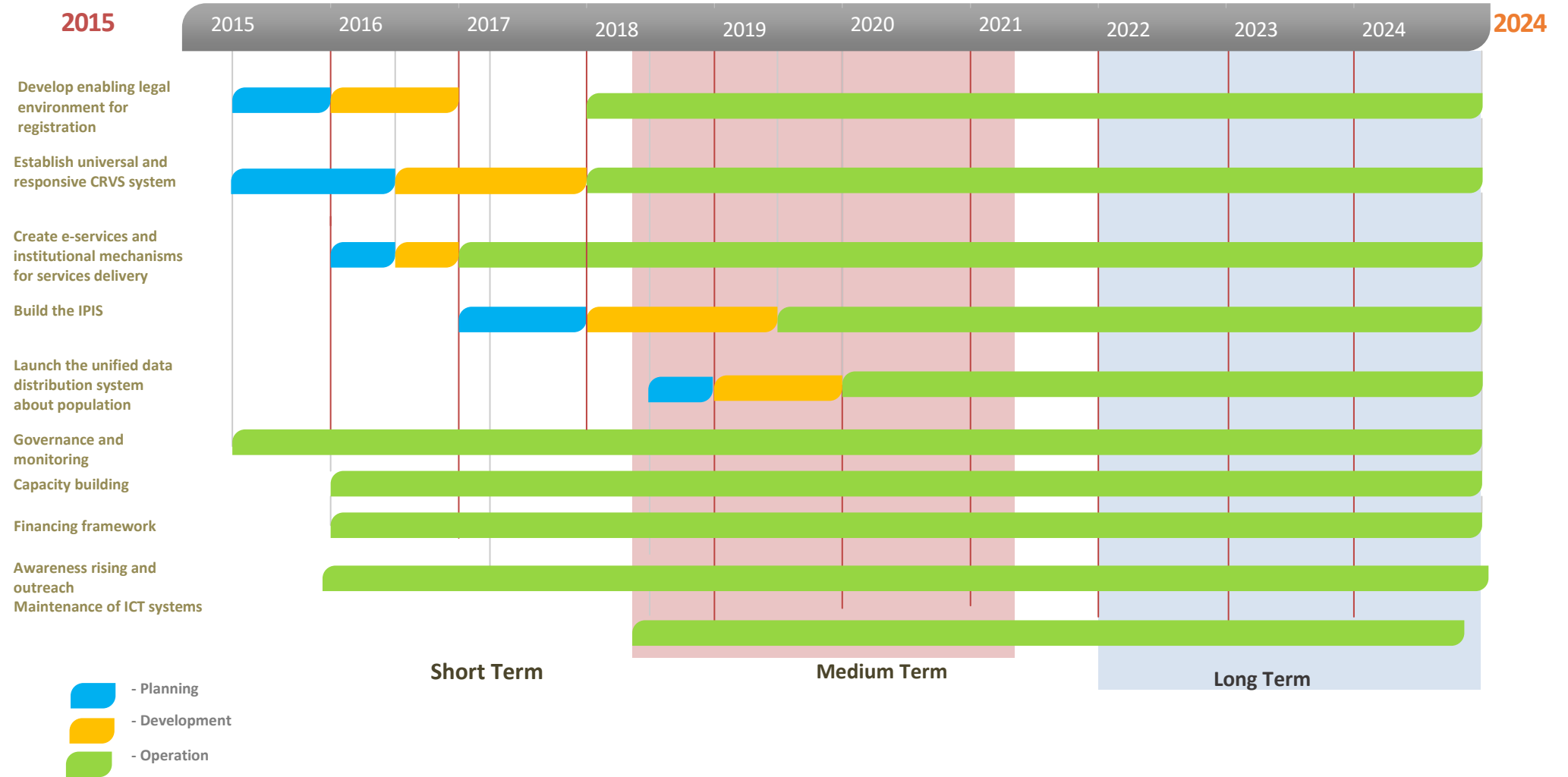
- Overall maintenance costs during the different phases of implementation: short, medium and long term;
- Staffing costs needed to plan actions and implement foreseen activities;
- Average annual operational expenses for registration and identification;
- Average annual income from the issuance of identity documents;
- Review of the fee for issuance of identity documents (such as ID cards and passports) with the aim of covering issuance costs;
- Potential average annual income from services provided by the Population Registry via the Data Distribution system;
- Possible other revenue models beyond government investment;
- Potential contributions by development partners and donors.

8.1 BUDGET

The global estimate of costs includes an analysis of budgets for developing and sustaining the CRVS and IPIS systems. The estimated budget (please see Item 11) foresees needed levels of investment to build these systems. The analysis also provides an indication of the expected budget that will be required to maintain both systems in the short, medium and long terms in efforts to scale up registration and identification. In addition to the capital outlay and initial development costs, the analysis includes estimates of the capacity building that the country should be prepared to commit to as part of its engagement on the development and long-term operation of the CRVS and IPIS systems. Long-term sustainable financing is required from domestic sources, ensuring the Government builds up its own resources to maintain the systems in the long run.

The largest investments are foreseen during the first five years of implementation, therefore the systems can start to operate in the medium term. Operational costs are to remain at the same levels throughout the implementation once systems are in place.

9 NSPI ROADMAP



*Note: At least one objective from the indicated Strategic Goal will be planned/developed/starts to operate

10 ESTIMATED BUDGET

High-level NSPI implementation budgets was developed based on the analysis of the systems, consultations and scope of the NSPI.

No.	FINANCING AREAS	Total Investment	Recurring operating costs for 1 year	Investment and operating costs in 2016-2018	Investment and operating costs in 2019-2021	Investment and operating costs in 2022-2024
1.	Development of legal and regulatory framework	400,000.00		400,000.00		
2.	Registration offices readiness and capacity building for digitization at commune level (1 633 offices)					
2.1	Mobile Windows tablets	1,355,000.00		1,355,000.00		
2.2	Mobile printing solution with mobile printers	250,000.00		250,000.00		
2.3	Maintenance of 1 633 locations*		326,600.00	326,600.00	979,800.00	979,800.00
2.4	Internet supply		200,000.00	200,000.00	600,000.00	600,000.00
3.	Establishment of Data Center					
3.1	Heating, ventilation, and air conditioning system	150,000.00		150,000.00		
3.2	Critical power supplies and generators	200,000.00		200,000.00		
3.3	Uninterruptible power supply solution	150,000.00		150,000.00		
3.4	Facility security and monitoring, alerting system	50,000.00		50,000.00		
3.5	Maintenance and support		15,000.00	30,000.00	45,000.00	45,000.00
4.	Establishment of Resilience Infrastructure					
4.1	Data Center networking solution	800,000.00		800,000.00		
4.2	Enterprise firewalls, threat protection and management solution	350,000.00		350,000.00		
4.3	Servers with operating systems and virtualization software	300,000.00		300,000.00		
4.4	Storage Area Network and storage solution	500,000.00		500,000.00		
4.5	Management and Monitoring solution	130,000.00		130,000.00		
4.6	Infrastructure maintenance and support		250,000.00	250,000.00	750,000.00	750,000.00
5.	Information System Development					
5.1	CRVS system	1,300,000.00		1,300,000.00		
5.2	KIdC	300,000.00		300,000.00		
5.3	Development of ICT-based residential registration system	1,300,000.00			1,300,000.00	
5.4	Audit of ID card system before assignment of KIdC	600,000.00		600,000.00		

No.	FINANCING AREAS	Total Investment	Recurring operating costs for 1 year	Investment and operating costs in 2016-2018	Investment and operating costs in 2019-2021	Investment and operating costs in 2022-2024
5.5	<i>Integrated Population Identification System</i>	1,300,000.00			1,300,000.00	
5.6	<i>Information Distribution System</i>	500,000.00			500,000.00	
5.7	<i>RDBMS, application and enterprise service bus software</i>	1,500,000.00			1,500,000.00	
5.8	<i>E-services establishment</i>	300,000.00				300,000.00
5.9	<i>Go life technical assistance</i>	700,000.00		400,000.00	300,000.00	
5.10	<i>Security audits</i>	100,000.00		100,000.00		
5.11	<i>Regular security audits</i>		70,000.00	70,000.00	210,000.00	210,000.00
5.12	<i>Software Maintenance and Support</i>		700,000.00	350,000.00	2,100,000.00	2,100,000.00
6.	Establishment of Disaster Recovery Data Center					
6.1	<i>Data center facilities</i>	500,000.00			500,000.00	
6.2	<i>Establishment of Disaster Recovery Infrastructure</i>	1,500,000.00			1,500,000.00	
6.3	<i>Disaster Recovery planning and implementation</i>	100,000.00			100,000.00	
6.4	<i>Disaster Recovery testing and awareness training</i>	50,000.00			50,000.00	
6.5	<i>Continuous Disaster Recovery testing</i>		20,000.00		60,000.00	60,000.00
6.6	<i>Infrastructure maintenance and support</i>		265,000.00		795,000.00	795,000.00
7.	Establishment of sustainable Service and Support Organization for serving citizens					
7.1	<i>Help Desk system and implementation</i>	100,000.00		50,000.00	50,000.00	
7.2	<i>IT Service Management concept implementation</i>	100,000.00			100,000.00	
7.3	<i>User support through registration process</i>		30,000.00	30,000.00	90,000.00	90,000.00
8.	Digitization of existing registration records	2,000,000.00		1,000,000.00	1,000,000.00	
9.	Development of operational guidelines and procedures	400,000.00		200,000.00	200,000.00	
10.	Capacity Building	2,250,000.00				
10.1	<i>Capacity building of GDI staff on CRVS, ICT, service provision, learning from other countries' experience</i>			150,000.00	150,000.00	150,000.00
10.2	<i>Capacity building at local level — legal framework, processes and procedures, ICT use, service provision</i>			600,000.00	600,000.00	600,000.00
10.3	<i>Continuous capacity building to maintain ICT-based systems</i>		100,000.00	100,000.00	300,000.00	300,000.00
11	Advocacy and communication campaigns	8,600,000.00				
11.1	<i>National campaigns on the importance of civil</i>			2,000,000.00	3,000,000.00	1,500,000.00

No.	FINANCING AREAS	Total Investment	Recurring operating costs for 1 year	Investment and operating costs in 2016-2018	Investment and operating costs in 2019-2021	Investment and operating costs in 2022-2024
	<i>registration, introduction of KIdC, introduction of new services</i>					
11.2	<i>Targeted campaigns to hard-to-reach people, people with disabilities, marginalized audiences</i>			300,000.00	600,000.00	300,000.00
11.3	<i>Toll-free telephone line for citizen feedback</i>		100,000.00	200,000.00	300,000.00	300,000.00
12	Outreach activities					
12.1	<i>Outreach activities to improve coverage</i>		600,000.00	600,000.00	600,000.00	600,000.00
12.2	<i>Outreach and capacity building activities for public and private sector to use data dissemination center</i>	100,000.00			50,000.00	50,000.00
13	<i>Organizational alignment following OWS structure</i>	400,000.00		100,000.00	300,000.00	
	Investment costs	28,635,000.00	2,676,600.00	11,735,000.00	13,100,000.00	2,900,000.00
	Operating costs:	15,816,200.00		2,156,600.00	6,829,800.00	6,829,800.00
	TOTAL USD	44,451,200.00				

* costs in USD

** calculations based on real value (no inflation adjustment provided)

*** regular staffing costs in GDI and at the local level are not included

Objective / Year		2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
established	Baseline										
E-services introduced	Actual	◆									
	Baseline										
Vital Statistics System established	Actual	◆									
	Baseline										
Civil registration coverage rates increased	Actual	◆									
	Baseline										
CRVS integrated with auxiliary systems for data exchange	Actual	◆									
	Baseline										
2 million information requests per year fulfilled	Actual	◆									
	Baseline										

Baseline legend

	In progress
	No action
	Milestone

Actual implementation legend

◆	Progress according to plan
◆	Risks of missing deadlines, significant delays from baseline
◆	Significant risks of missing deadlines
◆	No action taken, idle according to baseline