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New Delhi – 110 001

Dated: October 9, 2009

OFFICE MEMORANDUM

The UID Authority of India has been setup by the Govt. of India with the mandate to issue Unique Identification Numbers to all residents in the country. The basic objective is to improve benefits service delivery, especially to the poor and marginalised sections of society. The UID Authority will create a platform to establish identity and perform authentication that can be used by several govt. and private service providers. A key requirement of the UID system is to capture necessary demographic data in a standardised manner so that this identity information works across various systems.

2.   In order to achieve interoperability across the various govt. and private agencies that will use the UID system, it is important that the capture and verification of basic demographic information for each resident is standardized across all partners of the UID system.

3.   Another important aspect of demographic data collection is to ensure the correctness of the data at the time of enrolment of residents into the UID System. While an elaborate verification system based on local enquiries and existing documents issued by various agencies can be used to verify the correctness of the data to a large degree, it is likely to result into exclusion of poor and the marginalised who normally do not have any documents to prove their existence and addresses. As the main purpose of the UID is inclusion, especially of the poor, the verification process has to be formulated in such a manner that while it does not compromise the integrity of the inputs, it also does not result in exclusion of the poor.

4.   The government of India had set up expert committees for standards to be used for various e-governance applications in areas of Personal Identification, Biometrics, and Location Codification Standards. These committees have worked out few standards on the respective categories to be uniformly applied for various e-governance standards.

5.   As UIDAI will use basic demographic data to establish identity and authentication, it becomes essential to review the applicability of the existing data and process standards for various e-Governance applications, modify them for UIDAI specific requirements and frame the methodology for its implementation.

6.   In view of the above, a Demographic Data Standards and Verification Procedure Committee (DDSVPC) is being setup to review the existing standards and modify/enhance/extend them so as to achieve the goals and purpose of UIDAI.

I. Charter of the Demographic Data Standards and Verification Procedure Committee

- To Recommend the Demographic Data standards (The data fields and their formats/structure etc.) that will ensure interoperability and standardization of basic demographic data, systems, and processes used by various agencies that use the UID system. This will necessitate the review of the existing standards of Demographic Data and, if required, modify/extend/enhance them so as to serve the specific requirements of UIDAI and its partners.

- To Recommend the Process of Verification of these demographic data in order to ensure that the data captured, at the time of enrolment of the Residents into the UID system, is correct.

II. Composition of the Demographic Data Standards and Verification Procedure Committee

1. Shri N. Vittal, Former CVC – Chairman
2. Shri SR Rao, Additional Secretary, DIT - Member
3. Dr. N. Chandramauli, RGI Designate - Member
4. Mr. K. Raju, Principal Secretary, Rural Development, GoAP, Hyderabad
5. Dr. DS Gangwar, Jt Secy., Min of Rural Development, New Delhi – Member
6. Shri Ram Narain, DDG(Security), Deptt of Telecommunication - Member
7. Mr. Vinay Baijal, CGM (DBoD), RBI, Mumbai - Member
8. Mr. VS Bhaskar, Commissioner & Secretary, Health & FW, IT, Sports & Youth Welfare, Government of Assam, Guwahati - Member
9. Mr. S. Satpathy, Secretary, Rural Development, Govt of Jharkhand, Ranchi - Member
10. Mr. Ashok Pal Singh, DDG, (Tech), Department of Posts – Member
11. Ms. Madhavi Puri Buch, ICICI Securities, Mumbai - Member
12. Prof. Bharat Bhaskar, IIM, Lucknow – Member
13. Shri Ashutosh Dixit, Jt. Secretary (TPL II), Deptt. of Revenue - Member
14. Two Members from UIDAI Team - Members
15. Two Representatives of NGOs – Members (To be nominated later)
16. DG UIDAI or his Nominee – Convenor - Member

7.   Unique Identification Authority of India (UIDAI) will service this Committee. The Committee will be able to invite representatives from user organisations and other Experts as Special Invitees to solicit their views and advice on various aspects on the issue.

III.   Technical Committee and Working Groups

8.   The committee can also setup sub-committees that focus on various aspects of data standards such as Address Standards and working groups for conducting/developing reference implementations/proof-of-concept (POC) studies, specific research, field testing etc. on an as-need basis. The committee may meet time to time and draft the standard document based on the feedback of sub committees and working groups and submit recommendations. Committee may also set its own review process before recommending the final standards.

9.   Working groups can be created to assist the above committees by conducting proof-of-concept (POC) studies, specific research, field testing etc.

IV.   Review Process

10.   It is important that the standards remain unbiased, pragmatic, vendor neutral, interoperable, and cost effective. The committee review process will leverage their knowledge without compromising on its charter.

11.   The technical committee will publish a draft version of the document and solicit structured feedback from the members of the committee, technology vendors, academia, and enterprise users.

12.   The feedback from the various groups will be reviewed by the technical committee and suitable changes made in order to incorporate useful inputs. The final draft will be sent over for a final review and then the ratified version of the standards will be released.

V. Request for Updates into Standards

13.   As various applications within the UIDAI ecosystem evolve, need for updates to and improvements in the processes of these Standards may arise. The request to develop such new standards or to update existing standards will come from the stakeholder agencies. The committee will develop processes to facilitate stakeholder requests for update to existing standards arising from such needs.

VI.   Key Considerations

- The process for verifications should be easy to implement

- Should have clear business rules to avoid discretion and resulting harassment from enrolling centres

- Should provide for exception handling including mechanism for escalation to resolve exceptions.

- The process should generate confidence and acceptance among the users of the UID as an identity document.

VII. Deliverables of the Committee

- Obtain consensus from Government stakeholders to adopt and use a common set of standards for Demographic Data (including the field structure) and Verification Procedure relating to residents for UIDAI.
- Recommendation to UIDAI users to assure Interoperability of Demographic Data Standards and Verification Procedures
- Develop necessary certification or acceptance criteria for conformity and interoperability.
- Maintain & Publish registry of recommended Demographic Data Standards and Verification Procedure, interoperability recommendations, and acceptance criteria.
- Specify how to handle various kinds of exceptions
- Specify quality audits, including third party audits.
- Specify how false rejection from biometric will be addressed. (Since uniqueness is the key requirement of UID, the matching score will be very tightly defined to avoid false acceptance. This could lead of few false rejections which will have to be resolved with manual intervention. So clear algorithm will have to be specified to resolve this)

VIII. Time-Frame

14.   Keeping in view the commitment of UIDAI to start issuing UIDs within twelve to eighteen months, it is necessary that the Committee presents its report on standards as early as possible. Hence the Committee will present its Final Report to the undersigned on Biometric Standards to be adopted by UIDAI within 90 days of its constitution.

IX. Miscellaneous

15.   The non-official members of the Committee and Special Invitees will be reimbursed the cost of their travel and other incidental expenses as per Rules as and when they travel to attend the Committee meetings.

(R S Sharma)
Director General & Mission Director

Copy forwarded to the Chairman and Members of the Committee for information and necessary action.

Copy to: Cabinet Secretary/ Principal Secretary to the PM/All Secretaries to Govt. of India/All Chief Secretaries of the States/UTs for information.