Assistance towards ICT infrastructure

The Government Notification dated 28th January 2009 creating the Unique Identification Authority of India (UIDAI) and defining its mandate and responsibilities has laid down that the UIDAI has the responsibility, among others, for defining mechanisms and processes for interlinking UID with partner databases on a continuous basis, coordinating/liaising with the implementation partners and user agencies as also define conflict resolution mechanism, defining usage and applicability of UID for delivery of various services and issuing necessary instructions to agencies that undertake creation of databases, to ensure standardization of data elements that are collected and digitized and enable collation and correlation with the UID and its partner databases. The Prime Minister's Council of the UIDAI, in its first meeting held on 12 August 2009 decided to designate the UIDAI as the Apex body to set standards in the area of biometric and demographic data structures.

The Prime Minister's Council in its first meeting also approved, in principle, the proposal to provide necessary support to the registrars/other departments in their budgets to enable them to make necessary investments in creating ICT infrastructure. The Committee of Secretaries met on 9 October 2009 to review action taken on the first meeting of the PM's Council on UIDAI and decided that UIDAI will advise concerned Ministries/Departments in the enrollment process, to suitably incorporate their requirements for creation of necessary infrastructure into their budget proposals for 2010-2011. It was also decided that UIDAI will coordinate the proposals of individual Ministries/Departments to ensure that there is no duplication between the agencies with respect to creation of requisite infrastructure.

UIDAI has deliberated a lot on this matter and has also had consultations with several Ministries and State Governments. In the interest of establishing uniformity and also ensuring that the partners' databases/ ICT infrastructure are UID compliant, it was decided that UIDAI should seek funds in the UIDAI scheme and budget for assisting the Registrars/Other Departments.

The UIDAI enrolment software will provide APIs (Application Program Interfaces) for integration of existing systems of Registrars/ Other Departments and UIDAI will help in the integration of the systems.

The costs of integration of the software of the partner agencies include procurement of hardware and software, engaging of consultants, who will advise the Registrars/Other Departments on integration of systems to

ensure standardization of the data elements, collation and correlation of the databases, collection of additional data fields and seeding their databases with Aadhaar numbers and software agencies that will carry out the software changes, migration of the databases into the modified database structures etc.

UIDAI proposes to provide a resource person to the States, if necessary to provide handholding assistance during the entire process of integration. UIDAI also proposes to empanel consultants for advising Registrars/Other Departments both at Central and State/UT level to adapt their systems to comply with UID standards and be 'UID ready', on process reengineering, if any, that may be necessary. The consultants would also undertake the task of developing applications for the various social sector schemes at the Central level, which could be adopted by the State/ UT level Registrars/ Other Departments. **The details of the envisaged support to the Registrars/Other Departments in the States through the resource persons and empanelled consultants are explained in para 1.7 below.**

Given the complexity in determining, with reasonable accuracy, the cost of integration of State level applications with that of UIDAI a normative amount of Rs. 10 crore (Rs.2 crore each for five State level applications estimated to be taken up) was provided for in the EFC proposal, which has been approved by the Cabinet Committee on UIDAI related issues. However, both the number of applications taken up in each State and the cost of their integration can vary depending upon the nature and extent of integration of the various applications.

The following broad guidelines are set out for regulating the assistance for ICT infrastructure to the State level Registrars/ Partners. Departments (which are not Registrars/Other Departments) implementing various social sector schemes would also be eligible for the assistance, provided these Implementing Departments use UID numbers and other services provided by the UIDAI for improving their delivery mechanisms.

The process of providing assistance to Registrars/ Other Departments for ICT infrastructure would involve the following stages:
- Identification of schemes
- Receipt of proposal from Registrars/ Other Departments /Implementing departments
- Evaluation of the proposal
- Recommendations of the Regional Office on the proposals
- Due diligence at UIDAI Headquarters and approval

1.1 Identification of schemes

At the outset the State UID Implementation Committee should collect details of the various social sector schemes operational in each of the States. The DDGs of the respective Regional Office may liaise with the State UID Implementation Committee to have an overall view of all the social schemes operating in a State.

Data pertaining to specific schemes launched by the States need to be collected to enable evaluation and disbursement of the assistance of Rs 10 crore to each of the States. Data related to Central schemes operating in each of the States, for which the State Government has developed customized applications may also be collected.

1.2 Receipt of proposal from Registrars/ Other Departments /Implementing departments

The State UID Implementation Committee should obtain a proposal comprising a project plan and a detailed monthly enrolment plan from the Registrars/Departments implementing various social sector schemes where making the existing ICT infrastructure UID compliant will improve the efficiency and accountability of the delivery mechanisms.

In case the State Government has appointed a Nodal department that would collect and integrate data of all the State run schemes, entire Rs.10 crore would be made available to the Nodal department for ensuring that the different applications running for the various schemes are made UID compliant. For example in the State of Karnataka, the IT department is creating a central master data base of all social sector schemes, which involves various Registrars and implementing departments. The proposal received from the Nodal department would be considered as one comprehensive proposal, which will not go through the evaluation process described in succeeding paragraphs 1.3 to 1.5. The general approach of the Nodal department towards use of/leveraging technology for undergirding the social schemes and harnessing the potential benefits of UID number would however be assessed by the respective Regional Office. After due diligence at Headquarters, the entire amount of Rs 10 crore would be disbursed to the Nodal department of the State as per the schedule laid down in para 1.7 below.

The processes described in the succeeding paragraphs 1.3 to 1.5 apply only to the proposals received from the individual Registrars and Implementing departments.

The proposals received (both from the Nodal departments and Registrars/Implementing departments) as above, while broadly providing an overview and basic details of the scheme(s) should indicate the

integration plan, the ICT requirements and the extent of process reengineering, if any, that would be necessary. The Nodal department/ Individual Registrars/Implementing departments could avail of the expertise of the UIDAI team (Regional Office, Technology team and the PMU team) for initial consultations to have a perspective of the UID application, to comprehend the issues that would have to be addressed for integration and to prepare the project plan.

1.3 Evaluation of proposals

The proposals received from the individual State level Registrars/Implementing departments should be evaluated by the respective Regional Office based on the following criteria each of which has been assigned a weighted score. The requisite information in respect of each of the Registrars/Implementing departments should be captured in the enclosed format to enable uniformity in evaluation.

1.3.1 Number and profile of beneficiaries: This would broadly define the reach of each of the schemes and their relevance/significance in terms of the section of the society it targets. The larger and broader the scope of coverage of the schemes the greater would be their weighted score and the need to provide financial assistance.

Sub criteria

    1.3.1.1 Number of beneficiaries: The number of beneficiaries of the scheme as at the end of the preceding financial year should be captured, which would define the broad reach of the scheme.

    1.3.1.2 Targeted beneficiaries: The specific sections of the society such as the BPL families, senior citizens, school children, tribals socially weaker sections bonded labour etc targeted by the scheme should be captured, which would define the quality of reach of the schemes. The broader the scope of coverage of the schemes the higher would be the priority to provide financial assistance. Against this parameter, for instance RSBY, which targets the entire BPL population (both urban and rural), will be accorded a higher weightage than for example a scheme for Old Age pension.

1.3.2 Outlay: This would broadly define financial materiality of the schemes. Since the potential to improve the targeted service delivery is more in schemes with larger outlays, a higher weightage is envisaged for large schemes.

Sub criteria

    1.3.2.1 Annual expenditure: The annual outlay for the preceding three financial years (both capital and revenue) should be

captured clearly indicating the allocations received from the Centre and State Governments.

1.3.2.2   Direct expenditure /Amount of assistance: This would be a sub set of the annual expenditure. The annual direct expenditure on defraying the initial/ implementation costs of the project/scheme for the preceding three financial years should be captured. Where the schemes envisage a direct payment to the beneficiaries, the amount of such assistance disbursed over the preceding three financial years should be captured. The assistance could be a onetime assistance to each beneficiary or a recurring assistance. The direct expenditure/amount of assistance together with the overall annual expenditure mentioned at para 1.3.2.1 establish financial materiality. Amongst the schemes that have large outlays/expenditure, priority for providing assistance will be accorded to the schemes that envisage a recurring direct benefit to the beneficiaries. Therefore schemes such as NREGA, PDS etc would therefore carry a higher weightage for financial assistance than other schemes in respect of this criterion.

1.3.2.3   Support Costs: The support costs approved/provided for setting up the ICT infrastructure while introducing the scheme should be captured to comprehend the financial support available for the scheme. The expenditure incurred against this provision, which would be a subset of the annual expenditure, should be captured for the preceding three financial years should be captured to assess the ICT infrastructure already available for implementation of the schemes and the components that require financial assistance. Support costs would include hardware costs, software costs, networking costs etc. The UIDAI Technology team will assist the Registrars/Implementing departments in studying available infrastructure and the requirements for integration. A substantial ICT preparedness of the Registrar/Implementing department implies lesser support both in terms of effort and financial assistance, while assisting rapid proliferation of the use of UID numbers. Such schemes are therefore accorded a higher priority than those which have a lower ICT infrastructure.

1.3.3   Preparedness: The overall preparedness and the inclination of the Registrars/Implementing departments to partner with UIDAI should be assessed as a parameter to provide assistance to Registrars/Implementing departments. Increased preparedness of the Registrar/Implementing department would facilitate leveraging the

potential benefits of the UID numbers at a quicker pace and therefore a higher weightage is envisaged for Registrars/Implementing departments with an enhanced level of preparedness.

Sub criteria

1.3.3.1   General preparedness for integration with UID system: The general preparedness of and the interest shown by the Registrars/Implementing departments for adapting their systems to comply with UID standards and be 'UID ready' should be assessed. The enthusiasm, urgency and readiness displayed by the Registrar/Implementing department in integrating systems and meeting targets, availability of capacity, logistics etc would be assessed.

1.3.3.2   Preparedness for UID enabled Bank Account: The preparedness of the Registrars/Implementing departments for introducing UID enabled Bank Account to improve service delivery of the schemes through UIDAI would be assessed. The expertise of the UIDAI Technology team may also be harnessed to evaluate the preparedness of the Registrars/ Other Departments in this regard.

1.3.4   Spin off effect: The potential for any growth oriented spin off effect that would ensue when the scheme being evaluated is integrated with that of UIDAI should also be considered for evaluation. A higher weightage is envisaged for schemes with have a greater spin off effect. For example database of a social sector scheme like Janani Suraksha Yojana of Ministry of Health integrated with UIDAI could provide linkages to other schemes like Anganwadi scheme (Ministry of Women and Child), Midday meal and Sarva Shiksha Abhiyan (Ministry of Human Resource Development), which would therefore have a higher weightage.

1.3.5   Potential for use of authentication services: The extent to which the Registrars/Implementing departments lend themselves to authentication services provided by UIDAI would also be evaluated. The envisaged scope and frequency of use of authentication services would define the potential for authentication services. Schemes like NREGA, PDS that envisage recurring payments/benefits to beneficiaries would assume greater importance in this regard than schemes which require a lower scale of authentication.

1.3.6   Other criteria: Any other relevant criteria pertaining to the scheme/ registrar would also be taken into account**.**

1.4 Weighted score: The weighted score assigned to each of the evaluation criteria is given in the following table. The weighted score should be assigned to every scheme identified for evaluation.

Sl No	Criteria	Weighted score
1.3.1	**Number and profile of beneficiaries**	**25**
	Number of beneficiaries For a medium/large State, the following slabs could be adopted for according the weighted score. Similar slabs would have to be drawn up for smaller States. Upto 50 lakhs ------------ -5 50 to 1 crore----------------7 >1 crore 10	10
	Profile of beneficiaries Applicable for schemes covering the entire BPL segment BPL (rural poor) 15 BPL (urban poor) 15 Applicable for schemes aimed at a particular segment of population Senior citizens 5 School children 5 Tribes and Nomadic Denotified Tribes 10 SC/ST Weaker Sections Bonded Labour 10 Women 5 Any other segment----------------------------5 **Total weightage should not exceed 15**.	15
1.3.2	**Outlay**	**30**
	Annual expenditure (Average of the preceding three financial years) The following slabs are drawn up for medium/large States. Similar slabs may be drawn up for the smaller States.<table><tr><td>**Range**</td><td>**Weighted score**</td></tr><tr><td>**State Schemes**</td><td></td></tr><tr><td>>100 crore</td><td>10</td></tr><tr><td>50 – 100 crore</td><td>8</td></tr><tr><td>10-50 crore</td><td>6</td></tr><tr><td>1-10 crore</td><td>4</td></tr><tr><td>< 1 crore</td><td>2</td></tr></table>	10
	Direct expenditure/Amount of assistance (Average value of the preceding three financial years) Recurring assistance 10 One time assistance 5	10
	Support costs for ICT infrastructure (Average of the preceding three financial years)	10
1.3.3	**Preparedness**	**15**
	General preparedness for integrating with UID system	5
	Preparedness for UID enabled Bank Account	10
1.3.4	**Spin off effect**	**10**
1.3.5	**Potential for authentication services**	**15**
1.3.6	**Other criteria**	**5**

1.5 Recommendations of the Regional Office:

After comprehensively evaluating all the proposals inclusive of project plans and the detailed monthly enrolment plan received from the State UID Implementation Committees, the respective Regional Offices will send their recommendations for the schemes which deserve to be supported for ICT infrastructure. The recommendations in respect of each of the Registrars/Implementing departments should distinctly indicate the components that require financial assistance.

1.6 Due diligence by Headquarters and approval:

The recommended proposals received from Regional Offices would be scrutinized at UIDAI Headquarters and a consolidated plan for providing assistance to the Registrars/Implementing departments across States for ICT infrastructure would be drawn up at Headquarters keeping in view the availability of funds and inter-se prioritization. Priority would be accorded, as the above envisaged weightage to parameters indicate, to Registrars/Implementing departments that envision a broader reach and preparedness, which would maximize the impact on service delivery.

1.7 Resource persons and panel of consultants

As already mentioned above, UIDAI proposes to provide a skilled project management resource to each State to provide handholding support during the process of integration and implementation of Aadhaar project. **The resource person would be provided only to the States, which specifically seek such support and shall be subject to the following conditions**:

1) The State should have constituted the UID Implementation Committee

2) The State should have identified the Registrars/Other Departments/ Implementing Departments for integration/implementation of Aadhaar (UID number).

3) The State should be in a state of readiness to implement Aadhaar.

4) The expenditure on the resource person would be met out of the assistance provided to the State as Assistance for ICT.

The resource person would be provided to the State for a period of one year. The roles and responsibilities of the resource would be clearly specified before engagement. The financial assistance to remunerate the resource person would be released in quarterly tranches at the beginning of every quarter subject to the quarterly performance appraisal received from the State.

Panel of consultants

UIDAI also proposes to prepare a panel of consultants to assist the various Registrars/ Other Departments in the States to integrate their systems with UIDAI. The consultants would advise the Registrars/Implementing departments on integration of systems to ensure standardization of the data elements, collation and correlation of the partner databases and software agencies that will carry out the software changes, migration of the databases into the modified database structures etc.

However, keeping in view the fact that a substantial number of social sector schemes operate across States and that the process of evaluation of schemes for providing assistance for ICT (as detailed in paras 1.3 to 1.6 above) is likely to throw up a basket of more or less the same/similar schemes operational in a large number of States, UIDAI, in the interest of maintaining uniformity and avoiding duplication of efforts, proposes to assist the Central Ministries/ Departments to engage one or more of the empanelled consultants to develop applications for the large scale social sector schemes at the national level, which could be adopted by the various Registrars/ Other Departments in the States. The consultants would also be tasked to provide a pool of specialised manpower to the Registrars/ Other Departments in the States to choose from, to provide handholding support for implementing the application software developed by them.

Therefore if the schemes approved (as at para 1.6 above) for a State includes any of the schemes for which applications have been centrally developed by a Consultant, the Registrars/ Other Departments of the States could engage the same consultant and choose a resource from the pool of specialized manpower provided by the Consultant (for the application developed by them for the scheme) for rendering the hand holding support in terms of customization of the application, implementation and integration of the system.

The number of specialized resources/manpower engaged by a State would depend upon the number of applications being integrated and the scale of their implementation.

Even in respect of other schemes for which a centrally developed application is not available, the Registrars/ Other Departments have the option to choose a consultant from the panel, whose scope of work could broadly include assessment of full benefits that can be realized by Aadhaar enabling their scheme (UID compliant), mapping of as is process and technology framework and recommendation of future state process and technology design, roadmap to re-engineer processes and redesign

technology as needed to reach the defined future state, software development and integration of the system with that of UIDAI.

1.8 Release of funds

The assistance would be released in tranches and would be linked to the **following indicative set of milestones/deliverables.**

Sl No	Deliverable/Milestone	Quantum of tranche in percentage
1	Engagement of Consultant (if necessary) and preparation of a document on process reengineering for integration with UIDAI	5
2	Preparation of System Design document and Prototype of the proposed software application	5
3	Development of software	30
4	Networking and procurement and installation of the requisite hardware and biometric related devices	40
5	Training of personnel, Testing of the software and demonstration of integration with UIDAI	20

Where the individual Registrars/Implementing departments already have adequate funds in their respective budgets for ICT, the UIDAI funding will be used as a supplement for gap funding. The release of tranches and their related milestones/deliverables in such cases would be decided on a case to case basis.