

Inclusive UID leads to Aadhaar for All

By

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1. Background

Unique identity project was initially conceived by planning commission of India with an objective of providing identification to all residents of India with purpose of efficiently delivering government services. They wanted to devise a tool to monitor various government subsidy and welfare measures through out the country. Unique Identity Authority of India (UIDAI) was constituted on January 28, 2009 as an attached office within planning commission after receiving notification by concerned empower group of ministers set up by Prime minister council. According to this notification; UIDAI was authorize to formulate plan and policies to collect demography data as well as biometric data of the estimated 1.2 billions of residents in India. UIDAI was responsible for operating and take full ownership of resident database on continuous basis. Mr. Nandan Nilekani, former CEO of Infosys limited, was appointed by cabinet as chairman to UIDAI on June 29, 2009. Mr. Ram Sewak Sharma has been appointed as director general and mission director for UIDAI.

1.1. UIDAI mandate and timeline

UIDAI mandate is to provide online identity number to all residents of India which can be authenticating instantly through authentication devices used by various service providers. This identity number is formally term as an aadhar by UIDAI. UIDAI proposed to issue 600 millions Aadhaar numbers by 2015 through various registrar and agencies within the country. .

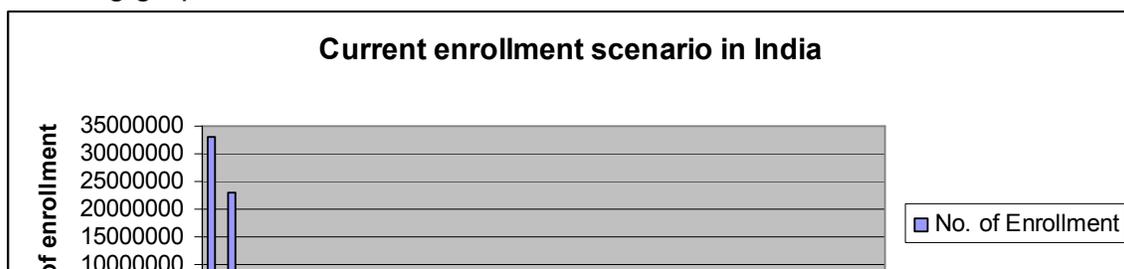
1.2. Central Identity Data Repository

One of the common problem in India that people have multiple identity document and each serving different purpose leading in difficulty in establishing an identity for an individual. UIDAI seek to address this challenge of establishing identity through Aadhaar number for residents which is unique and link to biometric elements. Once a person has an Aadhaar, their basic identity linked to their biometrics is established and can be used to uniquely identify the individual. UIDAI is collecting mandatory demographic data which consist of resident's name, resident's address, resident's date of birth, resident's gender, resident's parent/ guardian's name. Mobile number and Email ID is optional field for resident to fill out if they wish. However registrar may collect additional information through additional field if it serve their purpose and this additional information is termed as Know your resident plus (KYR+) CIDR is an online database of Aadhaar which is robust in identifying duplicate or fake entry in the system. In other word; an individual who already has an existing aadhaar number applies for second Aadhaar number will be identified by CIDR based on his/ her existing biometric record and application would be declined.

1.3. UIDAI current scenario

UIDAI official web site dt. January 16, 2012 revealed that **11,62,76,766 Aadhaars numbers has been generated by CIDR and over 30 millions Aadhaar letter has not been delivered by India post to residents. UIDAI has appointed over 25 nationalize bank such as State bank of India, Andra Bank, Allaha Bad Bank, Union bank of India, etc. to be their registrar. UIDAI has also signed memorandum of understanding with 34 states/ union territory and has appointed them as a registrar to implement this project. Central Ministry such as Petroluem & natural gas, human resource development, rural development, Department of Post, Indra Gandhi National open university, NSDL and Life insurance corporation of India are also official registrar appointed by UIDAI. There are over 120 empaneling enrollment agency appointed by UIDAI and these enrollment agency is authorize to work with registrar in order to enroll resident.**

Folowing graphs illustrate current enrollment trend in India.



1.4. UIDAI Eco system

Residents, enrolment agency, various agencies, civil society outreach, NGO and registrar are partnering the UIDAI ecosystem to implement in issuing aadhaar number to residents in India. Their role and stake in this project are briefly elucidated below. This project of national significance is also confronted with many continuous hindrances and challenges which also would be subsequently be indicated during this paper.

1.4.1. Registrar

Registrar is implementing authority of UID project who receive financial assistance from UIDAI for enrolling residents through enrollment agency. State governments, Registrar General of India, State bank of India, Union bank of India, Micro finance institutions, post offices, etc. are appointed as registrar by UIDAI. Their role primary is to enforce quality enrollment of resident within their jurisdiction. They are responsible for hiring enrollment agency through public tendering process and sharing their details with UIDAI. They also provide assistance in registering supervisors, operators, and enrollment stations with UIDAI. They also conduct audit of enrollment process with regard to UIDAI compliance on a regular basis as well as monitor performance of enrollment agency. . They also ensure that all operators and supervisor are sify certified in accordance with UIDAI policies. They formulate enrollment plan of their territory and send the same to UIDAI. They are also responsible for mobilizing residents for enrollment through information awareness campaign by placing an advertisement in local leading newspaper, radio, TV, etc.

1.4.2. Enrollment Agency

These agency are appointed by registrar to collect demography data and biometric data of residents within the area assign by registrar. EA procure

certified biometric devices, hardware and other infrastructure which assist in enrollment of resident including printers, laptop, white screen, etc. EA ensure that UIDAI enrollment application are installed on their system and ensure compliance to UIDAI standard and processes. EA are responsible for providing power backup at each enrollment station. EA assist registrar in formulating enrollment schedule and preparing publicity materials as well as assist in reaching out to residents for mobilizing them for this initiative. EA setup enrollment stations and identify venue for setting up enrollment station in consultation with registrar as directed by registrar and EA ensure availability of certified operators and supervisors. EA primary role is to capture demographic and biometric data and handle exception cases for applicable resident. EA are also responsible for uploading data packet onto CIDR and file , store data as per UIDAI guidelines.

2. Enrollment Process

Residents are mobilizing for enrollment through various publicity mode by registrar such as add in the local language newspaper, FM radio, TV channels, posters, etc. UIDAI provide financial support for this initiative to all registrars. Resident visit their local enrollment center and fill up form comprising of demographic details and additional details inserted by registrar as part of their KYR+ parameter. Resident is enrolled upon furnishing proof of identity(POI) as well as proof of address(POA) document. List of POI and POA documents includes various identity documents such as driver license, voter ID card, ration card, permanent account number (PAN) card, disability ID card, passport, etc.

2.1. Capturing of biometrics

Operator of enrollment agency input demographic data of resident in the system and resident are also able to view the same on additional screen placed in front of him/her. Operator captures all ten finger prints and capture both left and right iris as part of biometric element. UIDAI does have exception policy in case if resident have missing fingers or iris can not be captured. This policy is in fact widely implemented through special enrollment camp for person with disability.

2.2. Enrollment Identity Number

Operator after recording both demographic and biometric data of resident seek consent to submit the application. Resident verifies their information in final review screen and approve operator to proceed. Enrollment identity number is generated upon submission of resident application by operator. Enrollment agency is primarily responsible for uploading data packet to CIDR for processing with an objective of generating Aadhaar unique number to resident. Resident can track their application status online through UIDAI web site by inputting

enrollment identity number. UIDAI has set up call center for resident to raise their query regarding application as well as launch grievance.

2.3. Aadhaar Letter

Indian residents widely perceived that UIDAI would be issuing an Aadhaar smart card; however UIDAI would be issuing an Aadhaar letter dwelling of 12 digits which would have no intelligence attached ensuring no one can identify resident demographic details based on Aadhaar number. This is the last stage of Aadhaar enrollment process where Aadhaar number is generated and delivered to resident's address through India post. Bottom portion of the letter can be torn and stored for referring to Aadhaar number by resident if resident wishes.

2.4. Aadhaar Application & Authentication

Aadhaar authentication is the process wherein Aadhaar number, along with other attributes (including biometrics) is submitted to UIDAI's Central Identities Data Repository (CIDR) for verification; the CIDR verifies whether the data submitted matches the data available in CIDR and responds with a "yes/no". No personal identity information is returned as part of the response.

The purpose of Authentication is to enable residents to prove their identity and for service providers to confirm that the residents are 'who they say they are' in order to supply services and give access to benefits.

Aadhaar authentication will provide several ways in which residents can authenticate themselves online. Authentication can be 'Demographic Authentication' and/or 'Biometric Authentication'. But, in all forms of authentication the Aadhaar Number needs to be submitted so that this operation is reduced to a 1:1 match.

Reserve Bank of India (RBI) issued a circular stating that residents in India may open a bank account through Aadhaar number against authentication by bank. Telecom regulatory Authority of India (TRAI) also issued a circular that residents in India may obtain a mobile phone connection by using their Aadhaar number against authentication by service provider. LPG company have also mandated their new customers to quote their Aadhaar number and new LPG connection would only issued against authentication of aadhaar number. Various government schemes such as NREGS is disbursing large funds on a regular basis but funds are not reaching to intended beneficiary due to identity theft. Aadhaar authentication would ensure that funds are reaching to intended beneficiary. If a resident from Kolkata is transferred to Mumbai; he/ she currently can not neither open his/her bank account nor he/ she can obtain a new mobile connection as

he/she does not have any government document indicating his/her proof of address. Service providers would ask resident for Aadhar number and would launch a query in the central data base after scanning his/her finger prints or other specified methodology for authentication. Central depository would retrieve biometric record against inputted Aadhar number and provide affirmative or negative against the query by service provider.

2.5. Financial inclusion

Various sources revealed that over 600 millions citizens in India do not have a bank account. These populations are conducting their financial transactions through persons residing in the same village/ town. Hawala is another mode of illegal transaction practiced by these populations. UIDAI strongly encourages resident to offer their consent for opening no frills account during Aadhaar enrollment. Government plan to disburse NREGA wages through Aadhaar linked bank account ensuring that intended beneficiary will obtain their wages directly credited in their bank account. Resident residing at rural India can conduct their financial transaction through government appointed business correspondent. Business corresponded would ask resident to place their fingers on portable finger print scanner attached to their cell phone and resident are authenticated instantly. If authentication is correct; business corresponded disburse the money and there is a mechanism in place which update transactions in real-time basis.

3. Inclusion of marginal group onto UID

World health organization estimate that there are over 200 millions people in India who are excluded from government system and remain invisible for purpose of availing government services. UIDAI is committed to issue aadhar number to this section of the society and also is committed to take measures to include marginalize group onto Aadhaar. United nation gauged that 6-8% of Indian population are disabled. Several Regional offices of UIDAI proactively took initiative of conducting special enrollment camp for person with disability.

3.1. Pilot enrollment camp for person with disability (PwD)

Pilot enrollment for person with disability was conducted on March 14, 2011 at JSS polytechnics for differently abled , Mysore, Karnataka. Pilot enrollment day comprised of sensitization workshop to enrollment agency, launch function, enrollment of person with disability and debriefing sessions with enrollment agency. Sensitization exercise to EA were conducted with an objective of making them aware on various types of disability and how to deal with disabled residents at the time of enrollment. Pilot enrollment was launched by Karnataka state disability commissioner Mr. KB Rajanna followed by actual enrollment.

Four enrollment stations were setup and they enrolled 40 students in the second half as well as they enrolled remaining 330 disabled students of this institutes.

Another pilot enrollment camp for person with disability was conducted at Police Choltry in Tumkur, Karnatka on march 15, 2011. More than 500 person with disability were enrolled in three days. Development delay (Mentally retarded) children & Adult, blind & low vision resident, hearing impaired resident and movement impaired resident were mobilize for this initiative. Pilot enrollment camp for person with disability unveiled many technical and process challenges which are exemplified below.

3.2. Challenges of enrolling person with disability (Pwd)

Operators of enrollment agency applied UIDAI exception policy while enrolling residents for whom iris and finger prints can not be captured. Operators experienced great difficulty while enrolling development delay residents. Operators were having tough time in communicating with hearing impaired residents. In some cases; operators could not capture iris due to missing eye ball and carried out enrollment by applying UIDAI exception policies.

3.3. Technological changes for enabling Pwd enrollment

Operators who were keying on capturing iris of development delay resident were not able to do so as enrollment software only permit four attempts to capture iris of a resident. However UIDAI technology center released an upgraded version by which operators can delete their iris capture enabling them to capture iris of development delay resident.

3.4. Formulation of exception Policies

UIDAI mandate enrollment agency to apply exception policy in case of resident with missing fingers and residents with missing iris. This can be best understood through the following illustration; Ram with missing finger comes for enrollment, Operators enroll Ram by applying UIDAI exception policy and taking additional photograph of missing finger and enter the same into the system. Exception enrollment application requires supervisor's to approve enrollment prior to submission of the same by operator. This process is also applicable for missing iris.

3.5. Training and sensitization

UIDAI undertook a drive to conduct disability sensitization workshop with operators, supervisors, and help desk executives, training managers and project managers prior to conducting special enrollment camp for person with disability. This workshop prescribes measures on how to deal with various types of disabled resident. UIDAI has included questions on exception policy and dealing with disabled resident for mandatory online certification for operator as part of their inclusive campaign awareness.

4. Conclusion

UIDAI had appointed Mohammed Asif iqbal who took a sabbatical from Pwc India to lead a national initiative of formulating strategies for including people with disability onto UID program. His role stressed on formulating policies, procedures and process of UID enrollment by which disabled Indian citizens can get them enrolled with ease. He worked with vendors of UIDAI to ensure UIDAI web sites were indeed accessible to people with disability and does comply with W3C guidelines. He also conducted special enrollment camp at Maharastra, karnatka, Jharkhand, West Bengal, Puducherry and New Delhi region. He also conducted numbers of training workshop with various enrollment agencies and state governments on how to enroll disabled citizens. His effort led in enrolling more than 15000 disabled citizens around the country.

5. Reference

www.uidai.gov.in