

# National ID Program Implementation Challenges

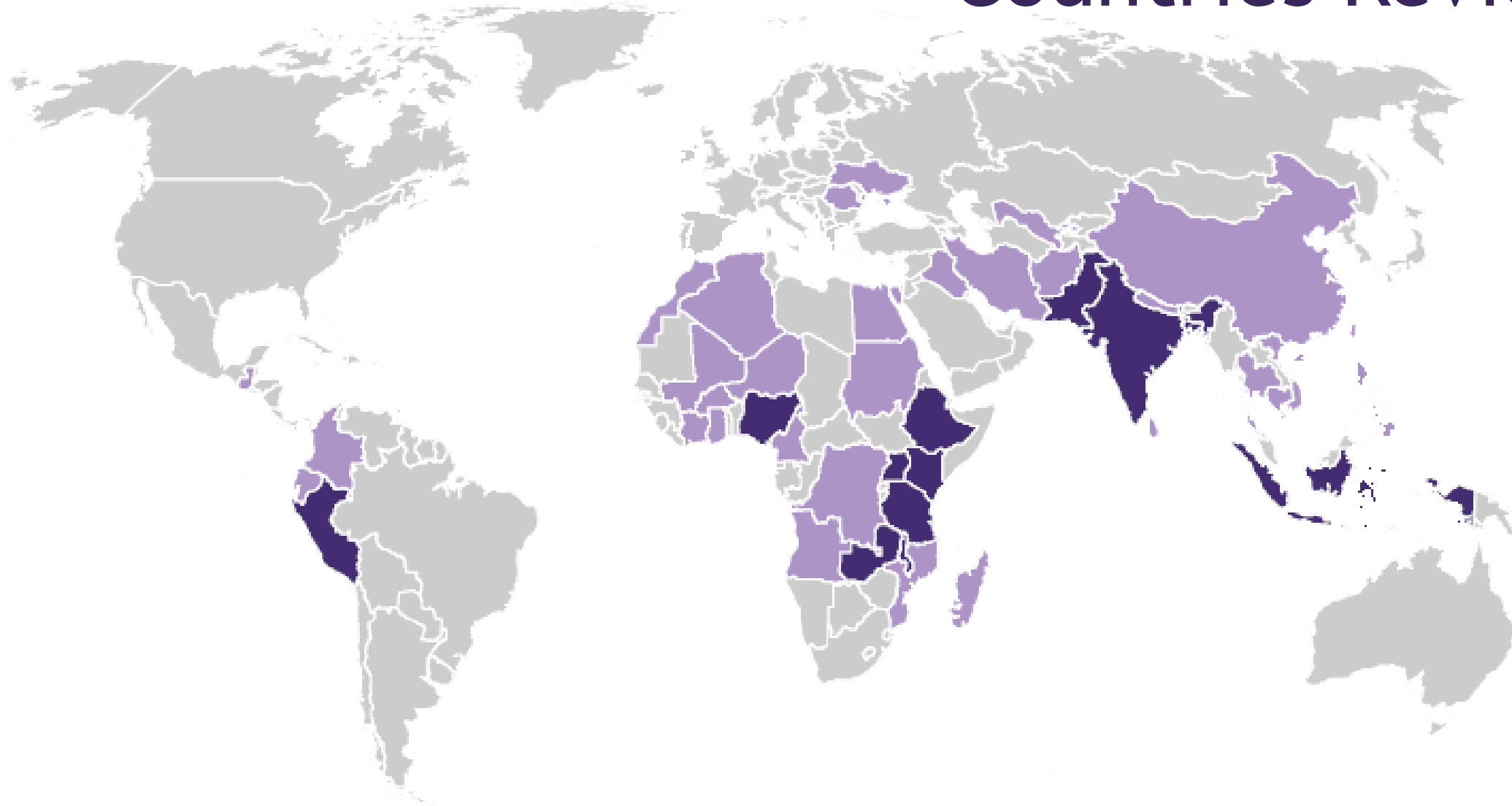
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# Implementation Status and Coverage of Reviewed Programs

Countries Reviewed; Program Implementation Status;  
Program Implementation; Coverage Rates;  
Enrollment Challenges

# Countries Reviewed

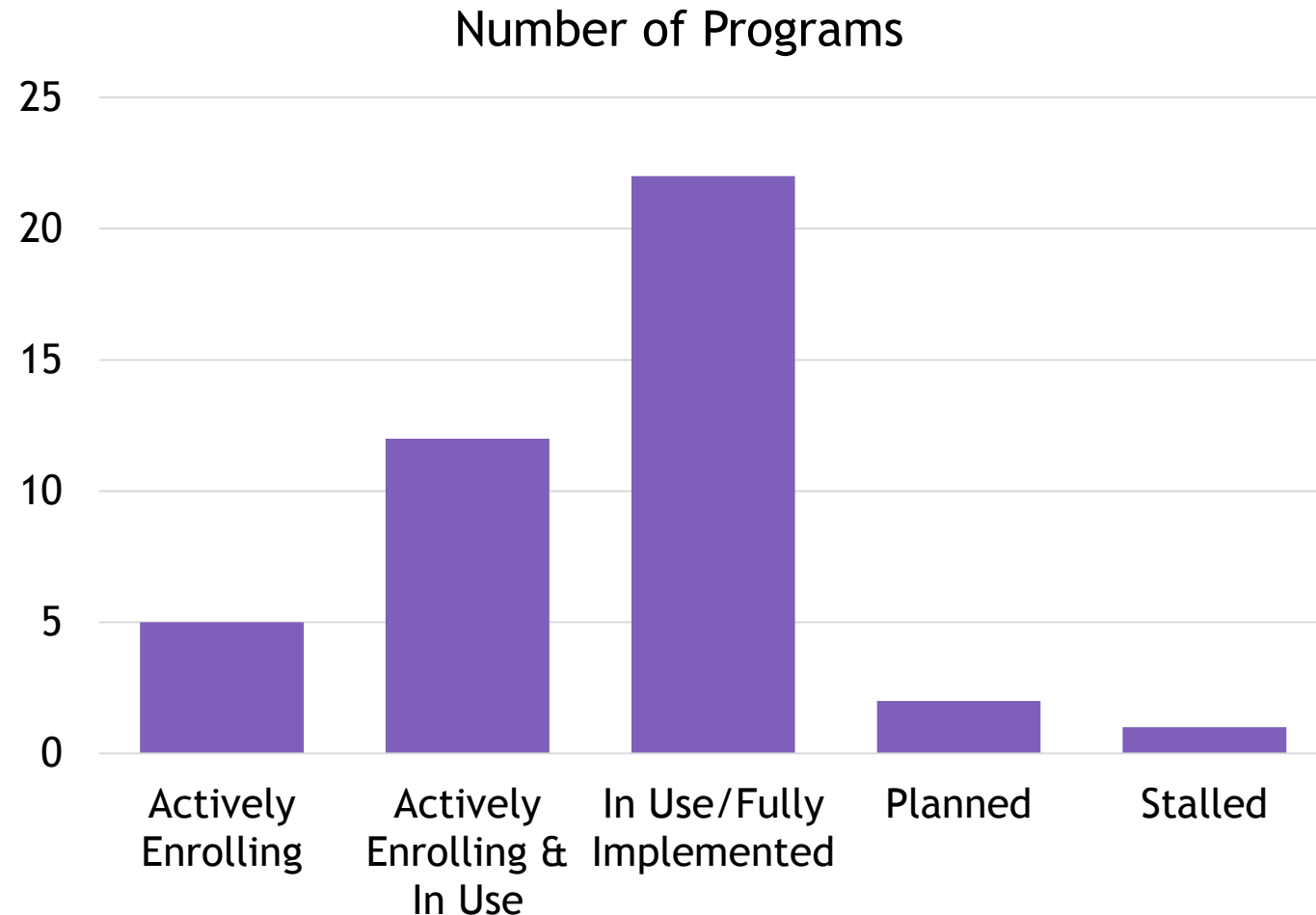


Reviewed national ID program

Case study for national ID program

# Program Implementation Status

- Five are actively enrolling but not yet operational (Algeria, Malawi, Mozambique, Nigeria, Zambia)
- 34 are operational and in use, though 12 of these are still actively enrolling new participants
- Two programs are planned but have not yet begun enrolling (Philippines, Nepal)
- One program (Afghanistan) is stalled

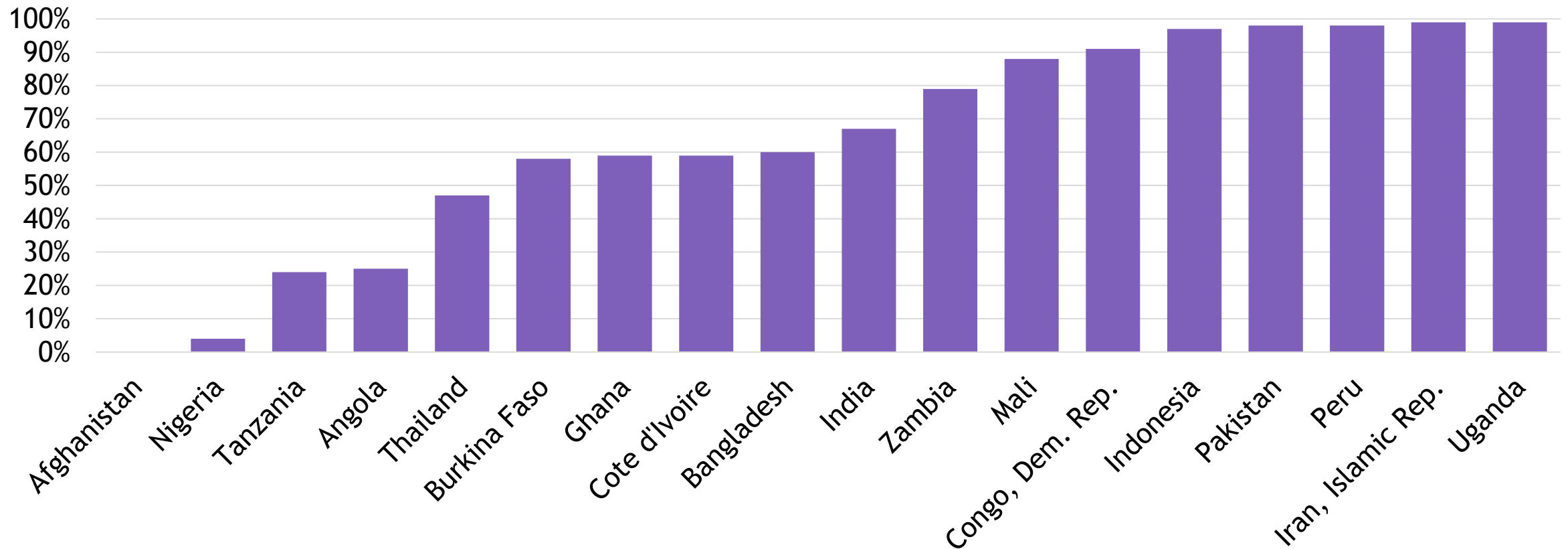


# Program Implementation

- Programs that are currently operational and in use are generally older, often based on physical credentials issued many years ago
- Many countries have longstanding national identity programs in place but are implementing “next generation” national IDs that contain electronic and/or biometric components (eIDs)
  - 19 countries have implemented new eID programs in the past 5 years
- Older IDs usually remain in use during transition to eIDs

# Coverage Rates

Percent of eligible population enrolled in ID program, based on data available in 2015 (no recent data available for 24 programs)



# Enrollment Challenges - Supply Side

- Technical challenges
- Staff training or capacity
- Resources for enrollment and card production
- Reaching rural areas
- Centralization
- Fraud



<http://www.redpepper.co.ug/national-id-issuance-starts-this-week/>

# Enrollment Challenges - Demand Side

- Not understanding benefits of registration
- Registration fees
  - 11 programs report challenges enrolling poor populations
- Distance to registration centers
  - 7 programs report challenges enrolling rural populations
- Obtaining registration documentation



<http://technologytimes.ng/pick-e-national-id-card/>



# Challenges with Demographic Groups

- 12 programs have evidence of enrollment challenges for particular demographic groups:
  - **Women** (3 programs): sometimes a male relative must participate in registration
  - **Minority groups** (10 programs): religious minorities, ethnic minorities, indigenous populations may be excluded from services or targeted (“social sorting”) as a result of ID programs
  - **Refugees and undocumented individuals** (3 programs)

# Selected Country Enrollment Experiences

Uganda; Indonesia; Angola; Pakistan; Afghanistan

# Uganda National ID

- ID program originally launched in 2010, but delayed
  - Reports of scandal over procurement
  - Only 400 ID cards produced by July 2012
- Mass registration exercise conducted at parish level (5-10 villages)
  - Allocated resources to reach 18,000,000 citizens [more than eligible population]
  - 15,775,522 individuals registered in 2014 (98.7% of eligible population)
- Continuous registration (of newly eligible individuals) at sub-county level (5-10 parishes)
- Not all enrolled individuals have received ID cards



<http://www.redpepper.co.ug/national-id-issuance-starts-this-week/>

# Indonesia e-KTP

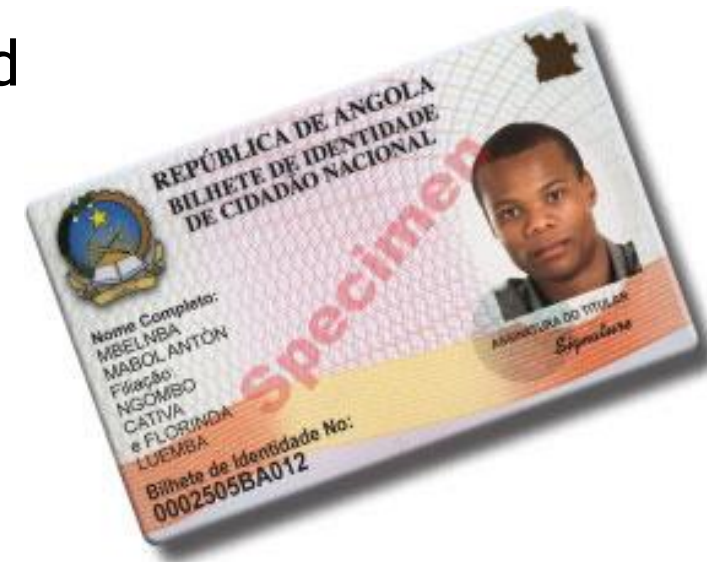
- Largest biometric ID program
- Enrollment at sub-district level
- 100 million enrollments and deduplications in less than a year (2013)
- Reported challenges with corruption, equipment, and card production
- Government extended deadline for registering eligible population and issuing e-KTP cards to mid-2017
  - 22 million people not yet registered



<https://photographyindonesia.wordpress.com/2011/10/28/vernacular-javanese/>

# Angola National ID

- Mixed enrollment approach
  - “Fixed” centralized centers at province level and in large cities
  - Mobile registration units (trucks) to register remote individuals
- Multiple phases of registration
  - Currently 243 fixed and mobile registration and card production centers
  - Still expanding to reach remote populations
  - 6.5 million registrations as of 2015
- In later stages, communications infrastructure allowed “over-the-counter” card issuance



<http://www.secureidnews.com/news-item/id-lifecycle-101-understanding-enrollment/>

# Pakistan National ID

- Enrollment challenges from 2001-2005 due to limited technical capabilities
- Proliferation of counterfeit IDs in this period
- Expanded registration efforts:
  - Established offices in every district
  - Mobile enrollment infrastructure
  - Cards linked to services
  - Subsidized registration fees
- Increased registration from 54 million in 2008 to 98 million in 2014 (98% of eligible population)
- Resource intensive



<http://pakistan.onepakistan.com>



# Afghanistan e-tazkira

- Electronic national ID card announced in 2009
- Implementation scheduled to begin in 2013
- Controversy over whether to include ethnic identity
- Vocal opposition from various ethnic leaders
  - Fear of harassment / discrimination
  - Fear of revealing population size
- As of August 2016, no cards have been issued
- Latest proposal: two IDs
  - Biometric ID without ethnicity or nationality
  - Separate booklet with this information



<http://www.khaama.com/moi-says-fully-prepared-to-distribute-electronic-national-id-cards-1197>

# Other Implementation Challenges

Harmonization of ID Programs; Accountability;  
Data Management; Privacy of Information;  
Program Costs; Costs of Biometric Information



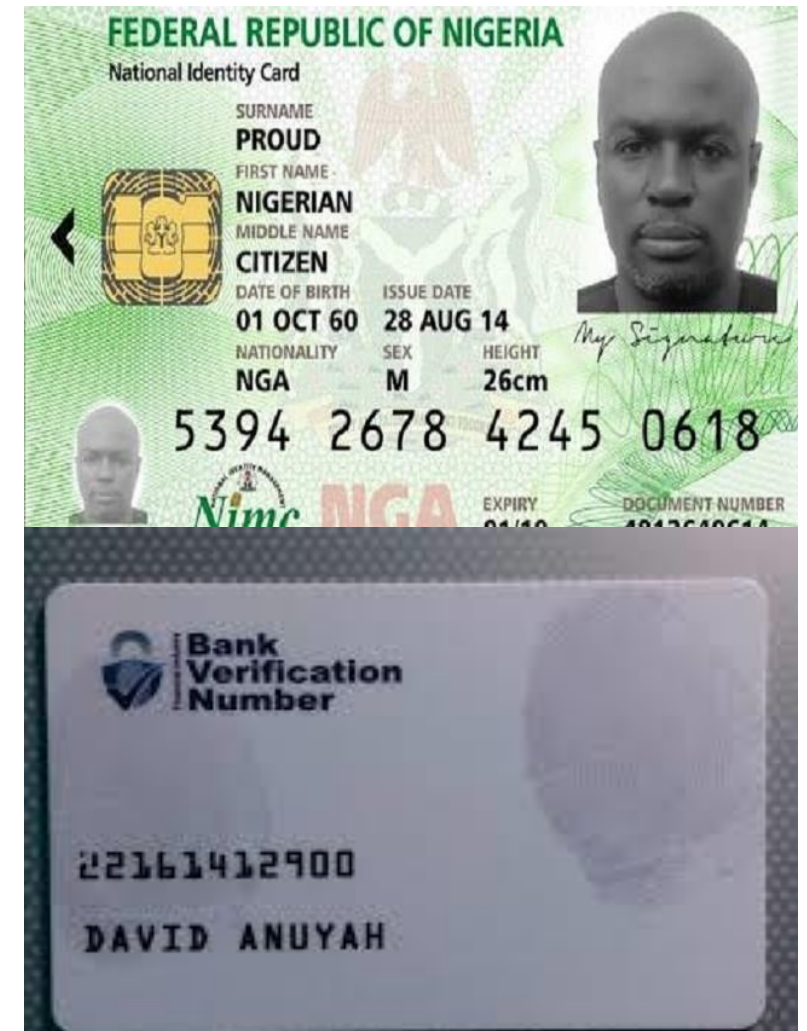
# Other Implementation Challenges

We find evidence of other implementation challenges in 25 programs, including 8 reporting challenges in two or more areas:

- Harmonization of competing ID programs (3 programs)
- Accountability concerns (11 programs)
- Data management challenges (6 programs)
- Threats to privacy of individual information (5 programs)
- High program costs (8 programs)

# Harmonization of Programs

- Existence of multiple forms of identification: birth certificates, passports, health card, driver licenses, etc.
- Lack of clear, legal frameworks and delegation of responsibilities by governing bodies
- Evidence of challenges in *Nigeria, India, Tanzania, and Vietnam*



# Accountability

- **Micro level**

- Officials and personnel soliciting money in addition to official fees
- Inappropriate procurement of equipment
- Concerns about nepotism and corruption in hiring
- *Congo, Guatemala, Kenya, Mozambique, Niger, Uganda, and Zambia*

- **Macro level**

- Lack of transparency in contract or tender process for programs
- Accusations of collusion
- Delays in program implementation
- *Guatemala, Malawi, Mozambique, Nepal, Thailand, and Uganda*

# Data Management

- Establishing databases
  - Setting up central infrastructure
  - Collecting data on eligible populations
  - De-duplication
- Updating citizen information
  - Issuing cards to individuals who moved or were displaced
  - Correcting poor quality registration data
- Evidence of challenges in *Bangladesh, Burkina Faso, Ghana, Guatemala, Indonesia, and Mali*

# Privacy of Information

- Concerns about abuse of information
  - Monitoring movements of individuals
  - Tracking of political or religious dissidents
  - Evidence from *China, Bangladesh India, Philippines, and Sri Lanka*
- No concrete examples of privacy violations
- Data protection - evidence of some efforts in 14 programs
  - Data protection laws
  - Secure storage and data encryption
  - Protocols to limit access
- Limited effect on public perceptions and privacy concerns



<http://onzonearticles.com/>

# Program Costs

- Insufficient funding allocated to enrollment and card production (5 programs)
  - Delays program implementation
- Failure to account for ongoing maintenance of programs
  - Ongoing enrollment, training and building capacity, system maintenance
- Higher costs to reach remote populations
- Higher costs of incorporating biometric information
- Lower costs with no physical card
  - Under \$3 per person for Aadhaar in India

# Costs of Biometric Authentication

- Few programs possess equipment to verify citizens on site for financial/social transfers, elections, or other functions
  - Capture of biometric information during enrollment is often by private firms, who may not hand over equipment to governments for use after registration
- High cost of collecting biometric information
  - Portable fingerprint scanners can be less cost-effective than traditional means of verification (e.g., presenting a physical ID, marking with ink)



# Using Biometrics for Authentication

- Programs in India, Indonesia, Nigeria, and Pakistan authenticate some services on site using fingerprint scanners
- Most examples of biometric authentication implemented at very small scale
- We find no evidence of biometric verification at polling stations, as checking photos and using indelible ink is seen as easier and more cost-effective
- Issues with scanning fingerprints of rural residents also limit their usability



<http://www.gemalto.com/govt/inspired/biometrics>



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*Please direct comments or questions about this research to Principal Investigators C. Leigh Anderson and Travis Reynolds at [epar.evans.uw@gmail.com](mailto:epar.evans.uw@gmail.com).*