



Module 1

Basic Knowledge of UIDAI and Aadhaar

UIDAI

Unique Identification Authority of India



Preface

This training manual introduces Unique Identification Authority of India (UIDAI) and Aadhaar.

The module is meant to give all readers a firm grounding on UIDAI and Aadhaar. The manual starts with the key concepts of identity related issues and a solution from the Government – named Aadhaar. A major portion of this material revolves around goals and objectives of UIDAI. The next part of this manual covers the UIDAI Eco-System. Final part of this book deals with benefits of Aadhaar for All. The material also offers in-depth coverage of the issues related to uniqueness of one's identity. It contains related examples and real life scenarios.

Target Audience

- Enrolment Operators
- Enrolment Agency Supervisors
- Registrar's Supervisors
- Introducers
- Technical Support staff
- Anyone who wants to know about UIDAI and Aadhaar

Dependent or Related Modules

To read this manual, no prior knowledge about UIDAI or Aadhaar is required. This is the first module of the training program on Aadhaar and is common for all participants. All the following modules presume that this module has been completed by the participant.



Table of Contents

Objectives.....	1
You are Unique	1
Quiz	3
Benefits of Proving that You Have a Unique Identity	3
Prove Your Identity!	3
Verification of 'Identity'	4
A Solution from the Government – Aadhaar	7
The Unique Identification Authority of India (UIDAI)	8
Goals and Mission of UIDAI.....	9
UIDAI Eco-System	12
Quiz	14
Benefits of Aadhaar for All	14
Spreading the Word – Communication and Awareness Building	15
Abbreviations/ Acronyms	18



Objectives

In this module, you will learn

- What is UID (Unique Identification) number/Aadhaar
- The goals of Unique Identification Authority of India (UIDAI)

You are Unique

When you were born you looked exactly like thousands of babies born in that same instant all over India. After a few months your parents gave you a name. That name set you apart from some of those thousands.



But that is not enough. What are the other things that identify you and make you 'unique', that is, they set you apart from others?

- Name
- Place of birth
- Date of birth
- Gender
- Father's / Husband's / Mother's / Wife's / Guardian's name
- School / College attended
- Address

All of the above information can be verified against different types of documents like:

- Birth Certificate
- School Leaving Certificate
- Ration Card
- Driving License, etc.

But none of these is foolproof. In a number of situations it becomes difficult

- for you to **establish your identity**
- for another person or agency to **verify your identity**.

Today, technology helps us record some of the physical features that make each of us different from others. These include



Figure 1: Finger prints

Finger prints – The lines on the tips of our fingers are unique and can be photographed and stored for future reference. It is an accepted form of identification by various agencies, including our legal system (courts) and financial institutions (banks)

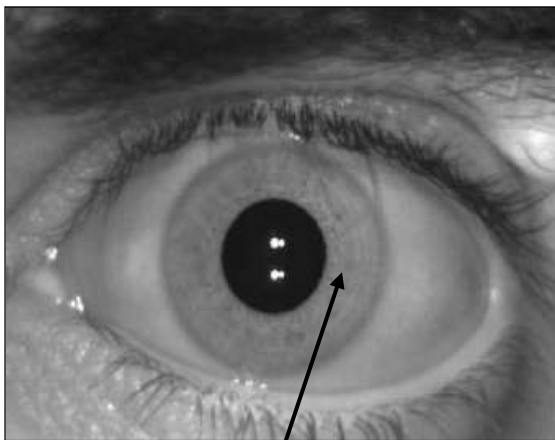


Figure 2: The Iris

Photograph of face– The photograph of our face is one thing used most commonly to identify us. Facial recognition is a method by which certain features of the face can be used to recognize a person from a photograph or video film. Information about one's facial features can be extracted and stored just like information about finger prints.

Iris – It is a section of the eye which has a unique structure for each person, just like the finger print. Today, it is possible to capture the details of the iris for an individual and store it like a photograph.

Some or all of the above can be used along with the documents like birth certificate, ration card, etc. to identify a person accurately.



Note: Demographic & Biometric Information

The information related to a person, which can be obtained from official records like name, address, date of birth and so on, are referred to as '**Demographic**' information. It is the information related to nationality, age, education, religion, employment status, and so on. Demographic information is typically collected while filling application forms for passport, ration card, school admission, etc.

Biometric Information is related to our body and its parts. Information related to physical



characteristics like iris, finger print, face, etc., are referred to as **‘Biometric’** information.



Quiz

1. What is the meaning of “unique”?
2. On which part of your body would you find the Iris?
3. What is meant by the word “Demographic”?
4. What is meant by the word “Biometric”?

Benefits of Proving that You Have a Unique Identity

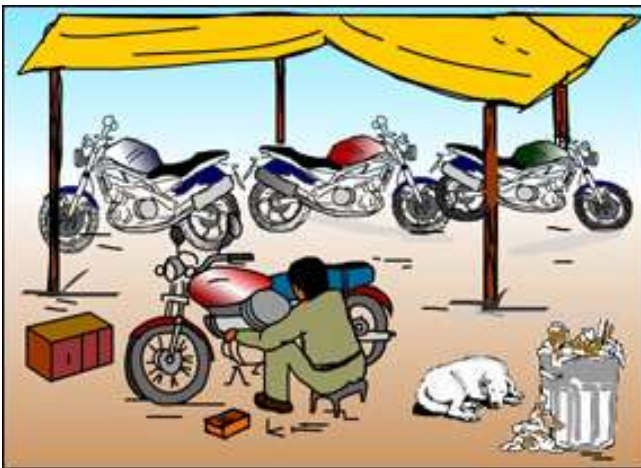
What do you think will happen if all of us looked exactly alike and had the same name?

Chaos! So what **benefits** do you get if you are able to prove your identity?

- You can have a bank account which no one else can operate. This means that the money in your bank account cannot be withdrawn by anyone except you!
- You can get a phone connection, land line or mobile
- You can own a house, a shop or a business and no one can take that away from you.
- If you are marginalized and deprived the government can help you by providing subsidized food rations and other similar benefits for which you are eligible.

Can you come up with other benefits of being able to prove your unique identity?

Prove Your Identity!



Case 1: Sunil Kumar, a motorcycle mechanic, who has migrated from another state, wants to open a savings bank account in one of the nationalized banks. The bank asked him to submit his identity proof and address proof along with the filled account opening form. Sunil Kumar doesn't have any identity proof and ultimately bank refuses to open the account. Now Sunil Kumar has to keep the money that he earns on his person or in his house and is constantly afraid that he might be robbed or he may lose the money in some other way. Not having a bank account has also prevented him from availing loans under

various government schemes for which he would be eligible. Instead, he had to setup up a motorcycle repair shop by putting up a roadside shelter.

Case 2: A.R. Vijay and Vijay R. living in a shanty town being rebuilt, under the state government slum rehabilitation scheme. Both are eligible for a tenement each. A.R. Vijay had the necessary documents to prove his eligibility under this scheme. Unfortunately, Vijay R. did not have all the required documents to prove his identity. Now Vijay R. is homeless and is forced to live on the footpath with his family, his shanty house having been converted into a housing scheme for the eligible dweller or fully paying persons.



Case 3: Nita, a 66 year old woman, falls under the category of Below Poverty Line (BPL). Various government schemes exist for BPL individuals. These schemes provide rations, old age pension, etc. for such deprived people. But Nita is unable to obtain benefits from any government schemes as she does not have any identification documents.

If you consider the three cases above, you will find that all the three cases reflect a common problem which is lack of proper identity proof and improper authentication of identity and hence the inability to prove one's uniqueness. It is important to understand that merely proving one's identity is not enough to guarantee a bank account, a house, or food rations. But for the government to be able to reach out to the marginalized and the deprived it is essential that each one has proof of identity.

Verification of 'Identity'

Identity Verification



Having documents allows an individual to establish identity, but how does an organization which provides services verify such documents and ensure that the documents really belong to the person who has provided them?

Verification of documents may not be a practical way of verifying identity on a large scale and regular basis. For example, the customers of a bank or the employees of a large organization.

One way of confirming this is to issue an Identity Card having a photograph of a person.

A number of institutions like banks and insurance companies use either the signature or a thumb impression to verify identity. This requires collection of sample signatures and thumb impressions of all persons when they open a bank account or apply for an insurance policy.

In the current situation is that, documents like Ration / PDS Photo card, Voter ID card, Kissan Photo Passbook, etc. can be used to initially verify a person's identity. For day to day operations one must have a photo identity or an identifiable signature or thumb impression.

But this does not resolve the problem for people who have no such documents. So what is the solution?



Note: Resident

A **resident** of India is one who is presently staying in India.

Biometric Confirmation

Services such as issuing a credit card or granting a loan need proof of the resident's identity. This process for the resident involves the submission of photographs and other documentation proving their identity.

Government records may have duplicate names and names of non-existent people (these names are called 'ghosts').

Case 1: Manav steals Rohit's ration card and cheque book (this is called identity theft) and pretends to be Rohit (this is called impersonation). Manav uses the stolen ration card as proof of address, for purchasing a Television, on an installment plan. When the cheques bounce the television vendor goes to the given address to collect his dues. Rohit has a difficult time convincing the shopkeeper that he has not the one who has made this purchase.

Case 2: How would you uniquely identify identical twin brothers living under the same roof?

As you can see, the process of verification of uniqueness of an individual is not a simple one. No single parameter can uniquely identify a person. **Hence we see that there are multiple levels of verifications that you need to be eligible for services from the government and private sector agencies. Getting yourself verified in multiple ways means spending a lot of money, time, and effort.**

Biometric verification is an excellent solution to the problem of verifying identity of a person.



Figure 3: Opening a Bank Account by Providing Identity Documents



A Solution from the Government – Aadhaar

The Government of India conceived the idea of having a unique form of identification for residents of India. It is to base the identity of an individual on a Unique Number which is linked to the individual's **demographic** and **biometric** information. The features of this Unique Number will be as follows:

- It will be a randomly generated twelve digit number for every resident of India. Example: 2653 8564 4663. This number will be called the Unique Identification (UID) Number or Aadhaar number.
- The number will be unique, which means, no two residents will have the same number.
- No resident can have two numbers because Aadhaar is based not just on standard information like name, address, age but also on biometric information which is unique to every person.
- To avoid frauds, the Aadhaar number will have no additional information within its value or structure. It will be a 'random' number like the result of a lottery draw or like throwing a dice.
- AADHAR will be used to prove identity not citizenship.
- It will not be compulsory for a resident of India to get an Aadhaar number. It will be voluntary. However in future, certain service providers (government or private agencies) may make it compulsory for person to have an Aadhaar number to avail its services.

For example, in future, the Public Distribution System (PDS) department may issue ration cards based on an individual's Aadhaar number and that number will appear on the ration card.



Note: What is Aadhaar?

The word Aadhaar, translated in most Indian languages, means 'foundation'. Aadhaar is the word chosen to represent the Unique Identification Number, which is a 12-digit number that will be provided to residents of India after collecting and verifying their demographic and biometric information.



Note: Public Distribution System (PDS)

PDS distributes the essential commodities to a large number of people through a network on a recurring basis or what we know as a Ration shop or Fair Price Shops. The commodities could be Wheat, Rice, Sugar, Kerosene etc.

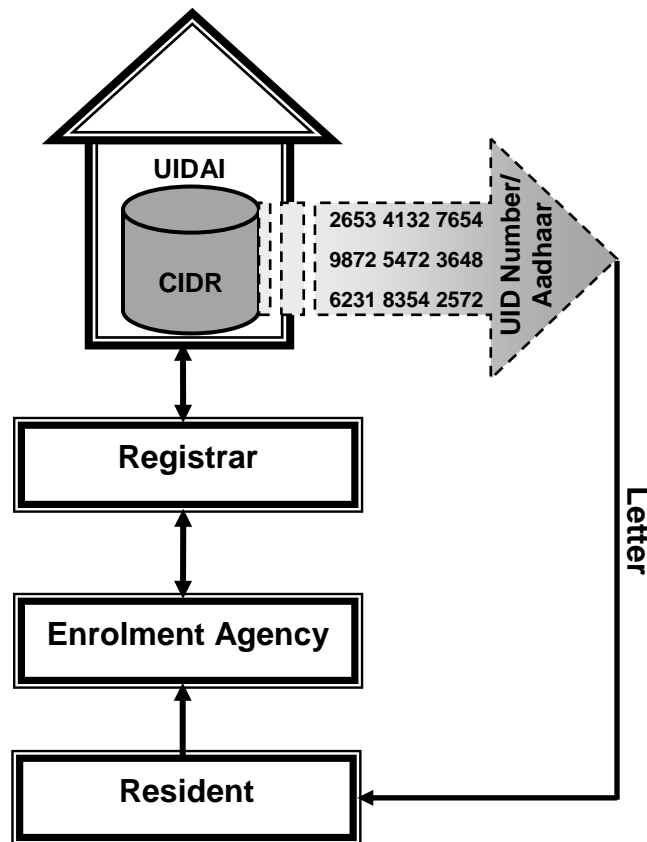


The Unique Identification Authority of India (UIDAI)

UIDAI was notified by the Planning Commission on 28th January, 2009 as an attached office under the Planning Commission with an initial team of 115 officials

The UIDAI will be the regulatory authority managing a Central Identities Data Repository (CIDR), which will issue Aadhaar numbers, update resident information, and authenticate the identity of residents as required.

The UIDAI will ensure that the proper laws, technologies and infrastructures are being implemented such that each resident of India gets enrolled under Aadhaar.





Goals and Mission of UIDAI

UIDAI's goal and mission is

- UIDAI will provide Aadhaar to residents of India that
 - Can be verified easily, quickly and in a cost effective way
 - Can eliminate duplicate and fake identities
- The UIDAI intends to cover all residents of the country, but the **focus will be on enrolling India's poor**. Generally the poorer sections do not have documents to prove their identity. An Aadhaar will be provided to each individual without putting them through any difficulty or harassing them



Figure 4: Covering all residents of India

- The Indian government has been collecting census data about its residents for a long time.

However, existing identity databases in India like Public Distribution System (PDS), Income Tax, Pension Scheme, etc., often have problems of 'ghosts' entries and duplication.

For example, K.S.K Durga 45 years old died few years ago. Another person named K Durga 43 years old assumed the identity of late K.S.K Durga and availed of all the benefits for which she was not eligible. Aadhaar can prevent such frauds.

To prevent such errors from getting into the UIDAI database, the UIDAI plans to enroll residents into its database with proper verification of their demographic and biometric information. This will ensure that the data collected is correct from the start of the program. Now, if biometric authentication is used to verify a person for providing benefits, the problem will be solved.



Note: Database

Database is a collection of related information. For example, a dictionary is a database. A Telephone Directory is also an example of a database. A database can also be stored inside a computer so that it can be accessed easily and quickly.

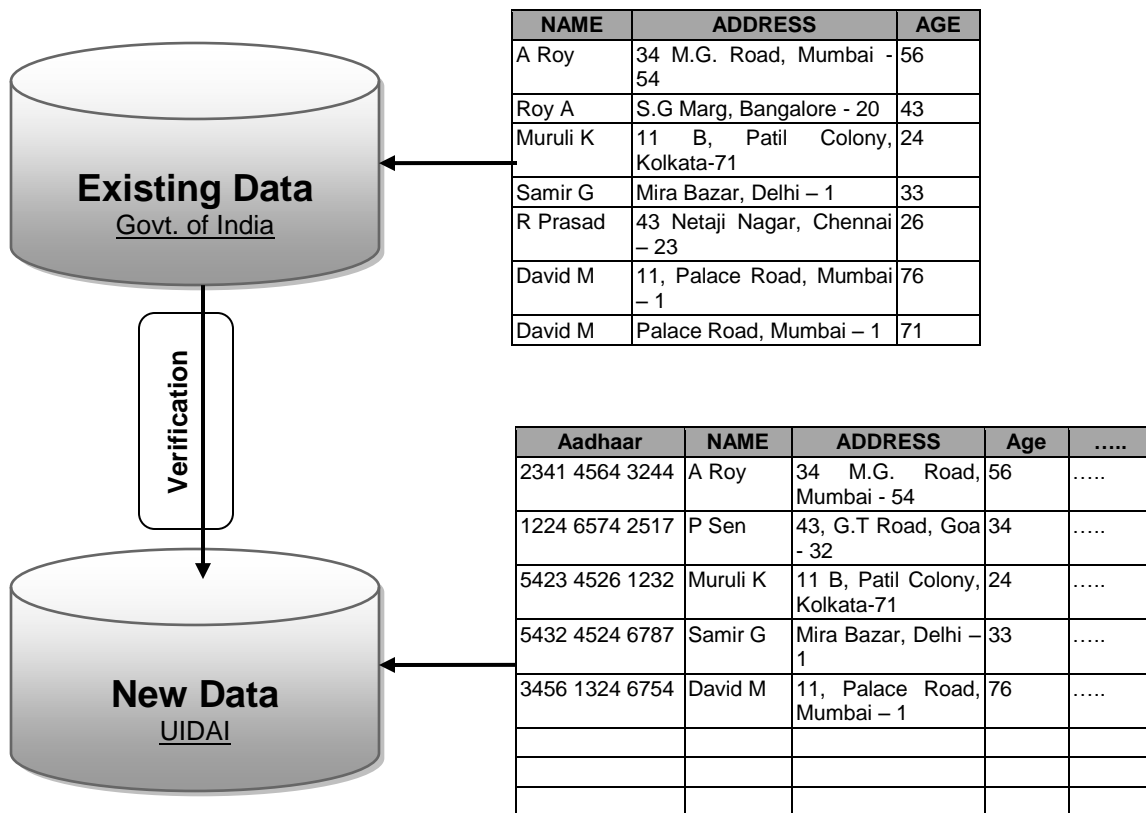
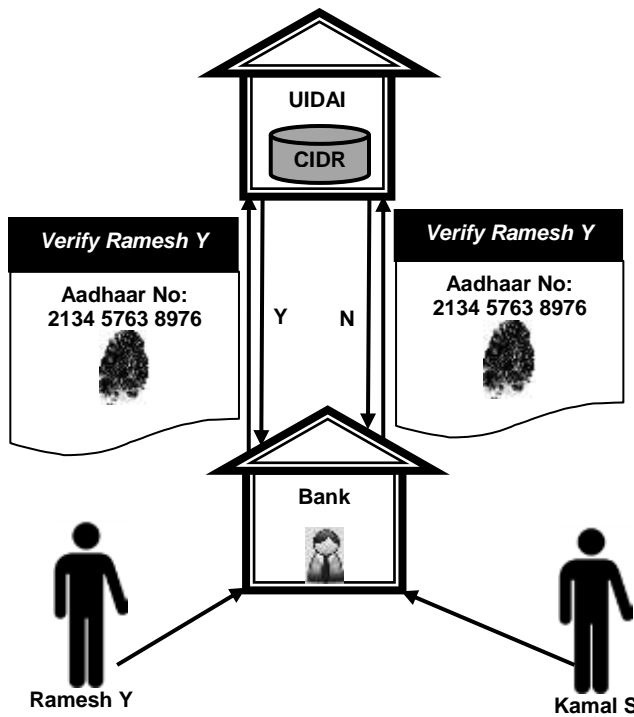


Figure 5: After de-duplication based on biometrics, the final database has an additional Aadhaar column

De-duplication: Amit B, has applied for and received an Aadhaar at Mumbai. After a few years he shifts from Mumbai to Kolkata and again applies for an Aadhaar, this time using the name Amit Bhanot. On receiving the demographic and biometric data, the CIDR will be searched for duplicates. Since Amit B’s information is already available in the CIDR, a new Aadhaar will not be generated and the request will be refused. This will be possible because Amit may be able to fake his DoB certificates and can assume many names but he cannot change his biometric information, that is, his fingerprints and his iris. So if a person enrolls with the wrong name, he/she will not be able to change that name, until he or she does it through a legal process.

- The UIDAI will offer a strong form of authentication (through the Internet, mobile phone, telephone), where agencies can compare demographic and biometric information of the resident with the record stored in the central database (CIDR). This central database will be stored on a computer which will be linked to all government and private agencies like banks.



For example, while opening a bank account the bank may ask for the Aadhaar number and capture biometric information from the applicant and pass the captured data to UIDAI for verification. Based on the data provided by the bank, UIDAI will check CIDR records and if the data is found UIDAI will authenticate the person by providing a **Yes** (authenticated) or **No** (Not Authenticated) response.

In the adjoining figure, Ramesh Y. and Kamal S. both want to open a bank account and both send the same Aadhaar number as their identity. After authentication of the number from UIDAI it is found that Kamal S. has sent Ramesh Y.'s Aadhaar number and tried to pass it as his own. Hence Kamal's request will be turned down by the bank.

Figure 6: Verification Process

- Technology will have a major role across the UIDAI infrastructure. The Aadhaar database consisting of demographic and biometric data of the resident will be stored on a central computer. Enrolment of the resident will be computerized, and information exchange between Enrollment Centre and the CIDR will be over a computer network. Verification of the resident's identity by the service provider could be done online. The UIDAI will also put systems in place for the security and safety of the information so that no one who is not authorized will be able to view the information.

UIDAI Eco-System

“An eco-system consists of all living and non-living things in a particular region or area and their interaction with each other”.

A pictorial representation of UIDAI Eco-System is given below:

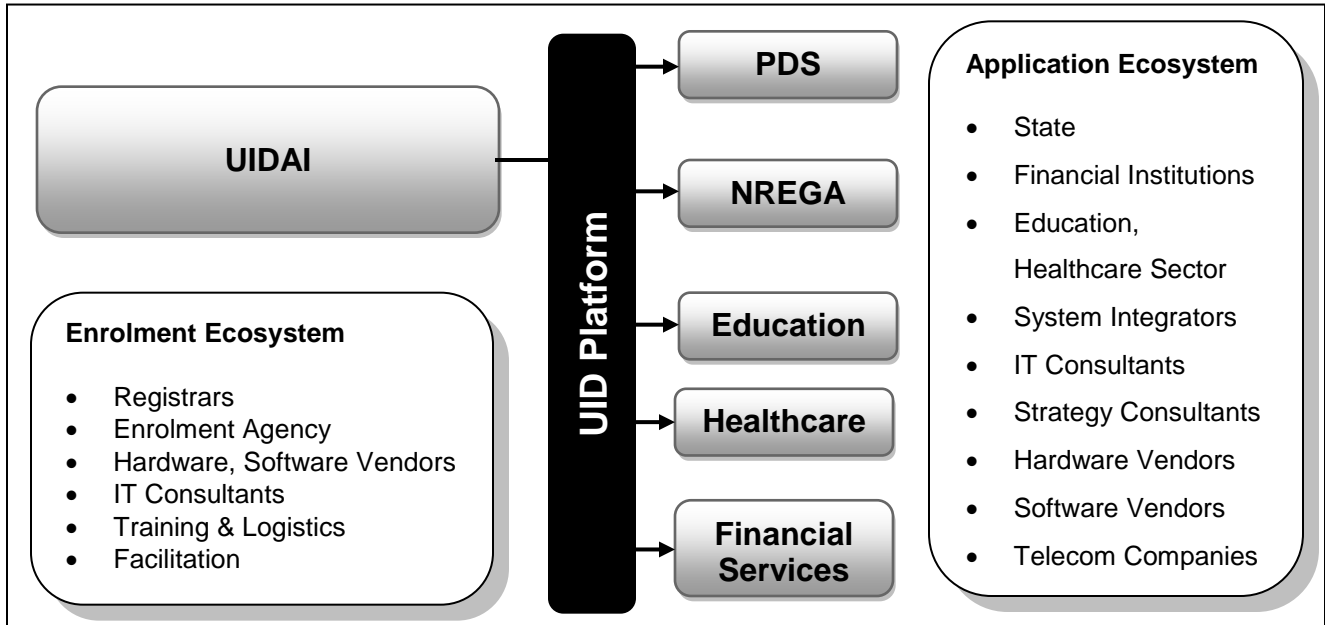


Figure 7: UIDAI Eco-System

UIDAI Eco-System consists of various participants and their interactions with each other. The main participants in the Eco-System are:

- **UIDAI:** is an organization that has been implemented by the Government of India. The UIDAI will prescribe various processes for enrolment and verification procedures to be followed to enroll into the UID system.
- **Introducer:** is a person registered with the Registrar and UIDAI who will confirm the identity of a person who does not have any valid document related to his/her Identity and Address. The Introducer will only confirm the identity and address of persons whom the introducer knows. The confirmation will be done using the Introducer's Aadhaar number and biometric data. Hence the introducer will be required to get enrolled first and obtain an Aadhaar number.
- **Registrars:** Registrars would include both Government and private sector agencies recognized by UIDAI for the purpose of enrolling residents of India. For example Public Sector Banks, Insurance companies like LIC, LPG marketing companies, Rashtriya Swasthya Bima Yojna (RSBY), National Rural Employment Guarantee Act (NREGA), etc.



- **Enrolment Agencies:** The agency appointed by the Registrar for enrolling residents. They will work on behalf of the Registrars and will be accountable to the Registrar.
- **Enrolment Agency Supervisors:** They will setup and manage the enrolment centre and handle problems that may arise there.
- **Enrolment Agency Operators:** They will capture demographic and biometric data of the residents. They are the persons who will directly interact with the residents.
- **Carrier:** Enrolment agency will tie up with courier or postal service which is referred to as 'Carrier' and they will act as the delivery agency between Enrolment Agency and CIDR.
- **Hardware & Software Vendors:** Hardware vendors will provide the hardware such as Laptop, Desktop, Printer, Biometric devices etc. Software vendor are providing the software such as operating system (Windows XP, Vista, Windows 7), Application software, etc.
- **Training Agency:** They are the agency to provide training to the concerned persons such as enrolment operators, supervisors, technical support staff etc.
- **Testing and Certification Agency:** They are the agency who will conduct assessment of persons intending to get employed within the Aadhaar enrolment system (e.g., as an enrolment operator). This will ensure that only trained and competent persons handle the enrolment process.
- **Contact Centre:** They will troubleshoot problems related to UIDAI applications. One can call the helpline number or e-mail them describing the nature of the problem.
- **Portal Maintenance Agency:** They are the agency who will maintain UIDAI web site (<http://www.uidai.gov.in>).
- **Authentication User Agencies:** Any organization which needs to authenticate the identity of a customer/beneficiary and allow him/her to secure access to their services; e.g., Banks – to verify identity of their customers and allow them to access to their savings account; NREGA – to verify identity of enrolled workers and allow them access to their wage account etc.



Note: Useful Terms

Here are some terms that you need to know to understand the UID process:

- **Aadhaar Number:** is a 12-digit number issued by the government as proof of identity and residence in India.
- **Central ID Data Repository (CIDR):** a repository regulated and managed by the UIDAI. It issues Aadhaar numbers, updates resident information and authenticates the identity of residents as required.
- **Enrolment:** is the process of capturing resident data (including demographic and biometric data). The enrolment is done by a Registrar appointed by UIDAI. The Registrar may in turn get the enrolments done via and enrolment agency.
- **Enrolment centre:** is the location where the enrolment happens. Each enrolment center has the required enrolment set-up to make the enrolment possible. An Enrolment Centre can have one of many enrolment stations.
- **Enrolment station:** is the system where a resident's demographic & biometric data is captured. The enrolment set-up includes a computer, the biometric devices and some other devices such as printer.



Quiz

1. What is the meaning of the word “Introducer” in the UIDAI eco-system?
2. What does a UIDAI Registrar do?
3. What is enrollment?
4. What is the function of an Enrolment Agency Supervisor?

Benefits of Aadhaar for All

The benefits with respect to Residents, Registrars, Enrollers and the Indian Government would be as follows:

- **Residents:** The Aadhaar will become the single source of identity verification. Once residents enroll, they can use the number multiple times – they would be spared the trouble of repeatedly providing supporting identity documents each time they wish to access services such as obtaining a bank account, passport, driving license, and so on.

The large number of residents, who currently don't have any identity documents and are therefore 'excluded' from beneficiary lists, can also get an 'identity' through the 'Introducer' system. Aadhaar number (or the UID) will thus become the 'key that opens all doors' – especially for the poor.

- **Registrars and Enrollers:** The UIDAI will only enroll residents after de-duplicating their records. This will help Registrars clean out duplicates from their databases, enabling significant efficiencies and cost savings. For Registrars focused on cost, the UIDAI's verification processes will ensure lower costs of identifying persons who avail of their services. For Registrars focused on social goals, a reliable identification number will enable them to broaden their reach into groups that till now, have been difficult to authenticate. The strong authentication that the Aadhaar offers will improve services, leading to better resident satisfaction.
- **Government:** Eliminating duplication under various schemes is expected to save substantial money for the government exchequer. It will also provide governments with accurate data on residents, enable implementation of direct benefit programs, and allow government departments to coordinate investments and share information.



Note: NREGA Scheme

The Indian Government has focused on increasing disbursement of money in various social schemes and has launched new ones in order to target poor and under-privileged sections of society in the hope that they become stakeholders in the economic growth of the country.

Take the example of flagship NREGA scheme. Research found that the scheme has substantial "leakages" and the benefits did not reach the target group. Some of the analysis showed that NREGA wages received by the poor totaled just ` 1,270 Crore in Financial Year 2007, as against ` 5,840 Crore actually spent on wages. The government spent ` 8,823 Crore on the program in 2006-07 (and ` 39,000 Crore in 2009-10) and is able to actually deliver only 14.7% (` 1,270 Crore) to the targeted audience.



Spreading the Word – Communication and Awareness Building

Aadhaar will benefit every resident of India. This message must be sent to every corner of India so that every resident knows about Aadhaar and its benefits. The following are the goals of the mass communication about Aadhaar:

- **Complete coverage:** Ensure communication reaches each resident of India
- **Understanding Aadhaar:** Ensure all residents understand what Aadhaar is, what benefits it can provide to people and how it will be used going ahead
- **Understanding the Aadhaar process:** Ensure residents understand the Aadhaar enrolment process, how and when they can get their Aadhaar and are familiar with the grievance handling mechanism
- **Uniform understanding:** Ensure the above understanding is uniform and consistent across residents
- **Mobilizing people for enrolment:** Mobilize people to participate and get a Aadhaar number
- **Enroll and mobilize Introducers:** Introducers are important enablers of inclusion, and they would need to be made aware and enrolled in the process

The following figure shows the steps in the Aadhaar communication process.

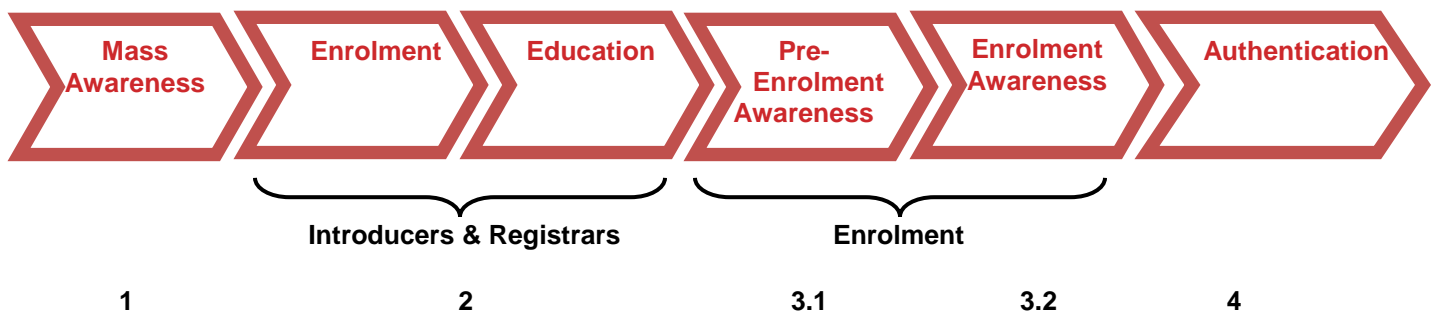


Figure 8: Steps in the Communication Process of AADHAR

The overall communication and publicity strategy for the UIDAI consists of multiple levels as shown above. Each of these levels has different objectives. The Enrolment agency would be responsible for the communication and publicity in the Enrolment process phase.



Step 1: Mass Awareness

Objective: To use the traditional channels of mass awareness to target all residents

Plan: This activity could start approximately 30 days before the actual enrolment begins, though the dates may vary depending on the district level coverage plan. However, there will be certain areas where mass awareness may not be required. Some of these areas are indicated below:

- a. The identified target for enrolment is very specific and does not cover the whole population of that particular area. Also, if the leftover residents are not likely to be covered in the near future then mass awareness will not be required
- b. The location to be covered is very small and scattered. In such areas, a limited awareness campaign through local radio or print media could suffice.

Channels: TV, Radio, Print, Internet and Telecom (details in later section)

Roles: UIDAI to develop and execute content, with assistance of DAVP and other national agencies

Step 2: Enrolment and IEC for Introducers and Registrar officials

Objective: Enrolment and education of Introducers, Registrar officials and any other trusted individuals in the area

Plan: This activity should preferably start 45 days prior to enrolment and could involve the following

- A letter from the relevant government official inviting them for enrolment and education about Aadhaar
- The dissemination of information will likely take an hour and could be planned in a **centralized Taluka level location** with adequate arrangements. The Registrar officials, enrolling operators and introducers can be trained in a batch together
- Multiple villages should be combined together to ensure a quorum

If Registrars are enrolling residents only through an existing database, Introducer communication may not be required at this stage. However, the identification and engagement of influencers may still be required.

Channels: Inter personal communication (audio, videos, training, IVRS) - details in later section

Roles: Registrar, along with local government officials with the support of UIDAI

Step 3.1: Pre-enrolment Awareness

Objective: Pre-Enrolment and Enrolment Awareness creation will be the very impactful in mobilization. This phase will also ensure residents get information on where, when and how to get enrolled.



Plan: The activity could start approximately 7 days before the actual enrolment begins. This is the stage when all the communication channels will be most active. Hence, most of the media and activation planning needs to be geared up for this phase. The channels will include outdoor media like banners, posters, hoardings, wall paintings, stalls, song and drama etc (details later in the section)

Roles: The Registrar will need to coordinate with the local and state government officials well in advance to ensure all necessary permissions and infrastructure are available for local / district level campaigning.

Step 3.2: Enrolment Awareness

Objective: The activities here will be primarily focused around the enrolment booth on the day of the enrolment.

Plan: The channels will include media like banners, posters, pamphlets, standee, stalls, van, videos etc (details later in the section)

Roles: Registrar along with local DAVP, DFP (Department of Field Publicity), Song and Drama division, and other relevant agencies

Step 4: Applications of Aadhaar

This is the post-enrolment stage when the consumers actually begin to use Aadhaar and experience all the benefits that result from it. The key objectives here are to ensure the consumer understands how to use Aadhaar for authentication and that they have a positive experience of the same.

How to spread awareness?

Spreading awareness requires use of multiple communication channels. Some of the methods could be:

- a. **Broadcast:** Traditional and new mass media.
- b. **Information:** Information sources within and beyond the broadcast medium.
- c. **Outdoors:** Local activities at all outdoor touch points.
- d. **Entertainment:** Films, theatre, songs and other relevant entertainment avenues.
- e. **Inter-personal:** One-on-one or group interactions.
- f. **UIDAI Support infrastructure:** Registrar and Enrolment Agency infrastructure.

Trained Manning personnel, Artwork, Content and design templates would be provided by the UIDAI Awareness and Communication team.

Any content developed locally will require the approval of UIDAI.



Abbreviations/ Acronyms

Term	Definition
BPL	Below Poverty Line
CIDR	Central Identities Data Repository
EGoM	Empowered group of Ministers
LIC	Life Insurance Corporation
PDS	Public Distribution System
NPR	National Population Register
NREGA	National Rural Employment Guarantee Act
UID	Unique Identification
UIDAI	Unique Identification Authority of India