



# ID4D

Identification for Development

# 2017 ANNUAL REPORT



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# WELCOME MESSAGE

World Bank CEO & Co-Chair of the High-Level Advisory Council on Identification for Development (ID4D)



The lives of 1.1 billion people living without proof of identity can be transformed through digital identification. It can enable the world's poorest and most vulnerable people to gain access to critical services, from education to health care and banking. It advances their rights and contributes to their dignity. Success depends upon countries and development partners working together.

The World Bank Group (WBG) established the Identification for Development Initiative (ID4D) to enable access to services and rights for all people through digital identification systems. ID4D supports developing countries to achieve Sustainable Development Goal (SDG) target 16.9—“Providing legal identity for all”—a catalyst to achieving many other SDGs and realizing the promise to leave no one behind.

In the fall of 2016, the Bill & Melinda Gates Foundation (BMGF) joined forces with the WBG to scale up ID4D, and over the past year we have made significant progress, as summarized in this inaugural 2017 Annual Report. For instance, ID4D launched the “Principles on Identification for Sustainable Development”, which have been endorsed by 22 international organizations, and provided technical assistance in more than ten countries. This work is influencing approximately \$750 million of WBG lending for ID-related projects that are active or in the pipeline.

I am proud of the progress that ID4D made in 2017 and pleased to announce that the Omidyar Network is joining BMGF and the WBG in support of ID4D. The partnership's momentum is accelerating, and we expect it to deliver exciting results in 2018 and beyond.

I hope this report inspires you to seek your own opportunities to work with ID4D as we continue to scale up to meet the growing demand. Let us remain focused on the urgent task of providing identification for all, so that, with officially recognized identities, the aspiration to build a better life can become a reality.

**Kristalina Georgieva**  
Chief Executive Officer  
World Bank

## 2017 Achievements

Thought Leadership • Global Convening • Country Engagement



# IDENTIFICATION MATTERS

The ability to uniquely identify individuals and reliably authenticate their identity is a key enabler to accelerating progress toward achieving the 2030 Agenda for Sustainable Development. Robust, inclusive, and responsible identification systems can lead to tangible benefits across a range of areas, such as financial inclusion, health services, social protection for the poorest and most vulnerable, and empowerment of women and girls. Yet, more than 1.1 billion people worldwide cannot prove their identity.

Digital identification provides countries the opportunity to leapfrog paper-based systems and rapidly establish a robust identification infrastructure. Benefits to countries and individuals materialize in several ways:

- 1. Empowering people and improving livelihoods through inclusion and enhanced access to services:** By being able to prove their identity, individuals are empowered to exercise their rights and access basic services. This is particularly important for vulnerable populations, such as people living in poverty, marginalized women and girls, people living in rural and remote areas, refugees, stateless persons and migrants.
- 2. Improving efficiency and enabling innovation for public and private sector service delivery:** Digital identification systems can produce significant savings for individuals, governments, and businesses by increasing transparency and accountability and driving innovation in service delivery. For example, digital identification can simplify and speed up transactions by leveraging the use of mobile technology and digital payments.
- 3. Reliable and continuous data for policymaking and to measure development progress:** Civil registration is an important source of vital statistics and demographic information, which provide essential evidence to support social and public health policymaking. With inputs from the health sector, civil registration enables the monitoring of causes of death, maternal and infant mortality, and epidemics (e.g. AIDS and noncommunicable diseases).



Despite these benefits, developing countries face challenges in building robust civil registration and identification systems with universal coverage. Moreover, where identification systems exist, they are often paper-based or built for specific functions (e.g. voter registration or health insurance), fragmented across several government agencies and some are exclusionary.

*“Digital identification can play an important role in achieving the Sustainable Development Goals. It can enable the world’s poorest and most vulnerable people to gain access to critical services, from education to healthcare and financing, while also advancing their legal and political rights.”*

*Amina Mohammed,  
UN Deputy Secretary  
General (Co-Chair of the ID4D  
High-Level Advisory Council)*

# ID4D INITIATIVE



**ID4D brings global knowledge and expertise across sectors to help countries realize the transformational potential of digital identification systems. It operates across the WBG with global practices and units working on digital development, social protection, health, financial inclusion, governance, gender, and legal.**

The mission of ID4D is to facilitate access to services and recognition of rights for all by increasing the number of people who have an official form of identification. ID4D makes this happen through its three pillars of work: thought leadership and analytics to fill knowledge gaps; global platforms and convening to amplify good practices; and country and regional engagement to support the implementation of robust, inclusive and responsible digital ID systems.

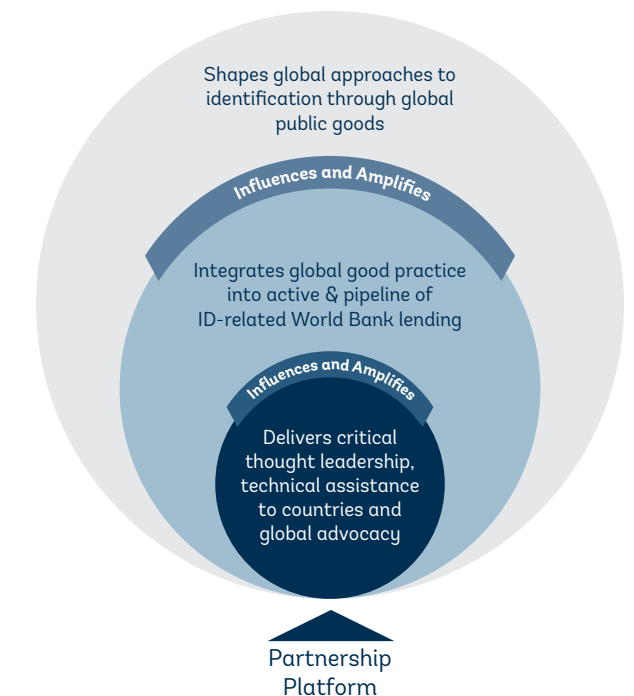
The WBG is well-positioned to advance this agenda, together with development partners, given its multi-sectoral expertise, extensive global footprint, and breadth of financial instruments. WBG senior management has placed strategic importance on ID4D, plays an active role in the initiative, and ensures institutional resources are fully-leveraged to support the agenda.

## PARTNERSHIP PLATFORM

Given the size of the global identification gap, no single country, international organization, NGO, or private sector entity can surmount this challenge by working alone—coordination is needed at the global, regional and national levels. To this end, ID4D has developed strong relationships with a range of actors working on this emerging topic—including United Nations (UN) agencies, foundations, think tanks and academics, regional bodies, private sector associations and standards bodies.

To accelerate the Initiative’s work at global, regional, and country levels, the ID4D Multi-Donor Trust Fund (MDTF) was established in November 2016 with a catalytic contribution from the Bill & Melinda Gates Foundation. At the end of 2017, Omidyar Network joined the partnership. This MDTF:

- provides a platform for partners to cohesively advance progress across ID4D’s three pillars with a common vision and shared actions;
- influences the WBG’s active and pipeline portfolio of digital identification and civil registration projects (estimated at \$750m) with good practice operational guidance and upstream technical assistance support; and
- shapes global approaches and a shared vision on identification by convening a growing number of organizations investing in this agenda and advancing global public goods.



## ID4D’S THREE PILLARS

ID4D consists of three mutually reinforcing pillars of work:



### 1. Thought Leadership & Analytics

ID4D advances the understanding of identification: its role in advancing sustainable development; good practices on design and implementation; and standards and emerging technologies.



### 2. Global Platforms & Convening

With its multi-sectoral approach, ID4D unifies and drives the identification agenda at global, regional, and country levels by raising awareness, harmonizing interests, and strengthening coordination among a range of actors, and facilitates South-South knowledge sharing.

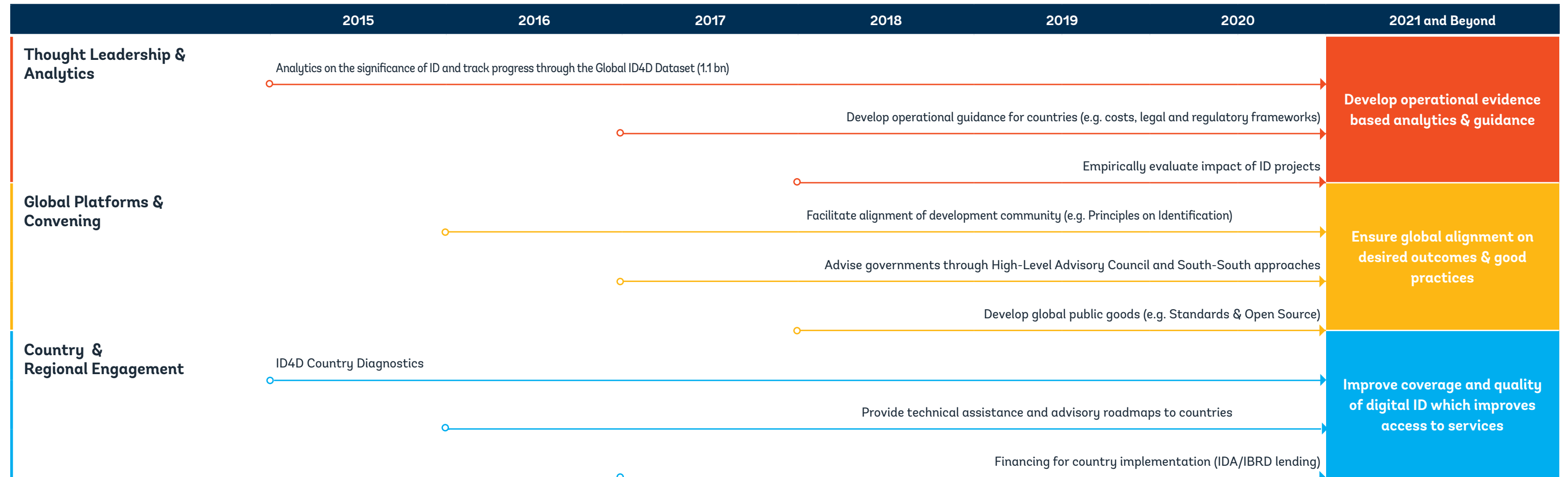


### 3. Country & Regional Engagement

ID4D provides technical assistance to countries and regional organizations through a range of instruments in three stages: assessment and roadmap; design and dialogue; and implementation.

# The ID4D Vision

Help countries realize the transformational potential of digital identification



## Potential impact

<h3>360 million<sup>1</sup></h3> <p>People could get access to their first bank account</p>	<h3>1.9 billion<sup>2</sup></h3> <p>Beneficiaries of social safety nets could benefit from improved targeting</p>	<h3>400 million<sup>3</sup></h3> <p>People could benefit from universal health services</p>	<h3>65 million<sup>4</sup></h3> <p>Displaced persons could be better assisted and protected</p>	<h3>1.7 billion<sup>5</sup></h3> <p>Women who lack mobile phones could have better access to services</p>	<p><sup>1</sup> Extrapolated data from the Global Findex Survey</p> <p><sup>2</sup> The World Bank State of Social Safety Nets 2015</p> <p><sup>3</sup> WHO and World Bank report on Tracking Universal Health Coverage</p> <p><sup>4</sup> UNHCR estimates</p> <p><sup>5</sup> GSMA Report on Bridging the Gender Gap in Mobile Access and Usage in Low and Middle Income Countries</p>
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## PILLAR I. THOUGHT LEADERSHIP AND ANALYTICS

ID4D advances the global understanding of this critical and emerging topic through a dynamic research agenda focused on the following objectives:

- **Advocacy to raise awareness** among client countries and other development practitioners about why ID is important and why invest in identification systems;
- **Informing country engagements** with good practices and how identification systems can be designed to address the needs of various development use cases; and
- **Tracking progress** through global data collection and impact evaluations.

### ID4D is filling gaps in critical analytics and research

Why identification systems are important	How to build robust identification systems	Tracking of progress toward our goals
<ul style="list-style-type: none"> <li>🔍 Synthesis of Africa ID4D diagnostics</li> <li>💰 Potential public and private sector savings</li> <li>🏢 Linkages with delivery of services (e.g. health, education, financial sector)</li> <li>📝 End user research for vulnerable populations</li> <li>👥 ID in the context of forced displacement</li> <li>👤 The role of ID in ending child marriage</li> </ul>	<p>Operational Guide</p> <ul style="list-style-type: none"> <li>⚖️ ID Enabling Environment Assessment</li> <li>🔗 Integration of CR &amp; ID</li> <li>💻 Technologies</li> <li>💰 Key drivers of costs of ID systems</li> </ul> <hr/> <ul style="list-style-type: none"> <li>🌐 Country cases: India, Thailand, South Africa, Estonia and Korea</li> <li>🤝 Public-Private Partnerships</li> </ul>	<ul style="list-style-type: none"> <li>👁️ Impact evaluations of ID</li> <li>📊 Global dataset &amp; trend analysis</li> <li>📋 Findex survey results</li> <li>📄 Africa country briefs</li> </ul>

These topics are regularly reviewed and updated to respond to emerging issues in consultation with our partners. The current list includes:

- **Country and thematic case studies of good practices and lessons learned:** The case studies highlight, inter alia, the factors that encourage or impede the adoption of identification systems and their ability to advance financial inclusion, women's empowerment, targeting of social safety nets, agriculture, universal health coverage, resilience building, shock responsiveness and energy subsidy reform.

- **Operational guide on the development of identification systems:** This will provide countries with user-friendly and comprehensive guidance on design issues for identification systems, and will assist them with operationalizing the Principles on Identification. The operational guide will focus on—but not be limited to—the following topics, which will also be disseminated as discreet analytical products:
  - **Understanding cost drivers of identification systems:** This research provides operational guidance on key drivers of costs based on evidence from a diverse sample of ~15 countries and analysis of the key country characteristics and program design choices (e.g. demographic indicators, enrollment timelines, technology choices, etc.), which have the most significant impact on costs. It also includes a financial model, which can be used to estimate the cost of rolling out a system under different scenarios.
  - **ID Enabling Environment Assessment (IDEEA)—for privacy, data protection and inclusion:** Most countries lack adequate legal frameworks to support and regulate modern identification systems. Through IDEEA, ID4D supports governments in the development of legal frameworks to promote trust in the design, implementation and use of digital identification, particularly in the areas of data security, individual privacy and data protection, nondiscrimination and inclusion. This framework will be operationalized at the country level and disseminated widely across a range of stakeholders.
  - **The linkage between civil registration and national identification systems:** This research examines the sequencing across a range of countries and how identification systems are integrated with civil registration. It explores operational issues, such as unique ID from birth.
  - **Technologies in identification and authentication:** This is an analysis of existing and emerging technologies along the full life cycle of identification management—identification, verification, issuance, authentication. (Prepared in partnership with the Digital Impact Alliance—DIAL)
  - **Institutional options and governance structures:** There are a range of institutional and governance options for identification systems that need to be well understood and carefully considered by countries, which this work will address.
- **Public-sector savings from identification systems:** Initial evidence suggests that robust identification systems have the potential to produce substantial savings in the public sector, to the tune of millions of dollars per year (or even billions for larger economies). Using the experiences of a handful of countries where data is available—varying by region, income level, and system type—this work builds a framework for analyzing the fiscal benefits associated with investment in identification systems, including the features, mechanisms and conditions that may generate and/or limit savings.
- **Private sector savings from identification systems:** This is a companion piece to the analytical work on public sector savings, which seeks to develop a framework for evaluating the cost savings and revenue generation channels created by foundational identification systems for the private sector.

- **Research on identification for marginalized groups—end user experience:** Coverage may remain low even where identification systems are technically robust. Women and marginalized groups may face particularly high social, economic or legal barriers. Both men and women may fear that identification systems will be misused or lead to further exclusion. To date, little systematic research has been done on attitudes and behavior of individuals. This research addresses this gap by exploring how men and women think about and use identification in their daily lives, as well as the practical challenges they encounter when seeking to access and use identity documents.
- **Impact evaluations:** There is little evidence on the impact of identification systems on service delivery and household welfare or to see whether their impacts differ by gender, age or location. This makes it difficult for governments to decide the degree to which they should prioritize the rollout of identification systems relative to other public sector investments. To help address this evidence gap, ID4D will conduct impact evaluations in two countries with the WBG's Development Impact Evaluation (DIME) team.
- **Updating and strengthening the ID4D Global Dataset and Findex questions:** The ID4D Global Dataset of 198 economies will be updated annually and developed further to ensure relevance, accuracy, and impact, including the methodology for producing statistics on the coverage of official identification systems. In 2017, three questions related to identification were added to the 2017 Findex survey in over 100 countries, which will enhance the global dataset and increase the amount of gender-disaggregated data.

### Results Achieved in 2017 — Pillar I. Thought Leadership and Analytics

3-Year Targets 2017–2019	Results Achieved 2017
<b>At least 10 original analytical pieces to be produced</b>	<ul style="list-style-type: none"> <li>▪ Technologies in identification and authentication</li> <li>▪ Public-sector savings from identification systems</li> <li>▪ Private-sector savings from identification systems</li> <li>▪ India's Aadhaar case study</li> <li>▪ Application of Aadhaar in the Krishna District</li> <li>▪ Understanding key cost drivers of identification systems</li> <li>▪ ID &amp; Health case study</li> <li>▪ State of identification systems in Africa—Synthesis of country diagnostics</li> <li>▪ State of identification systems in Africa—Country briefs</li> </ul>
<b>ID4D Global Dataset would be updated annually</b>	<ul style="list-style-type: none"> <li>▪ Updated and published in May 2017; included in the new WBG Development Data Hub</li> <li>▪ ID-related questions were included in the 2017 Findex Survey</li> </ul>
<b>Two impact evaluations to be completed</b>	<ul style="list-style-type: none"> <li>▪ Launched in collaboration with WBG's Development Impact Evaluation (DIME) team through a workshop to develop proposals for the impact evaluations in May 2017</li> <li>▪ Proposals from several countries are being reviewed against technical and policy criteria</li> </ul>



"Unique digital identification is an essential public infrastructure for all kinds of functions and innovations in the digital future—not just to solve one issue, but as a platform for multiple applications. The Internet and GPS taught us that if you create a technology platform well, it can be used for both government transformation and innovation. The internet was designed for communications and GPS was built for navigation, but now they have led to transformational innovation across the world. The same can be true for ID."

**Nandan Nilekani**

Founding Chairman, Unique ID Authority of India  
(Member of the ID4D High-Level Advisory Council)



# Thought Leadership and Analytics

## ID4D Global Dataset—Who Are the 1.1 Billion?

To close the global identification gap, governments and development partners need to understand the scale of the challenge. With that in mind, ID4D developed the first calculated global estimate of the population without an officially recognized proof of identity across 198 economies. The ID4D Global Dataset’s figure of 1.1 billion quickly became the most cited data point on identification across public, private and multilateral organizations. The dataset was developed using a combination of publicly available data (e.g. birth registration coverage rates from UNICEF) and self-reported data from country ID agencies. In addition, it collates relevant qualitative information, such as details on the agencies and ministries responsible, and the prevalence of digital systems (now introduced in 133 economies but not necessarily with full coverage in each). Areas currently under discussion include providing more detailed

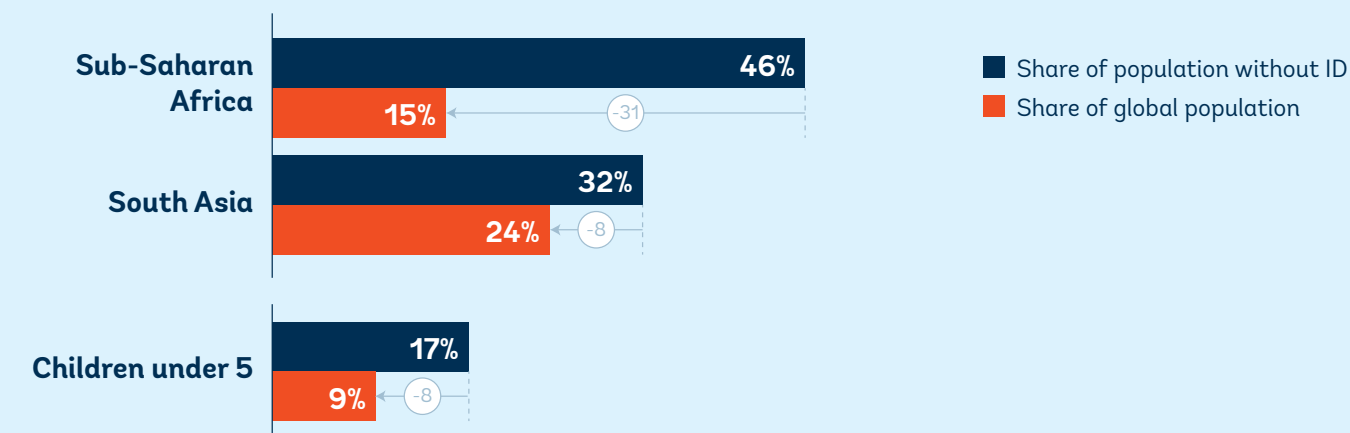
analysis around the characteristics of subpopulations without ID with the aim of enabling better targeting; and becoming an official WBG data indicator, as well as eventually becoming an indicator for SDG target 16.9.

The latest data provides greater insight on the breakdown of the 1.1 billion people without an official proof of identity:

- 78% live in Sub-Saharan Africa and South Asia, indicating that these regions should be the focus of global efforts;
- 40% are children under the age of 18 and one in six are under the age of five, reinforcing the importance of the first of the ten Principles on Identification, which ensures universal coverage from birth to death; and
- More than half live in lower-middle income economies, while a third live in low-income economies.

## People in Africa and children are disproportionately without IDs

Discrepancies between total population and share of people without ID



The figure above shows the disproportionate percentage of the global 1.1 billion without proof of identity accounted for by those in Africa and by children under 5—Africa, for example, should account for roughly 15% of the global unidentified by share of population but actually accounts for 46%.

It is also worth noting that the level of development of a country likely affects the coverage of IDs: 36% of the population in low-income economies is estimated to lack an officially recognized ID compared to 22% in lower-middle-income economies and just 9% in upper-middle-income economies.

## Partnering with Findex

ID4D partnered with Findex to include the following three questions on national ID in the 2017 Findex global survey: (1) who has identification documents; (2) common uses of the national ID for services (government services, financial support from government, financial services, SIM card/mobile phone services); and (3) barriers that might prevent people from having a national ID.

In 2017, these questions were rolled out in over 100 countries worldwide covering most of the world’s population. Data gathered will be disaggregated by sex. In 2018, ID4D will analyze the data to reveal potential linkages between (the lack of) identification and barriers to financial inclusion. For example, it can show how many unbanked adults lack ID and cite that as a reason for being unbanked. Among unbanked who report missing documents as a reason—what is the main reported barrier to getting an ID? Is there a relationship between dormant accounts and lack of ID (e.g. additional documentation is often required to send/receive money from/to an account)? As a result, policymakers will be able to use these findings to increase access to financial services and close gender gaps.

## ID4D Impact Evaluation Workshop

There is still little rigorous evidence illustrating the causal impact of identification systems on individual and system-wide outcomes, including access to public and private services, civic participation, and socioeconomic

welfare. ID4D will launch two impact evaluations in 2018. To initiate this work, ID4D and the WBG’s Development Impact Evaluation (DIME) Initiative, brought together senior government officials, WBG staff, partner organizations, and external researchers in May 2017. Together, they developed ideas for rigorously designed impact evaluations across multiple countries in Asia and Africa and increased the capacity of government officials to design impact evaluations.

Over the course of four days, the participants explored how having proof of legal identity affects:

- **individual welfare** (e.g. access to services, economic opportunity, income, and civic participation);
- **governance and public service delivery** (e.g. improved targeting, reduced leakages, and better forecasting); and
- **outcomes relevant to each country program** (e.g. financial inclusion, women’s empowerment, efficacy of social safety nets, and universal health coverage).

Participants also explored common constraints to the take-up of official ID documents and the unintended consequences of identification systems, and developed research designs for their respective countries to experimentally test ways these take-up constraints could be relaxed, and any unintended negative consequences mitigated.

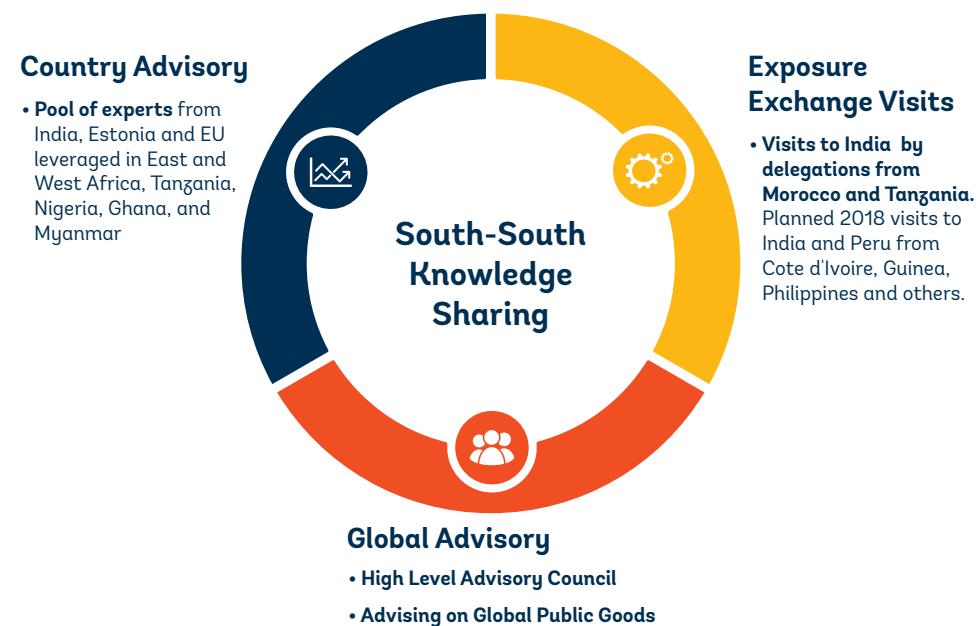
Countries participating in the workshop, included Bangladesh, Morocco, Pakistan, Rwanda, and Uganda.

Following the workshop, researchers and participating countries have spent more time further developing the concept and submitted proposals to be evaluated. Two proposals will be selected by the end of 2017 based on technical merit and policy relevance for implementation. ■

## PILLAR II. GLOBAL PLATFORMS AND CONVENING

With its multi-sectoral approach, ID4D has made progress in unifying and driving the global identification agenda by raising awareness and harmonizing the varying interests on this topic through the development of Principles on Identification. ID4D has also provided a platform for South-South knowledge exchange for countries to learn from one another.

- **Wide endorsement of the Principles on Identification for Sustainable Development.** The Principles were developed with a broad group of development partners, UN agencies, and the private sector to create a shared vision on identification and draw attention to the topic. Endorsed by 22 organizations since they were finalized in February 2017, the Principles are promoted through global and regional venues.
- **Establishing a South-South knowledge exchange platform.** Countries have repeatedly expressed interest in learning from successful models implemented in other countries. The knowledge sharing occurs at multiple levels:
  - Advocacy and strategic discussions with senior officials to generate commitment and inform a country's direction.
  - In-country implementation support by technical experts from good practice countries (e.g. India, Peru, and other countries).
  - Site visits, virtual experiences, and multi-country workshops. ID4D has organized these learning exchanges for Morocco and Tanzania, and is planning exchanges for the Philippines and several West African countries in early 2018.



- **Exploring a minimum level of interoperable standards for developing countries.** Since there are a range of global standards across the identification lifecycle (e.g. ISO, ICAO, EMV), a better understanding of the minimum level required will benefit economies of scale in deployment for interoperability across countries. ID4D has identified standards across the identity lifecycle and has begun discussions with a range of standards bodies and industry associations (e.g. ISO, Open Identity Exchange, FIDO, European Commission). This collaborative effort will lead to developing a framework for minimum global standards in 2018.
- **Facilitating and informing the dialogue on open source platforms for digital identification systems.** There is growing interest from countries to learn how open source solutions can help build open, robust, interoperable and secure digital identification systems while offering potential cost savings and freedom from vendor lock-in. Together, with the Omidyar Network and Bill & Melinda Gates Foundation, ID4D is helping shape an early stage concept for an open source platform. This work will be expanded in 2018 along with technical assistance to several countries considering open source solutions. Collaboration with UN agencies and others will be critical moving forward.

### Results Achieved in 2017 — Pillar II. Global Platforms and Convening

3-Year Targets 2017-2019	Results Achieved 2017
<b>Principles on Identification for Sustainable Development would be finalized and endorsed by major international organizations</b>	<ul style="list-style-type: none"> <li>▪ Principles were published in February 2017</li> <li>▪ 22 organizations have endorsed the Principles</li> <li>▪ Principles highlighted in global venues, e.g. GSMA's Mobile World Congress in February 2017 and the WBG's Spring and Annual Meetings in April and October 2017</li> </ul>
<b>3 Countries benefiting from South-South Knowledge Exchange</b>	<ul style="list-style-type: none"> <li>▪ Two country delegations (Morocco and Tanzania) undertook study tours to India</li> <li>▪ Visit to Thailand by Philippines</li> </ul>
<b>High-Level Advisory Council and ID4D Multi-Donor Steering Committee established</b>	<ul style="list-style-type: none"> <li>▪ The High-Level Advisory Council established and first meeting held during the WBG's Annual Meetings in October 2017</li> <li>▪ First MDTF Steering Committee meeting held July 2017</li> </ul>
<b>Standards and Legal &amp; Regulatory Framework for Digital Identification Systems</b>	<ul style="list-style-type: none"> <li>▪ Snapshot of Technical Standards for Digital Identification Systems drafted and presented/discussed with stakeholders in September 2017</li> <li>▪ Cohosted with OXI the 2nd Colloquium on Legal Issues of Identification Systems</li> <li>▪ Participated in UNCITRAL's Identity and Trust Services Working Group</li> </ul>

# Global Platforms and Convening

## Principles on Identification for Sustainable Development: Toward the Digital Age

ID4D facilitated a global effort to develop a set of shared Principles that are fundamental to maximizing the benefits of identification systems for sustainable development while mitigating many of the risks. By shaping and endorsing these Principles through a series of consultations, 22 organizations (see the full list below) have taken an important step toward developing a broad consensus on the appropriate approach for identification systems and how they should—and should not—be used to support development and the achievement of multiple SDGs.

These Principles reflect the start of ongoing cooperation and consultation among the growing group of organizations working on identification and development. As with successful identification systems, the Principles must evolve over time as lessons emerge from implementation. Therefore, these organizations have agreed to come together periodically to incorporate new learning into these Principles and strengthen global cooperation to provide legal identity for all.

The Principles have helped reframe the ID4D diagnostic tool at the country level and are being incorporated systematically in our country dialogue and programs. For example, the Principles have been operationalized in the WBG’s West Africa Regional Identification project. The criteria for inclusion in the regional project is a commitment on behalf of countries to create robust and inclusive systems which protect individual privacy, in line with the Principles. Moreover, specific activities financed by the operation reflect the broad guidelines set out in the Principles, including an entire component to develop a strong legal and regulatory framework, which ensures good governance and privacy.

The Principles were highlighted during the GSMA’s Mobile World Congress in February 2017 and the WBG Spring and Annual Meetings in April and October 2017. Discussions are underway to amplify the Principles as part of the G20 in Argentina and the World Economic Forum in Davos.

### ENDORSING ORGANIZATIONS

African Development Bank	Omidyar Network	GSMA
Asian Development Bank (ADB)	Open Identity Exchange UK/Europe	United Nations Children’s Fund (UNICEF)
Bill & Melinda Gates Foundation (BMGF)	Organization of American States	United Nations Development Programme (UNDP)
Center for Global Development (CGD)	OSCE Office for Democratic Institutions and Human Rights (ODIHR)	United Nations Economic Commission for Africa (ECA)
Digital Impact Alliance (DIAL)	Plan International	UNHCR, The UN Refugee Agency
ID4Africa	Privacy and Consumer Advisory Group to the Government Digital Service and GOV.UK	UN World Food Programme
International Organization for Migration (IOM)	Secure Identity Alliance (SIA)	World Bank Group
Mastercard		



### High-Level Advisory Council on ID4D

During the WBG’s Annual Meetings in October 2017, ID4D launched a High-Level Advisory Council to advance the realization of robust, inclusive and responsible digital identification systems as a sustainable development priority. At the Advisory Council’s inaugural meeting—co-chaired by WBG CEO Kristalina Georgieva and United Nations Deputy Secretary-General Amina J. Mohammed—they discussed the opportunities, challenges and emerging trends in identification that countries face. As the first such group assembled on this agenda, the Advisory Council members serve as ambassadors for the ID4D vision and help ensure that digital identification is a priority for countries, development and humanitarian agencies, and the private sector.

*“An important role of the Advisory Council is to ensure identification acts as a bridge between the often-separate realms of technology and society so there is a secure and trusted relationship between people and governments.”*

**Toomas Hendrik Ilves**  
Former President, Estonia  
(Member of the ID4D High-Level Advisory Council)

The Advisory Council will provide strategic guidance to the ID4D Initiative and leverage international fora and engagements with countries to advocate its vision.

### Morocco and India—South-South Knowledge Exchange

ID4D is supporting a knowledge exchange between India and Morocco, which is seeking inspiration for its new National Population Registry (NPR) to be developed under a recently approved \$100 million loan from

the World Bank. The exchange began in 2016 with a visit by the first Director General of Unique Identification Authority of India (UIDAI), the agency of the Aadhaar program, to Morocco. This visit was followed by a Moroccan technical-level delegation to India in Spring 2017. A second October 2017 visit enabled the Moroccan delegation to meet representatives of various ministries involved in the design and use of the Aadhaar system, including the Ministry of Technology and the Ministry of Petroleum in charge of liquefied petroleum gas (LPG) subsidy in New Delhi. The delegation witnessed the use of the identification and identity verification system in schools, health centers, stores and centers distributing rice to families and cash transfers to mothers.

Overall, the visit helped the Moroccan delegation better understand the organizational, financial and implementation arrangements of the Aadhaar system. Officials saw firsthand the potential of a digital identification system to contribute to greater effectiveness and efficiency in the delivery of government programs and services (including social protection) and its ability to promote growth, by offering a platform for the development of a wide range of information technology services. ■

### PILLAR III. COUNTRY AND REGIONAL ENGAGEMENT

ID4D provides technical assistance to countries and supports WBG teams in conducting assessments and roadmaps, project design, stakeholder dialogue and project implementation. At the country and regional level, the WBG is working with a range of UN partners including UNICEF on birth registration, UNHCR on refugee and statelessness issues, UNDP on voter registration, and WFP on social protection. There is also close coordination with other development partners such as European Union and Korea depending on the country.

- **ID4D Country Diagnostics:** In response to a country's request, ID4D conducts assessments of their identity ecosystem using the ID4D Country Diagnostic Tool. ID4D has implemented over 30 country diagnostics facilitating engagement and dialogue with governments to improve their foundational identification systems (e.g. civil registration and national identification systems) and their interoperability with functional systems.



### ID4D Country Diagnostics in Over 30 Countries

FY2015	FY2016				FY2017		Launched
Mexico	Bangladesh	Botswana	Burkina Faso	Cameroon	Central African Republic	Lesotho	Philippines
Morocco	Chad	Côte d'Ivoire	Democratic Republic of Congo	Ethiopia	Myanmar	Niger	Tunisia
Peru	Ghana	Guinea	Kenya	Liberia	São Tomé and Príncipe	Somalia	Uganda
	Madagascar	Namibia	Nigeria	Rwanda	Tonga		
	Sierra Leone	Tanzania	Zambia				

- **Technical assistance and advisory services to countries:** Building on the country diagnostics, ID4D responds to governments' demand for upstream technical assistance and piloting before the implementation and financing of the broader infrastructure required to build a robust identification system (e.g. design, building demand/use cases, inter-ministerial and high-level dialogue, legal/regulatory issues). The technical assistance includes a range of activities to encourage identification systems be designed to meet best practice (e.g. universal access, multifunctional usage and interoperable across functions, robust and unique, built on a legal and operational foundation of trust and accountability). The following is a list of technical assistance activities, among others:

- Advocacy and dialogue on possible impact/benefits
- Alignment across ministries and the creation of an interministerial dialogue
- Recommendations on design, including:
  - Design options (including cost-benefit analysis of different options) to increase enrollment and coverage of the unique identifier;
  - Design options to increase rates of birth and marriage registration (joint with Civil Registration and Vital Statistics—CRVS initiatives) and integrate civil registries with national ID toward a lifetime unique identifier;
  - Guidance on appropriate technology (e.g. enrollment, database structures, credential options, deduplication, authentication, and cybersecurity);
  - Design sustainable business models of ID systems; and
  - Develop authentication systems.
- Develop a robust legal framework and support good practice on legal and regulatory frameworks, including data protection and privacy requirements.
- Integrate identification systems into programs to support service delivery:
  - Assist governments in inter-ministerial dialogue and formation of multi-sectoral approaches to avoid a fragmented identification ecosystem; and
  - Design pilots to test a range of use cases (e.g. financial access, improved health outcomes and health insurance, gender inclusion).
- Monitoring and evaluation mechanisms, including impact assessments
- Ensuring end-user engagement from design through implementation

# Country Engagements



## Results Achieved in 2017 — Pillar III. Country and Regional Engagement

3-Year Targets 2017 – 2019	Results Achieved 2017
<p><b>Technical assistance provided to six countries and at least five countries have developed action plans/ implementation roadmaps</b></p>	<ul style="list-style-type: none"> <li>▪ ID4D Business Plan for Sub-Saharan Africa</li> <li>▪ West Africa roadmap on regional approach finalized</li> <li>▪ Roadmap for mutual recognition of IDs in East African Community</li> <li>▪ Action plans developed in three countries: Myanmar, Nigeria and Tanzania</li> <li>▪ Technical assistance provided to Morocco, Nigeria, Sierra Leone, Tanzania and Zambia</li> </ul>
<p><b>At least three countries have conducted an ID4D Country Diagnostic</b></p>	<ul style="list-style-type: none"> <li>▪ Myanmar</li> <li>▪ Central African Republic</li> <li>▪ Lesotho</li> <li>▪ Niger</li> <li>▪ Sao Tome and Principe</li> <li>▪ Somalia</li> <li>▪ Uganda (launched in 2017)</li> <li>▪ Philippines (launched in 2017)</li> <li>▪ Tunisia (launched in 2017)</li> </ul>
<p><b>At least two follow-on WBG projects (IDA/IBRD financed) to support implementation</b></p>	<ul style="list-style-type: none"> <li>▪ \$100m Morocco project approved by the World Bank Board in March 2017</li> <li>▪ Five projects initiated preparation in 2017: Two in Tanzania (1. Digital Tanzania; and 2. Financial Inclusion), East Africa region (Kenya, Rwanda and Uganda), West Africa region (Cote d'Ivoire, Guinea, Nigeria, plus other possible countries)</li> <li>▪ 12 active WBG projects, during 2017, with identification and civil registration components, approximately \$750m, including four that were approved by the board in FY17 (Ethiopia, Morocco, Nepal and Uganda)</li> </ul>

## Country and Regional Engagement

ID4D developed a Business Plan for Africa in early 2017, which: (i) indicated the scale of the challenge (nearly half the global 1.1 billion individuals without identification are in Sub-Saharan Africa); (ii) highlighted the need for regional engagement on the continent; and (iii) set the ambitious target of providing ID to 150 million African individuals by the WBG's Fiscal Year 2020. Toward the achievement of these objectives, ID4D supported the preparation and delivery of two important regional programs in West and East Africa, described below.

### West Africa

The WBG's first regional ID4D lending program—'*Unique IDs for Digital Transformation, Inclusion, and Regional Integration in West Africa*'—is due to be approved for launch in April 2018. ID4D supported the preparation of the project in several ways:

- Strengthening government buy-in by providing an evidence-based economic and development rationale for country and regional engagement;
- Shaping the design of the program, by drawing on international good practices for identification systems;
- Convening stakeholders across the Economic Community of West African States (ECOWAS) to build consensus on the goals of the project and the design options for national systems with mutual recognition;
- Analytics and technical assistance on cross-country interoperability approaches and applicable technical standards; and
- South-South knowledge exchange (forthcoming) for government decision makers and program implementation teams.

The objective of this program is to develop a robust and inclusive foundational identification systems, which provide mutual recognition and access to services across 10 ECOWAS countries. The program will use a staggered approach: the first phase (\$110 million) kicks off in April 2018 with Cote d'Ivoire, Guinea and ECOWAS; operations in Niger, Burkina Faso, Benin, Mali, Liberia, Gambia, and Sierra Leone will be flexibly launched based on country readiness. Nigeria, due to its size, falls under

a separate country project within the framework of the broader West Africa approach.

The project has three key development objectives:

1. Strengthening the legal and enabling environment within and between countries.
2. Improving the robustness, coverage, and reliability of existing and new ID systems.
3. Promoting the use of foundational identification for services and for free movement.

### East Africa

As part of ID4D, the WBG is providing technical assistance to the six East African Community (EAC) Partner States to promote mutual recognition of national IDs for regional integration, including through the development of a comprehensive five-year roadmap. This engagement is expected to emerge into the WBG's second regional ID4D lending program that would begin in 2019 with Kenya, Rwanda and Uganda as the likely first beneficiaries.

The roadmap will help the EAC Partner States leverage their national ID systems to accelerate the realization of the EAC Common Market Protocol, especially safe and orderly migration, access to services across borders, streamlined trade, and the empowerment of women and girls. It proposes a technical architecture that facilitates the authentication of identities across borders using national systems without necessarily requiring personal data to cross borders and without imposing any regional system or card. The program involved three workshops and extensive bilateral consultations with the Partner States (including ID, immigration and ICT authorities)

and Secretariat, as well as collaboration with UNHCR, UNICEF and IOM. The roadmap project was led by the Transport and ICT Global Practice and financed through a grant from the Swedish International Cooperation Agency (SIDA).

### Tanzania

A robust, inclusive and responsible national ID system can be a powerful driver of Tanzania's development and economic transformation. For Tanzania to begin reaping the benefits of a national ID system, the government has set a target to issue national ID cards to 22.7 million citizens by December 2018.

Tanzania is an example of WBG's multifaceted approach to supporting countries, which includes deploying a wide range of technical assistance to the government, across different sectors and in collaboration with development partners.

- In 2016, ID4D completed a country diagnostic.
- In September 2016, ID4D facilitated a South-South learning exchange with India. The visit addressed key issues, including integration of birth registration with the national ID, leveraging the national ID for cash transfer delivery and financial inclusion, and methods of authentication.
- In 2017, ID4D began work on the roadmap for rolling out the national ID system. This five-year 'Digital ID Ecosystem' roadmap covers the mass registration through 2018, strengthening of the enabling environment for the national ID system, integration of civil registration with the national ID system, and making the national ID system available for service providers, including for financial inclusion, social security, cash transfers and land registration. A consultation workshop in September 2017, brought together over 50 stakeholders. Key practitioners from Estonia and India presented and shared lessons learned from their countries. This roadmap is expected to be adopted after a validation workshop in December 2017.



Going forward, support includes:

- Incorporating good practices in issuing national ID numbers at birth and linkages between civil registries and ID systems;
- Results-based financing to NIDA that aims to register the whole resident population by the end of 2018;
- Launching ethnographic/marginal group research to help NIDA understand the public's perspective; and
- A deep dive on legal/regulatory framework. ■

# 2018—GOING FORWARD



In 2018, ID4D will build on the momentum and achievements to date and further advance the important work remaining ahead. In particular, the initiative will push forward the following areas:

- **Continue scaling up the in-country activities**, including deepening the engagement in countries like Kenya, Nigeria, Tanzania and Uganda (and broader East Africa regional engagement) and Indonesia. For countries where considerable engagement has been in place in 2017, such as West Africa countries as part of the regional program, ID4D will ensure the important design and foundational building blocks are in place (e.g. legal and regulatory frameworks for data protection and privacy, enrollment approaches, linkages with use cases).
- **Make progress in the development of global public goods**, such as minimum standards and open source software platforms.
- **Align further the coalition of key players in this agenda** - the WBG, UN agencies, other development partners and foundations, and the private sector. Building on the achievements of the Principles, some concrete areas for further alignment and joint work include: common definition of 'legal identity'; approaches to ensure linkages between civil registration and identification; and approaches for digital identification for the most vulnerable including migrants, refugees and stateless persons. We will also continue to find ways to work with UN agencies and others partners at the country level, e.g. through pilots or regulatory sandbox activities

ID4D is also receiving demand in new countries for support to assist with a range of design elements, such as legal and regulatory frameworks, user control and consent, and resident engagement in system design. Other thematic issues surfacing at the country level, include the humanitarian and refugee situation, closer linkages with digital payments and modular deep-dive assessments that build on country diagnostics and address specific technical issues. ID4D is exploring opportunities to address the growing country demand and emerging thematic issues by increasing partner support for the ID4D MDTF.

In addition to the areas above, ID4D will advance the full list of activities envisioned at the start of the multi-donor partnership, including:

## PILLAR I. THOUGHT LEADERSHIP AND ANALYTICS

### 2018 Planned Activities

**Legal/regulatory framework for privacy, data protection, and inclusion (ID Enabling Environment Assessment—IDEEA)** launched and discussed widely with several institutions. This framework will also be applied in several countries. The country specific IDEEAs will be conducted where there is an ongoing Bank dialogue to ensure the findings inform the planned activities and programs.

**ID4D Global Dataset updated and Findex findings published:** Disaggregated by key subgroups (e.g. gender, age cohort, etc.) and select countries with progress tracked. The methodology will continue to be strengthened and updated annually to enable tracking of the number of people globally without an official form of identification and measure progress. The findings from the new questions in Findex will be published.

**Two country impact evaluations launched and fully underway**

**Two country case studies** (South Africa and Thailand) published to share good practice from different country systems.

**Two thematic case studies published** to further understand the role of identification systems in supporting particular sectors:

- ID and health (completed in 2017; to be published early 2018)
- ID and education

**Operational guide for developing/strengthening ID systems:** The guide will build upon and update the Digital ID Toolkit with additional content. It will synthesize various streams of research, including on authentication approaches, emerging technologies, institutional arrangements, integration of national ID and civil registration, costs, and other research.

**End users research of marginalized and vulnerable population:** In addition to the ethnographic studies to be done in partnership with Rockefeller Philanthropy Associates in Tanzania, Indonesia and Cote d'Ivoire, other potential countries, include: Uganda, Nigeria, and Kenya. This research will inform our dialogue based on the research of experiences, attitudes, and behavior of individuals toward identification systems.

**Integration of civil registration and ID:**

- Research on integration of civil registration and identification systems published: This research will examine how identification systems can be built on or integrated with birth, death and marriage registration, including digitization and issuance of unique ID numbers at birth.
- Literature reviews of incentives for birth registration published

**Financial Sector and ID:**

- A collaboration between Financial Inclusion Global Initiative (FiGi) and ID4D will launch financial inclusion and ID activities: (a) country case studies on policy implications for the nexus between financial sector and ID; and (b) development of a module on the financial sector to complement the ID4D Country Diagnostic.
- Detailed study on Know Your Customer (KYC) registries.

*"This initiative will help give IDs to hundreds of millions of Africans for the first time. It will help us grow inclusively, it will create new digital markets, and it will help us integrate more rapidly. Africa is innovating in this space with initiatives such as mobile money and mobile birth registration—and now is the time to scale these up."*

**Dr. Benno Ndulu**  
Governor, Bank of Tanzania  
(Member of the ID4D High-Level Advisory Council)



## PILLAR II. GLOBAL PLATFORMS AND CONVENING

### 2018 Planned Activities

**Further advocacy on the Principles:** Dialogue under way on inclusion in G20.

**Identification in the Context of Humanitarian Crisis:** Accelerate engagement with UNHCR and WFP on approaches to digital identification in situations of forced displacement and humanitarian assistance.

**Launch phase 2 of work on technical standards:** Collaboration with several organizations, standards bodies, and private sector associations to develop a framework for minimum global standards to allow interoperability and mutual recognition.

Support on the design and adoption of an **open source platform** to be piloted in Morocco

**Continued advocacy on the impact of identification through “Every ID has a Story” human impact stories:** Videos and blogs focusing on India, Peru, Uganda and other advocacy materials to be published in 2018 as a campaign.

**South-South knowledge exchange for government officials:** Cote d’Ivoire, Guinea and the Philippines planned for January/February 2018. Other demands will emerge.

**Elaborating global legal standards:** The WBG, through the ID4D initiative will continue its work at UNCITRAL and related fora developing global legal standards consistent with the Principles and the IDEEA framework

## PILLAR III. COUNTRY AND REGIONAL ENGAGEMENT

### 2018 Planned Activities

#### ID4D Country Diagnostics to be completed:

- Uganda
- Philippines
- Tunisia

Additional countries in West Africa under consideration (e.g. Gambia)

#### Technical Assistance:

##### East Africa

- Kenya
- Tanzania
- Uganda

##### West Africa

- Burkina Faso
- Cote d’Ivoire
- Gambia
- Guinea
- Liberia
- Niger
- Nigeria
- Sierra Leone

Roadmaps, legal and regulatory assessments, technical design considerations on standards for mutual recognition and user control, stakeholder engagement and end user research for marginalized populations

##### Bangladesh

Support the assessment and piloting of the national ID as the payment instrument to authenticate and authorize payments for safety net program transfers.

##### Indonesia

Technical assistance and ethnographic research to strengthen the utility of the existing national ID system and maximize impact on financial inclusion and social safety nets

##### Morocco

Technical assistance and adoption of open source software platform developed as a public good

##### Nepal

Support the WBG project team on modernizing civil registration, on the creation of a population registry and on possible linkages to national ID

##### Philippines

Technical assistance and ethnographic research to support the design and early implementation of a national ID system roadmap, which will support financial inclusion and social safety nets

##### Somalia

Public-Private Partnership options to support identification systems

*We welcome opportunities for new partnerships to make progress on this critical agenda. In collaboration with countries and our partners, ID4D strives to close the global identification gap and realize the transformational potential of digital identification.*





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