

Building Robust Identification Systems

17 March 2014

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Building Robust Identification Systems Session Brief

Session Lead: Margaret Grosh, Lead Economist, Human Development, Latin American and Caribbean Region, World Bank

Speakers:

Carlos Reyna Izaguirre, Manager, Restitución de la Identidad y Apoyo Social (GRIAS), Registro Nacional de Identificación y Estado Civil (RENIEC), Peru

Pascal Nyamulinda, Director General, National Identification Agency, Rwanda

Muhammad Gohar Ahmed Khan, Chief Project Officer, Project Directorate, National Database and Registration Authority (NADRA), Pakistan

Background

Most low- and middle-income countries have weak national identification (ID) and vital registration systems. The weaknesses in these systems can lead to two major issues in the provision of social services. First, identification problems can result in exclusion from much-needed social service programs, as eligible people are sometimes not able to register for government programs. Second, the inability of governments to verify identities can also result in massive leakages. In both cases, weak systems can lead to undesirable outcomes for otherwise well-designed programs.

In the first case, beneficiaries may find the process of identifying themselves at the time of each transaction to be onerous and costly. A study carried out in Peru found migration, along with distance from and access to registry offices, as the main factors explaining low ID coverage among the poor. Children are particularly vulnerable to exclusion in countries with weak civil registries and/or low rates of institutional birth. The lack of identification for children can impede the timely provision of health insurance, nutrition, and cash transfers, as well as a program's ability to track results.

In the second case, where documents can be fraudulently acquired, many people who have not been classified as eligible can present false IDs and receive benefits, in some cases in collusion with the party responsible for delivering the benefits. In other situations, documents may be valid, but the person presenting them may not be the right individual.

While there is a need for robust identification within the context of a particular program, there are also large potential benefits from the integration of the ID across public programs as well as private sector entities. This integration can reduce the cost to both the government and the

beneficiary by eliminating unnecessary duplication of effort (to assign and maintain the ID on the one hand, and for the beneficiary to take the time to provide the information to the government on the other). In other cases, it can make the scheme more efficient, such as in the case where the banking system and the program can use the same ID to facilitate cash transfer payments directly into bank accounts. Finally, to the extent that programs are administered by local or state authorities, integration at the national level can allow for portability of benefits across the country. This is particularly important in larger countries and for those in the process of urbanization and significant internal migration.

Country Cases

Each of the presenters will describe the implementation of their identification programs focusing on coverage, the use of technology to ensure robustness, and the way the ID is being integrated across programs and services. In particular, the use of the ID for the authentication of transactions in major social programs will be highlighted. The presentations will conclude with lessons learned from their implementation experiences.

Recently, dozens of countries have introduced new program and foundational (national level) IDs that use increasingly affordable biometric technology to address this challenge. This session will focus on three countries that have made huge strides in this area.

Pakistan

Established in 2000, Pakistan's national ID agency, NADRA, is one of the earliest developing country ID agencies to use biometrics to ensure unique ID numbers for its citizens. With estimated coverage of the adult population at almost 90 percent, the National ID Card has become the dominant form of identification for most transactions. Most recently, NADRA has worked closely with the Benazir Income Support Program (BISP) to ensure robust identification of the beneficiaries of the country's largest cash transfer program and has helped implement an e-payments system linked to this robust form of identification.

Rwanda

The National Identification Agency (NIDA) was established by legislation in 2011. The agency has issued IDs to more than 80 percent of the adult population using biometrics to ensure uniqueness. It is now being used to authenticate identity for services ranging from banking to social security. Efforts are under way to modernize civil registration and provide identification for children

Peru

Legislation passed in 1995 created a consolidated, sole-purpose agency called RENIEC that is responsible for both civil registry and national IDs. The ID number is generated for adults and uniqueness is ensured using biometrics. The ID number is now used for the vast majority of

public and private transactions – from voting to opening bank accounts – and is also used for social programs such as cash transfers and social insurance. In the last decade, huge efforts have been made to identify children through RENIEC; these efforts have important implications for the delivery of certain social programs, such as World Bank-supported nutrition programs for young children. Coverage is almost universal for the adult population and has reached 95 percent for children.

Building Robust Identification Systems Session Summary

The session discussed the importance of national identification (ID) and vital registration system. The case studies presented were Peru, Rwanda and Pakistan. Key points discussed were the following:

- 1. How the ID institutions work with or independently of SP program
- 2. The timeframes involved in getting to high coverage
- 3. How outreach is done
- 4. How children are handled
- 5. The role of technology versus policy

This topic stimulated the interest of the Forum participants. In fact, more than ten questions were asked in the Q&A session by delegation from all the different regions and countries with various levels of exposure to SP programs, ranging from Myanmar to Colombia.

Topics discussed included:

- Links between ID and SP programs
- Regularity with which information is updated
- Ways and sources used to measure coverage
- Costs incurred by citizens to register
- Ways to verify eligibility
- Role played by technology as opposed to policy
- Total costs incurred for software and hardware and the source of the funding
- Amount of time necessary to put in place this system

Despite the differences in ID and civil registration systems in the three countries, the lesson that clearly emerged is that ID systems are crucial to ensure well-functioning social protection programs and that a strong institutional agency needs to be in charge of this process.



Building Robust Identification Systems



Multiple advantages of good ID systems for SP programming

When multiple administrative databases can speak to each other, SP programs can work better:

- Lower transactions costs for beneficiaries seeking to enter a program and thus lower errors of exclusion
- Can allow verification of wellbeing and lower errors of inclusion
- Can allow clients to stay registered when they move
- Can help eliminate duplicate or ghost beneficiaries
- Can facilitate payments through banking sector
- Can help in cross-referrals from one program to another to improve the integration and impacts of programs

The challenge has been that countries didn't have inclusive ID systems

Now we're seeing a revolution in this field abetted by technology but driven by policy





In the case presentations listen for:

How the ID institutions work with or independently of social protection programs

The timeframes involved in getting to high coverage

How outreach is done

How children are handled

The role of technology versus policy







Civil Registration and Identification System in Peru: Key features







I. Reduction of under registration in Perú 2002 / 2013



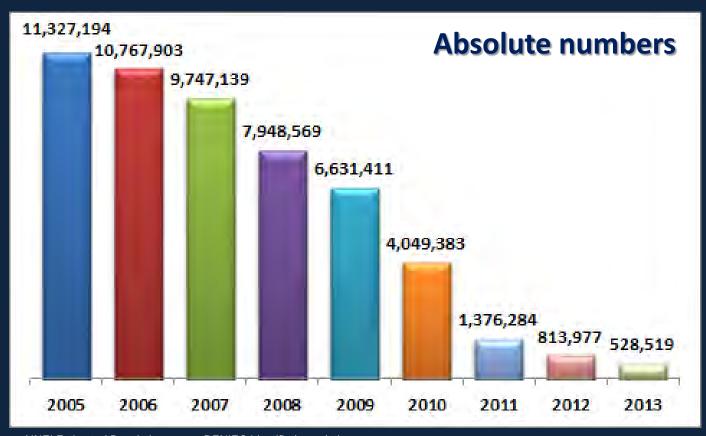
a / INEI Estimated Population versus RENIEC Identified population.

b / INEI: National Survey of the Strategic Programs (ENAPRES).

p / Preliminary Results.



I. Reduction of under registration in Perú 2002 / 2013



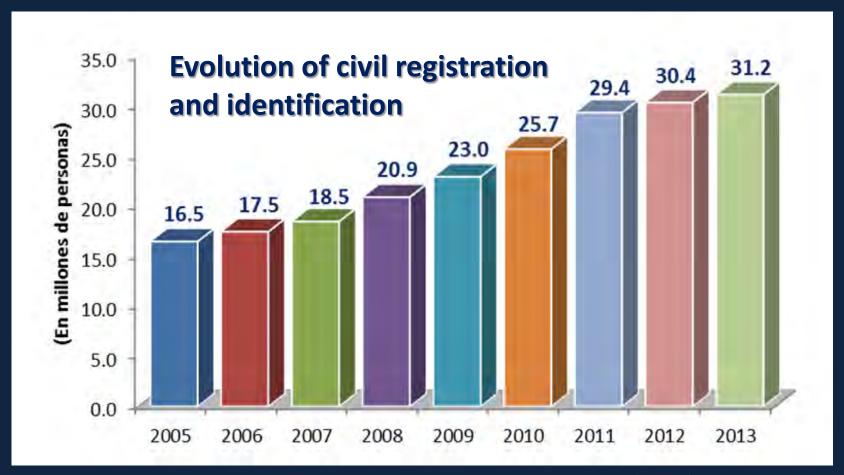
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I. Reduction of under registration in Perú 2002 / 2013



Sources: INEI Estimated Population versus RENIEC Identified population. INEI: National Survey of the Strategic Programs (ENAPRES).



DNI average costs according to country geographic regions

Registry at Service offices

Registry using Itinerant Registration

Coastal Region

Highlands

Jungle Region

US\$ 10.32

US\$ 21.83

US\$ 42.05

US\$ 79.80









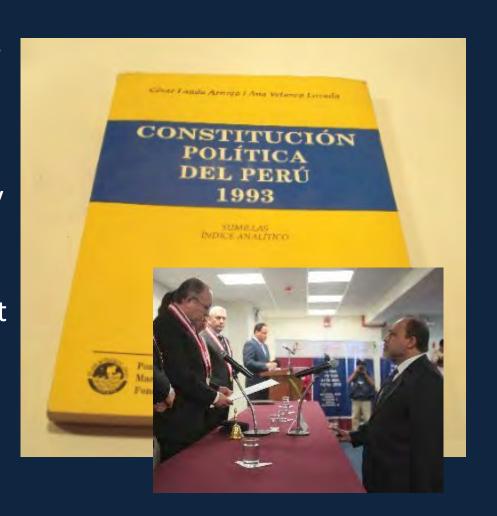


II. Civil Registration and Identification System in Peru: Key features



IIA. A strengthened and reliable organization

- ☐ 1993 Peruvian Constitution.
- ☐ RENIEC acquires autonomous constitutional status.
- ☐ National Chief appointed by open competition, with four-year term.
- ☐ RENIEC does not dependent on any ministry.
- ☐ Direct coordination with Congress, Ministry of Economy, Foreign Affairs.





IIB. A national registration system institutionalized

Until 1993:

- ☐ Identification system depends of the electoral court.
- Civil registration depends exclusively on municipalities.

Until 1995:

- ☐ RENIEC assumes civil registration and national identification.
- ☐ RENIEC assumes regulatory and supervisory role.

Ley Orgánica del Registro Nacional de Identificación y Estado Civil LEY Nº 26497

TITULO I

Disposiciones Generales

Artículo 1.- Créase el Registro Nacional de Identificación y Estado arreglo al mandato de los Artículos 177 y 183 de la Constitución Política. El registro es un organismo autónomo que cuenta con personería juderecho público interno y goza de atribuciones en materia registral administrativa, económica y financiera.

Artículo 2.- El Registro Nacional de Identificación y Estado Civil es la er cargada de organizar y mantener el registro único de identificación d sonas naturales e inscribir los hechos y actos relativos a su capacidad civil. Con tal fin desarrollará técnicas y procedimientos automatizados mitan un manejo integrado y eficaz de la información.

CONCORDANCIAS: R.J. N° 1202-2005-JEF-RENIEC (Anteproyecto referente a la implem



IIC. Civil registration and identification fostered by RENIEC as social and public policy

- ☐ Assumption of social inequality.
- ☐ Unregistered citizens face extreme social barriers that difficult its registration.
- □ Need to avoid under registration, especially in the poorest and most marginalized people.
- ☐ Organizational innovation:
 - ✓ Create an specialized office.
 - ✓ Create an itinerant registration system.
 - ✓ Prevent under registration







IIC. A civil registration and identification public policy fostered by RENIEC

☐ Legal innovations:

- ✓ Paperwork for poor and marginalized people is free.
- ✓ Flexibility of legal requirements.
- ✓ Use of approaches focused on rights, gender and interculturalism.

☐ Political innovations:

- ✓ Networking with strategic allies.
- ✓ National Plan against under registration.
- ✓ Identification Commitees in Regions
- ✓ Agreements with stakeholders
- ✓ International cooperation support. UNICEF, GIZ, BID, OEA, UE.





IID. Civil registration and identification fostered by national governments as social and public policy

- Demands of the poor and marginalized population.
- ☐ Population affected by political violence. Restoration of lost identity.
- ☐ From 2001 to the present:
 - ✓ Coordination of Social Programs, Civil Registry and Identification System.
 - ✓ Decrease in number of errors, or duplicate records in payroll beneficiaries.





IID. Civil registration and identification fostered by national governments as social and public policy

☐ From 2001 to the present:

- ✓ Support programs for victims of political violence.
- ✓ JUNTOS Social Support Program (from 2007 to 2013).
- ✓ ID for Children and Youth (from 2010 to 2011).
- ✓ Identity and Social Inclusion National Initiative (2013).





Annex 1: Coordination with the Social Support Program JUNTOS

Ш	JUNTOS is a support program development in marginal
	population in extreme poverty.
	RENIEC worked in coordination with JUNTOS from 2008 to
	2013.
	During those years RENIEC deployed Itinerant Registration
	Teams in 14 regions. Among the poorest in Peru.
	JUNTOS gathered the people in every town and RENIEC
	performed the paperwork to give them their DNI.
	JUNTOS uses the DNI to authenticate the identity of the
	beneficiary population and efficiently use resources.
	During those years RENIEC and JUNTOS received 10 million
	(nS/.) to achieve the of 469,579 DNI. The mission was
	accomplished. 481,203 DNI were committed.



IIE. Incorporating ICT in the civil and identity registration service

- On line civil registration in the poorest regions.Huancavelica. IDB.
- ☐ Replication online initiative in Amazonas.
- ☐ Online civil registry offices at public hospitals. With the Ministry of Health and EUROPAN project (EU).
- ☐ Certificate of Live Birth, Birth Certificates and ID.





Incorporating ICT in the civil and identity registration service

- ☐ Reducing service time. Error reduction.
- Interoperability of databases for more effective social programs.
- Access to technology if it means improved access to the registry. (Simpler, faster, less overall cost)
- ☐ Technology is not valid by itself.
- ☐ Launch of electronic DNI





Usual difficulties in deployments of Itinerant Registration Teams

Itinerant Registration Teams performs procedures for DNI by hand, without using any computer or on line devices. The more remote areas does not have electricity, phone, or internet. It has a negative impact over the time and the correction of the process of the documents for that populations. By now we are testing river vessels with connectivity anthems in the jungle region. Work with Naval Forces. ☐ Trucks and vans may have the difficult of insecurity on the roads. ☐ Cultural barriers of indigenous peoples in the highlands and jungle. Language, construction of names, gender. ☐ Another problems: dispersion and mobility of rural population, very few experience about fill formats, illiteracy.



IIF. A perspective of continuous improvement of service

- Process management.
- \square Quality approach.
- ☐ Some awards:
 - ✓ Top-rated public entity for Public Opinion.
 - ✓ Iberoamerican Quality Award 2012.
 - ✓ First United Nations
 Public Service Award
 2013.





IIG. Challenges to achieving universal and timely access to the Civil Registry

- ☐ Further development of intercultural approach to legislation on Civil Registration and Identity.
- ☐ Technical and procedural improvements in the work of Itinerant Registration teams.
- ☐ Strengthening the National Plan (2011-2015) and the Regional Commissions that foster Civil Registration and Identity.







IIG. Challenges to achieving universal and timely access to the Civil Registry

- ☐ Increased coordination between social programs and Civil Registry and Identification offices.
- Current and next government: the challenge of universal and timely registration.
- ☐ Strengthening municipal civil registries, especially in border areas, jungle and high Andes.
- ☐ Maintain support of International Cooperation.
- Increase access to electronic ID.





III. The Peruvian Case in brief

- □ RENIEC is an autonomous and empowered institution on its field.
- ☐ A national registration system has been created and institutionalized.
- ☐ Public policy promoted by RENIEC and governments.
- ☐ RENIEC Policy:
 - ✓ Office to attend poor people.
 - ✓ Updated rules. Approaches for accessibility to registration.
 - ✓ Building Alliances and Networks.







III. The Peruvian Case in brief

- ☐ Public policies: Linking Social Programs and Civil and Identificacion Registration services.
- ☐ Support of International Cooperation.
- ☐ Subsidiary but useful role of information technology. Priority access to the civil registry.





Thank you very much !!!



WORLD BANK, SOUTH-SOUTH LEARNING FORUM, RIO DE JANEIRO, BRAZIL, MARCH 17-21, 2014:

EXPERIENCE OF RWANDA IN IMPLEMENTING A NATIONAL IDENTIFICATION PROGRAM

Presented by NYAMULINDA Pascal, Director General of the National Identification Agency

SMART ID, SMART IDEA!

Contents

- I. WHY ID PROJECT?
- II. PROJECT STRUCTURE
- III. PROJECT PHASES
- IV. PRODUCTION PROCESS
- V. E-ID, SYSTEMS INTEGRATION AND ONLINE AUTHENTICATION
- VI. Challenges

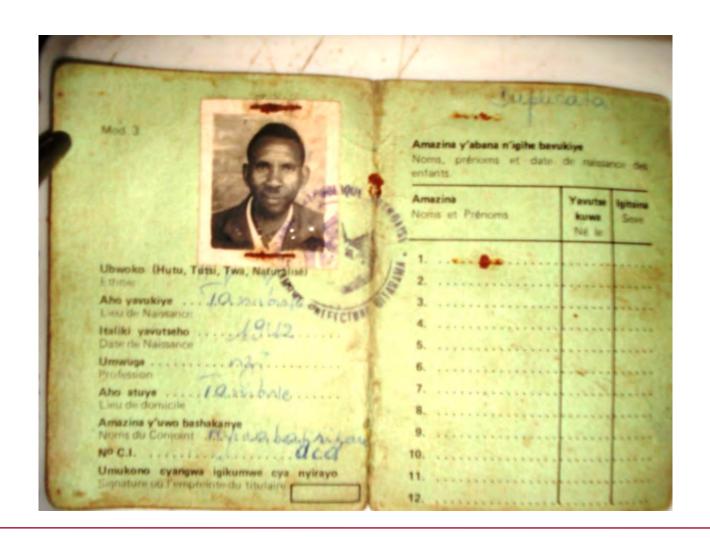
I. WHY ID PROJECT?

1. Building population register

2. To issue secure national Identity card, Driving permit and Integrated Smart ID card

3. To enhance quick public services delivery

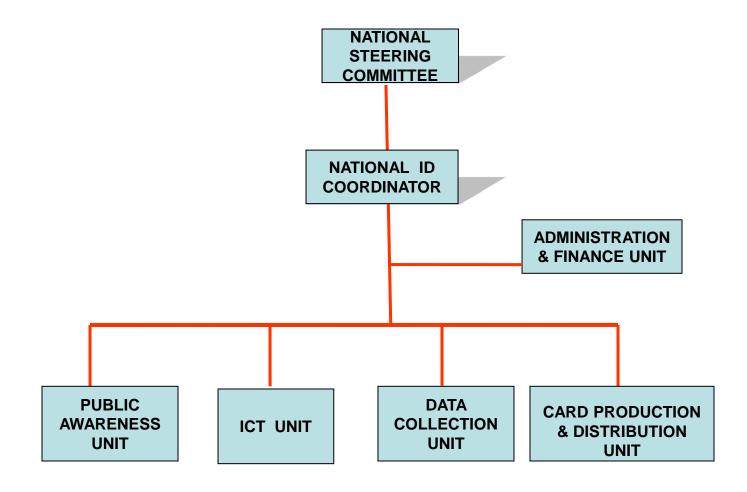
RWANDAN OLD ID CARD



NEW RWANDAN ID CARD



II.PROJECT STRUCTURE



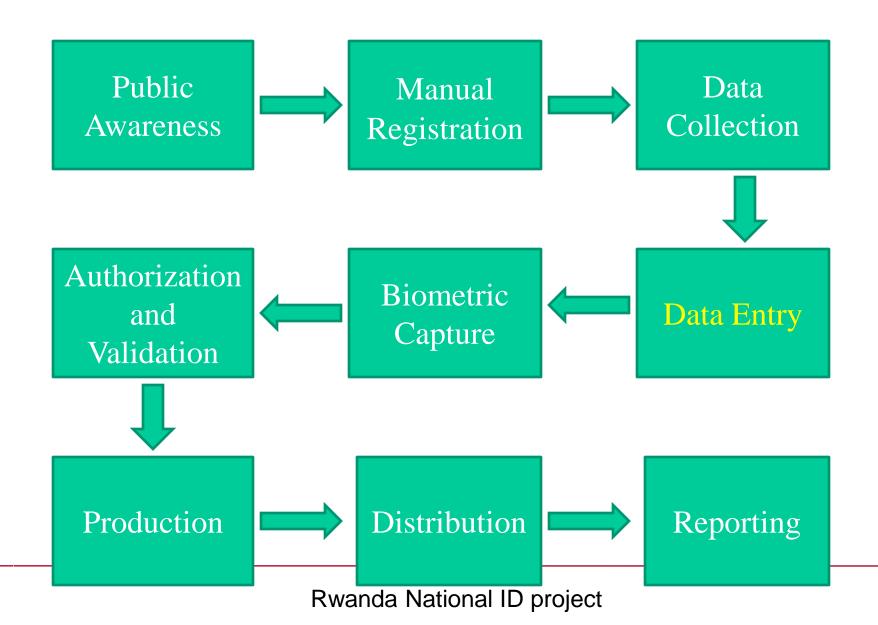
-MEMBERS OF NID STEERING COMMITTEE

- PRESIDENCY OFFICE
- MINSTRY OF LOCAL GOVERNMENT
- MINISTRY OF INFRASTRUCTURE
- MINISTRY OF FINANCE
- MINISTRY OF JUSTICE
- MINISTRY OF HEALTH
- NATIONAL POLICE
- TRAFFIC POLICE
- IMMIGRATION OFFICE
- NATIONAL INSTITUTE OF STATISTIQUES OF RWANDA

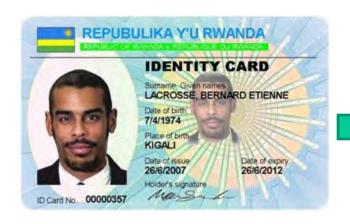
MEMBERS OF STEERING COMMITTEE CONT...

- RWANDA SOCIAL SECURITY BOARD
- RWANDA INFORMATION AND TECHNOLOGY AUTHORITY
- RWANDA REVENUE AUTHORITY
- MUTUELLE DE SANTE
- MMI
- CENTRAL BANK

-WORK BREAKDOWN STRUCTURE



III. NATIONAL ID PROJECT PHASES

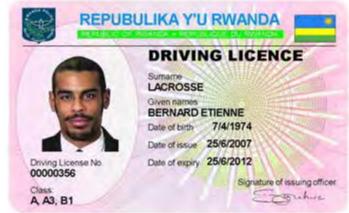


Phase I:

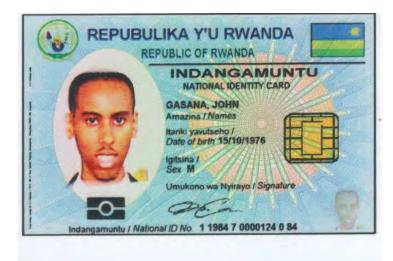
-To issue a secure digital ID in the form of a National ID Card to all citizens in Rwanda from the age of 16 and above.

-To issue a Driving License which is of the same standard as the National ID card





NATIONAL ID PHASES CONT'D





Phase II:

Phase II will see the roll-out of a Smart Card(e-ID) with an embedded processor capable of storing a selected range of applications.

Features:

- PVC Body
- 64KB
- JAVA CARD
- MRZ
- Multiple applications support

IV. NATIONAL ID PRODUCTION SYSTEM

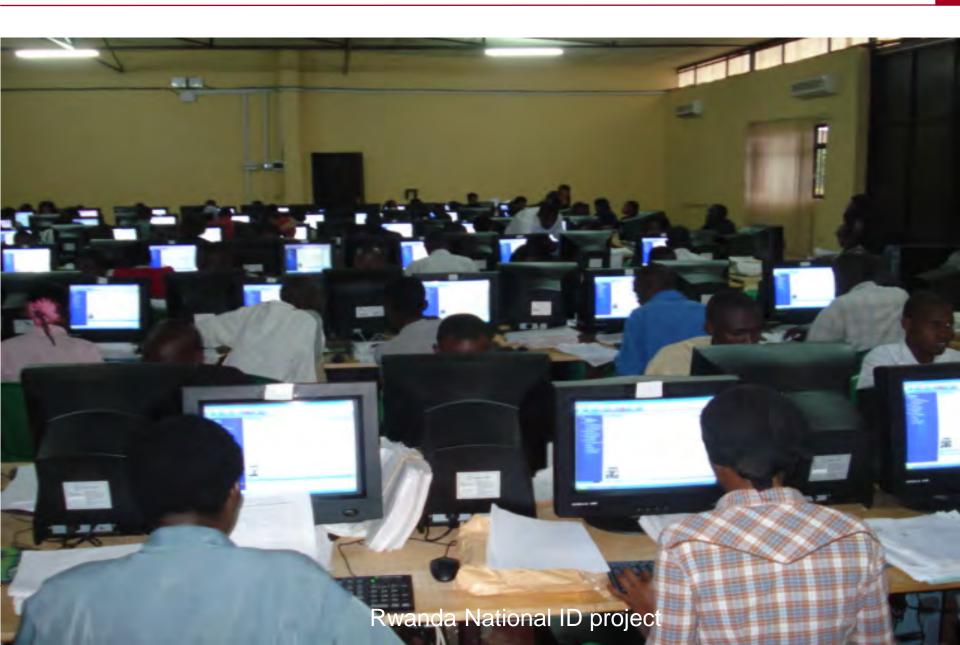


 MIDIS (Multiple Identity Document Information System) on windows Platform and SQL Server Database

 AFIS Automated Fingerprint Identification System (AFIS) by COGENT running Linux and Oracle

 National Population Registry (Tiger) running on windows and SQL Server.

1. Data entry



2.BIOMETRIC DATA CAPTURE



-BIOMETRIC DATA CAPTURE SENSITIZATION OF OPERATORS



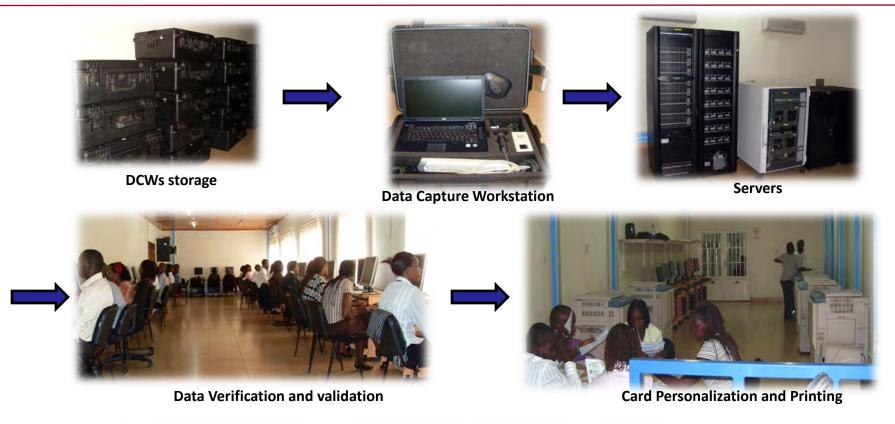
-PREPARATION DATA COLLECTION CAMPAIGN

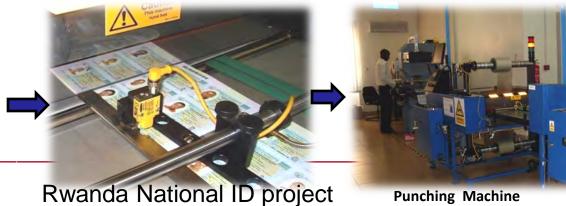


STUDENTS LINING UP FOR BIODATA CAPTURE



2. NID PRODUCTION PROCESS





Punching Machine



Quality Assurance

3. PRODUCTION STATUS FIGURES

(March 2014)

PRODUCTION STATUS			
YEAR	ID CARDS FOR	DRIVING	REFUGEE ID
	CITIZENS	LICENCE	CARDS
2008	4,658,927	-	
2009	306,503	31,321	
2010	543,323	35,347	12,881
2011	159,507	51,898	2,409
2012	170,492	48,115	54
2013	259,420	21,310	73
2014	51,581	1,539	31
TOTAL	6,149,753	189,530	15,448

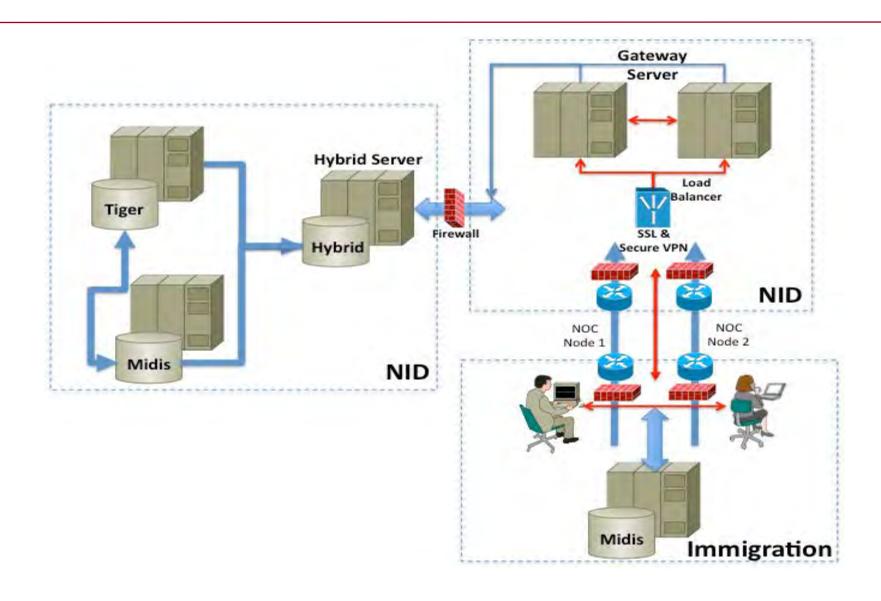
V. E-ID AND SYSTEMS INTEGRATION

- Phase II: Objective
 Introduce Multipurpose Electronic ID (e-ID) and
 Systems Integration
- 2 Phase II –Stage one :
 - Produce and distribute 210,000 e-ID Cards
 - Integrate 7 Government applications (ID,DL and DG I&E, Family dependants, RSSB, Health insurance, TIN

Phase II –Stage two:

Rollout

1. SYSTEMS INTEGRATION ARCHITECTURE



2. INSTITUTIONS INTERFACING WITH NID SYSTEM

- MINISTRY OF LABOR AND PUBLIC SERVICE
- NATIONAL POLICE
- IMMIGRATION OFFICE
- CENTRAL BANK
- RWANDA REVENUE AUTHORITY
- RDB
- LAND CENTER
- NATIONAL ELECTORAL COMMISSION
- MTN
- TIGO
- AIRTEL

FUTURE PERSPECTIVES

- MODERNIZATION OF CIVIL REGISTRATION AND BRING IT THE SAME LEVEL AS NATIONAL IDENTIFICATION (BACKEND SYSTEM TO MANAGE CIVIL REGISTRATION DOCUMENTS AND EVENTS, PRINT SECURE C.R. DOCUMENTS WITH UNIQUE IDENTIFIERS)
- INTERFACE WITH UBUDEHE AND VUP DATABASE TO UNIQUELY IDENTIFY BENEFICIARIES OF THE ASSISTANCE PROGRAMS
- INTERFACE WITH ALL DISTRICTS AND SECTORS FOR ONLINE AUTHENTICATION PURPOSE

VI. CHALLENGES

- Inter agencies coordination & commitment from stakeholders
- Require complex & completely new infrastructures
- ▶ Keeping pace with advanced technologies
- Connectivity
- Sustainability of the project
- Change management linked to new culture of civil registration
- Budget constraint

THANK YOU! Q&A



Building Robust Identification Systems

A presentation by Mr. Gohar Ahmed Khan Director General Projects

National Database and Registration Authority, Ministry of Interior, Government of Pakistan

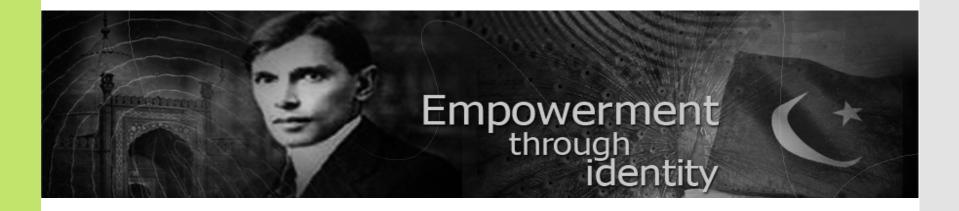
Agenda

1. About NADRA

2. Social Safety Net & Cash Disbursement Initiatives

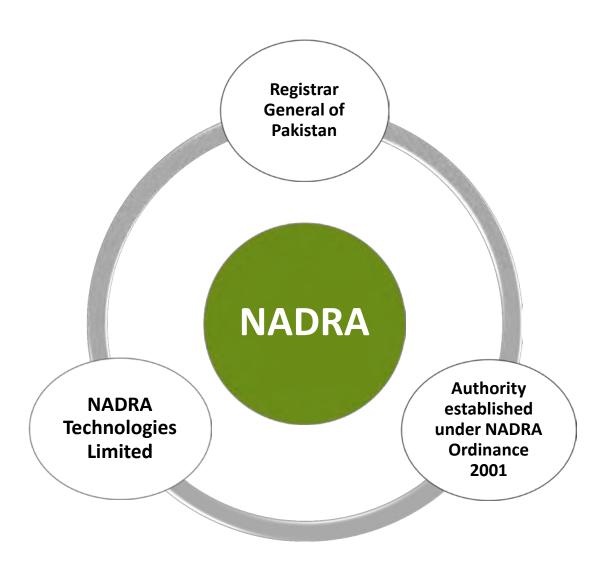
3. Future Strategy

About NADRA



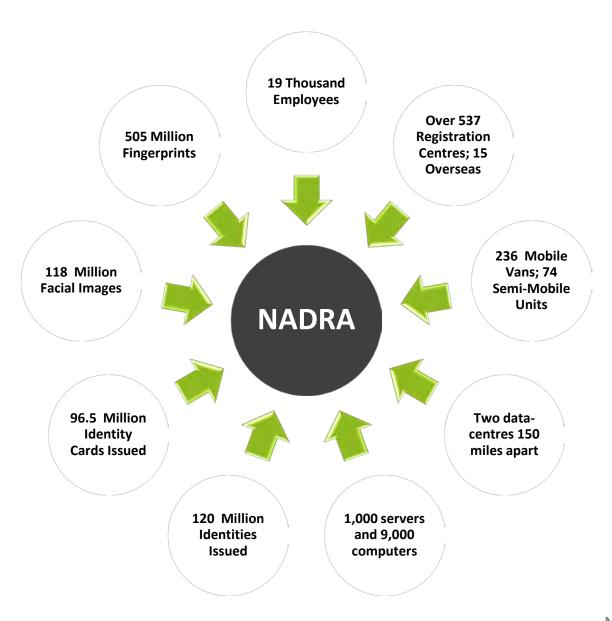
NADRA – An Introduction





NADRA – An Introduction

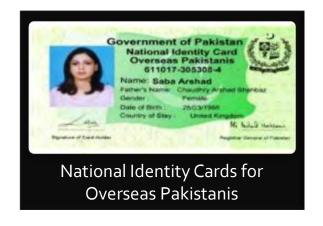


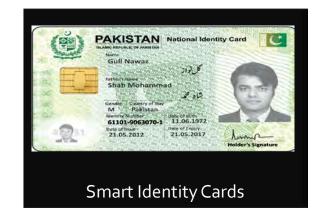


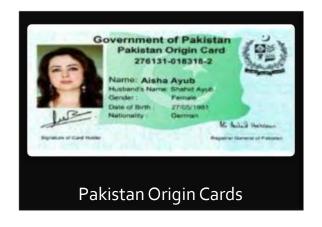
NADRA – Products



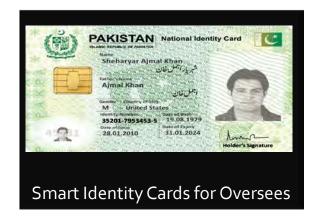












NADRA – Certificates





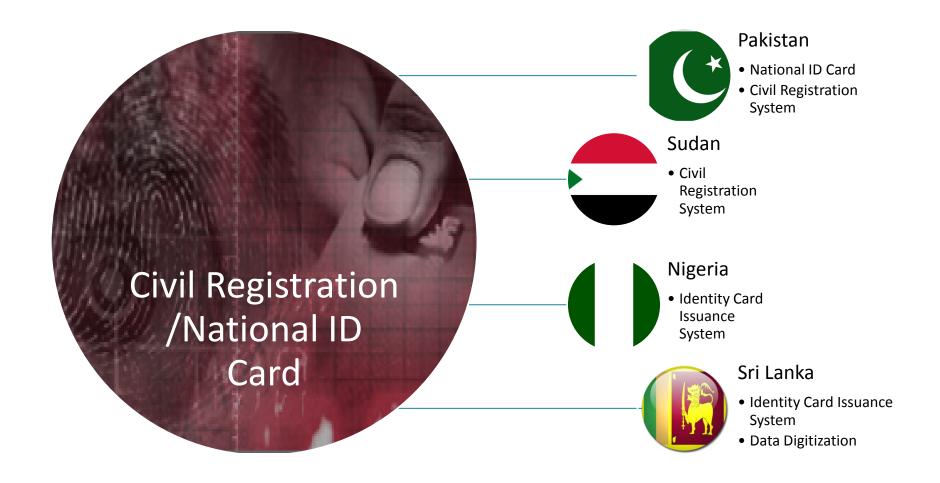




Birth and Death Certificates

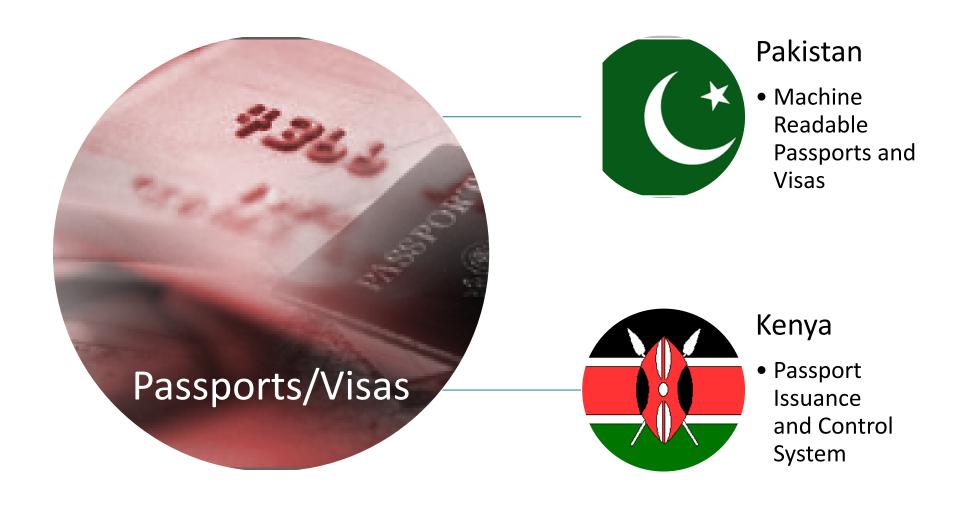
Major Projects





Major Projects





Major Projects





ARMs License, Ministry of Interior (Pakistan)



Electronic Drivers License System (Bangladesh)



Electoral Rolls (Pakistan)



Electronic Toll Collection (Pakistan)



Registration of Afghan Refugees (UNHCR SCAC) (Pakistan)



Social Safety Net Programs
CDCP, BISP Score Card, BDCP
(Pakistan)

Social Safety Net & Cash Disbursement Initiatives

- IDP
- CDCP Phase I & II
- Pakistan Card
- BISP Smart Card
- BISP Debit Card
- BISP Phone to Phone

Internally Displace Persons (IDPs)

Cash Benefit to IDPs of Swat & Malakand (2009)



IDP



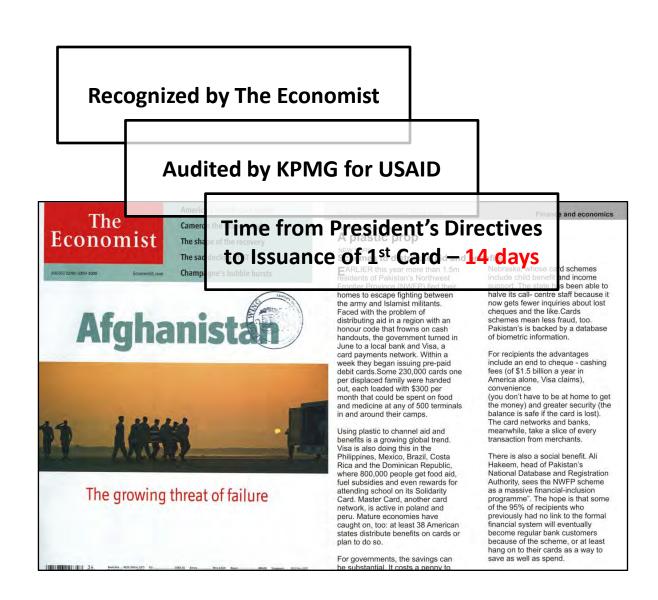
Background

- Operations against the Taliban launched in Swat.
- · Millions of people displaced.
- NADRA directed to verify registration.
- Total Enrollment: 431,390.

What We Did

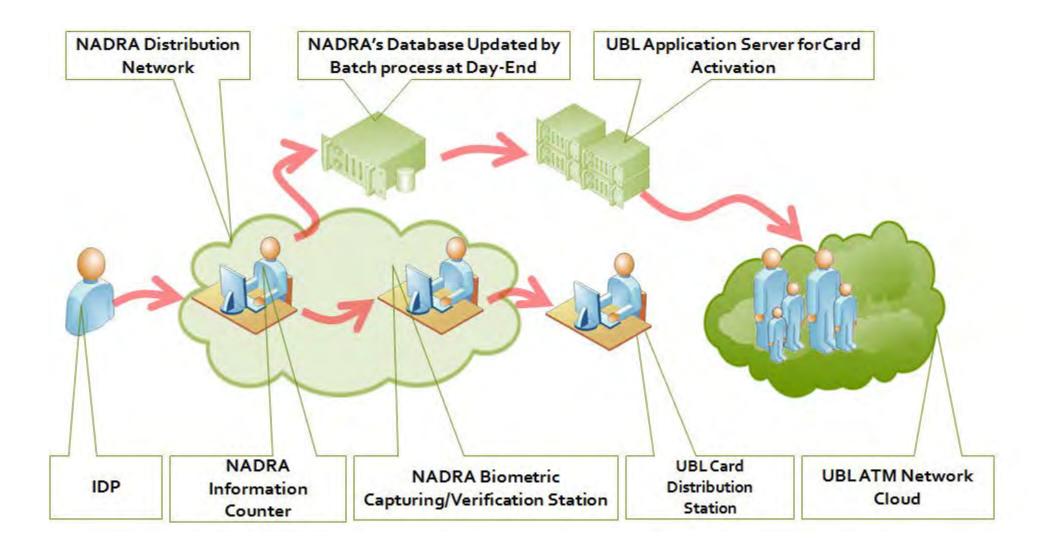
NADRA directed to design and implement cash disbursement to IDPs in a manner that ensures transparency

NADRA finishes design of cash disbursement system; Visa Debit cards were issued to beneficiaries, backed by virtual accounts in collaboration with a partner bank.



IDP – Process Flow





IDP – Statistics



Total Enrollment: 431,390

Visa Cards Activated: 396,653

Amount Withdrawn: Rs. 10,579,687,775

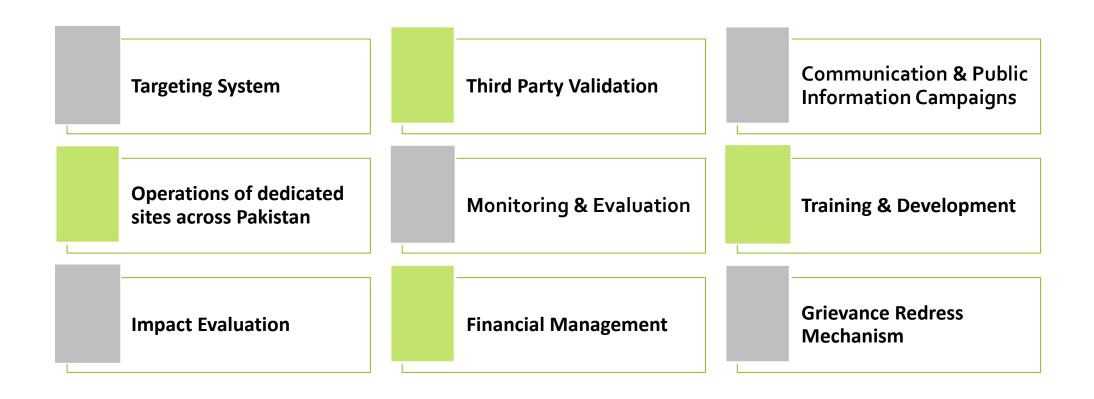
CITIZEN DAMAGE COMPENSATION PROGRAM (Phase I & II)

Cash Benefit to 2010 Flood Victims



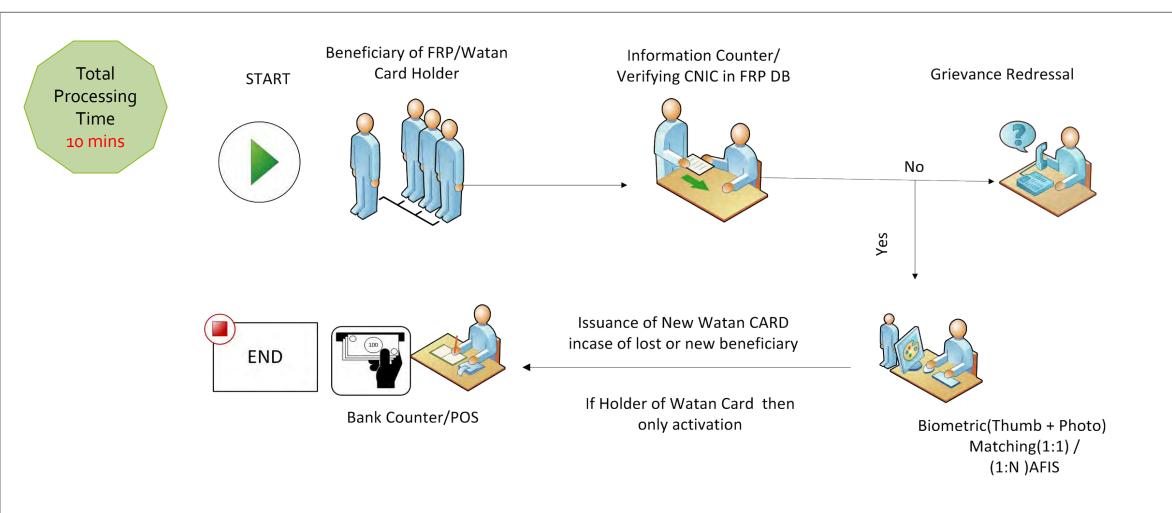
Key Program Components





CDCP – Process Flow





CDCP - Statistics (Phase I & II)



Immediate Assistance

Phase I

Beneficiaries Enrolled: PKR 1.7 Million

Total Cash Disbursement: PKR 34 Billion

Damage Compensation

Phase II

Beneficiaries Enrolled: PKR 1.20 Million

Total Cash Disbursement: PKR 46.30 Billion

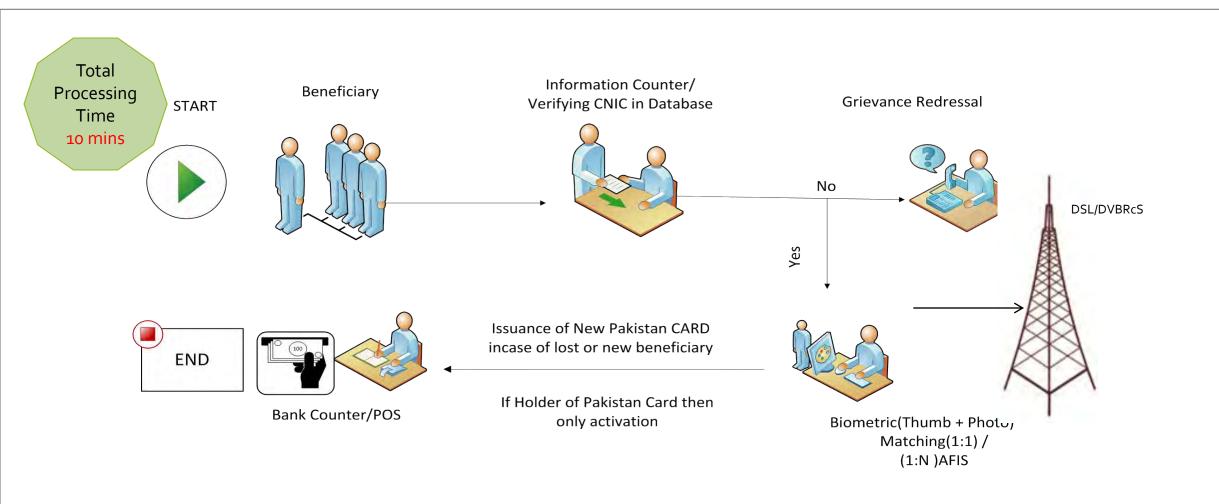
PAKISTAN CARD

Cash Benefit to 2010 Flash Flood Victims (Sindh Province)



Pakistan Card - Process Flow





Pakistan Card – Statistics



Beneficiary Enrolled: PKR 1.24 Million

Total Cash Disbursement: PKR 12.22 Billion

BISP Smart Card

Cash Benefit to Ultra Poor & Vulnerable Population



BISP Smart Card – Process Flow









はんとなるとのできる 10mm

Biometric Verification

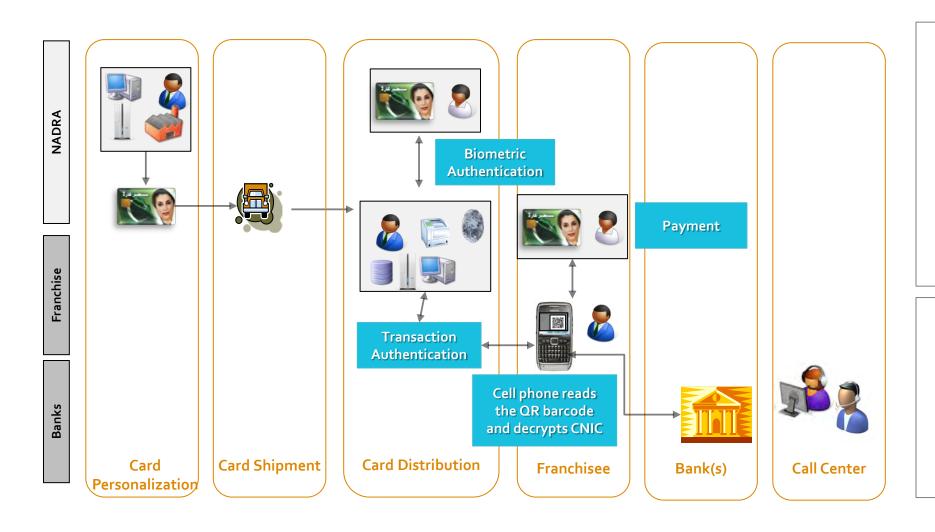
Value Added
Services such as
Health Insurance

Smart Cards Issued: 195,454

Cash Disbursed : Rs. 5,254,324,000

BISP Smart Card – Detailed Process Flow





NADRA's only role in disbursement is authentication in the middle layer. The rest takes place between the franchisee, the Bank, and BISP server

This enables BISP to work seamlessly with multiple backend partner banks, as opposed to being tied down to one bank

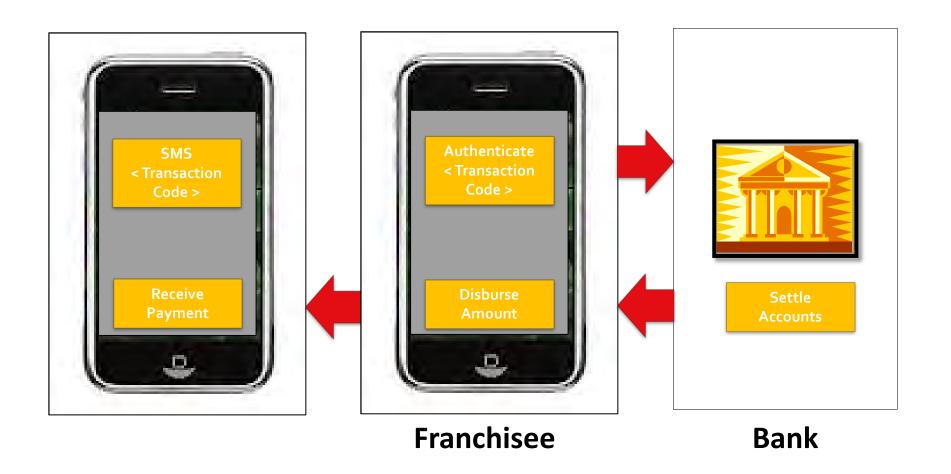
Cash Benefit to Ultra Poor & Vulnerable Population

BISP *PHONE TO PHONE*



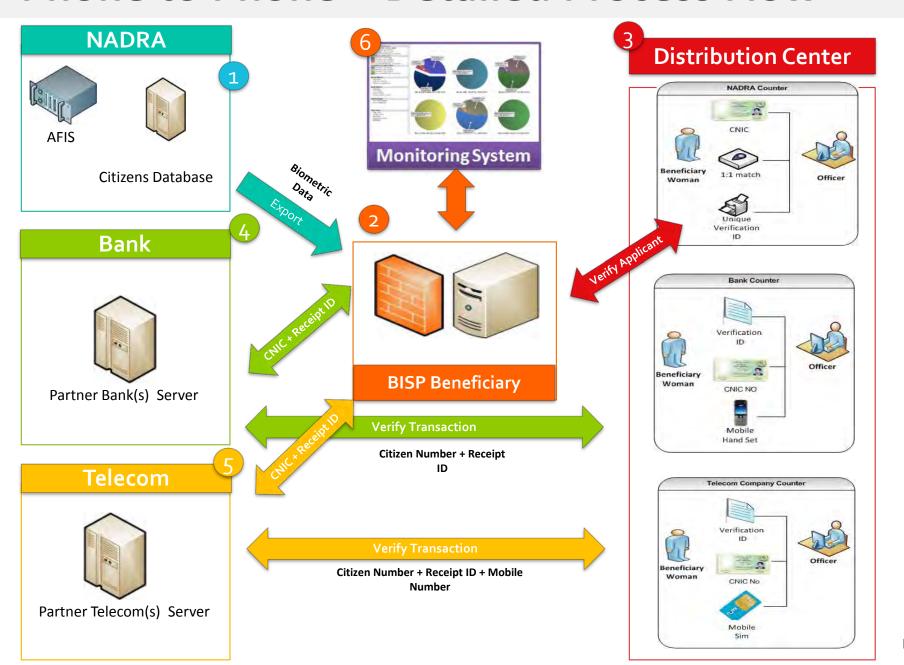
BISP Phone to Phone – Process Flow





BISP Phone to Phone – Detailed Process Flow





BISP Phone to Phone – Statistics



Beneficiary Enrolled: 123,216

Amount Disbursed: Rs. 1.1 Billion

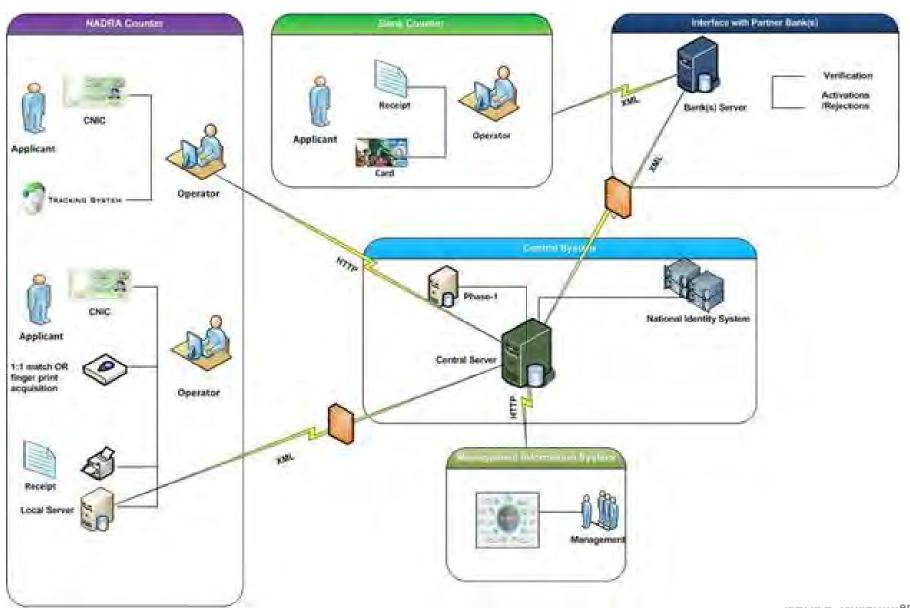
BISP Debit Card

Cash Benefit to Ultra Poor & Vulnerable Population



BISP Debit Card – Process Flow





BISP Debit Card – Statistics



Beneficiary Enrolled: 3.70 Million

Total Cash Disbursed: Rs. 49 Billion

Overall Statistics

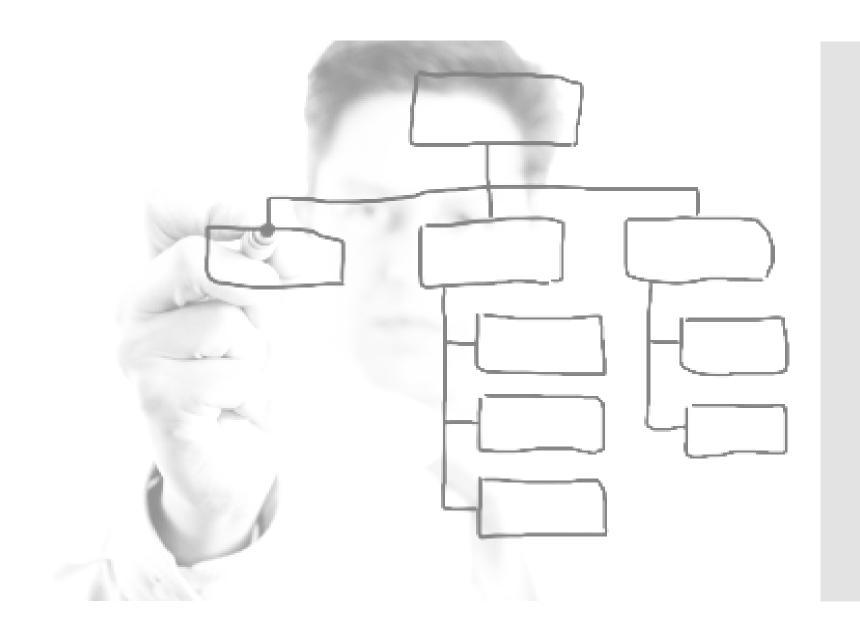
Overall summary of the statistics for projects: NADRA

Overall Statistics



Project Name	Total Accounts Created /Enrollments		Total Cash Disbursement (In PKR)	
IDP	0.39	Million	10.57	Billion
CDCP Phas	4 70 F V I	- A D.C	24.00	lion
CDCP Phas	IN LAST 5 YEARS			lion
Pakistan Ca				lion
BISP Smart TOTAL ACCOUNTS CREATED) :	8.54 MIL	LION	lion
BISP Debit				lion
BISP Phone TOTAL CASH DISBURSEMEN	NT:	PKR 158.44	BILLION	lion
TOTAL	8.54	MILLION	158.44	BILLION

Future Strategy



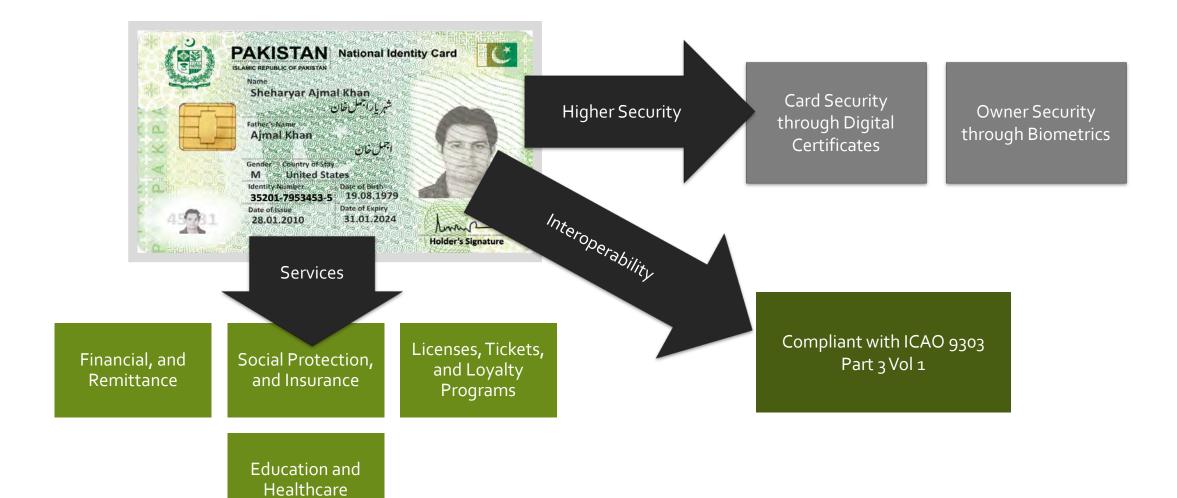
Identity Coverage Through Times





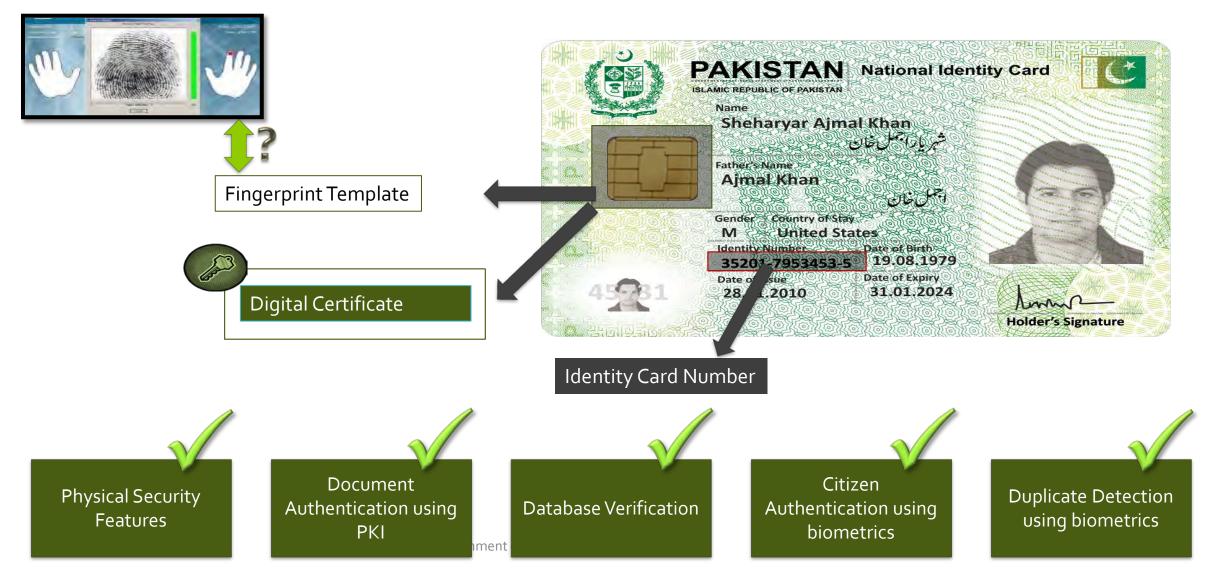
Smart Identity Cards





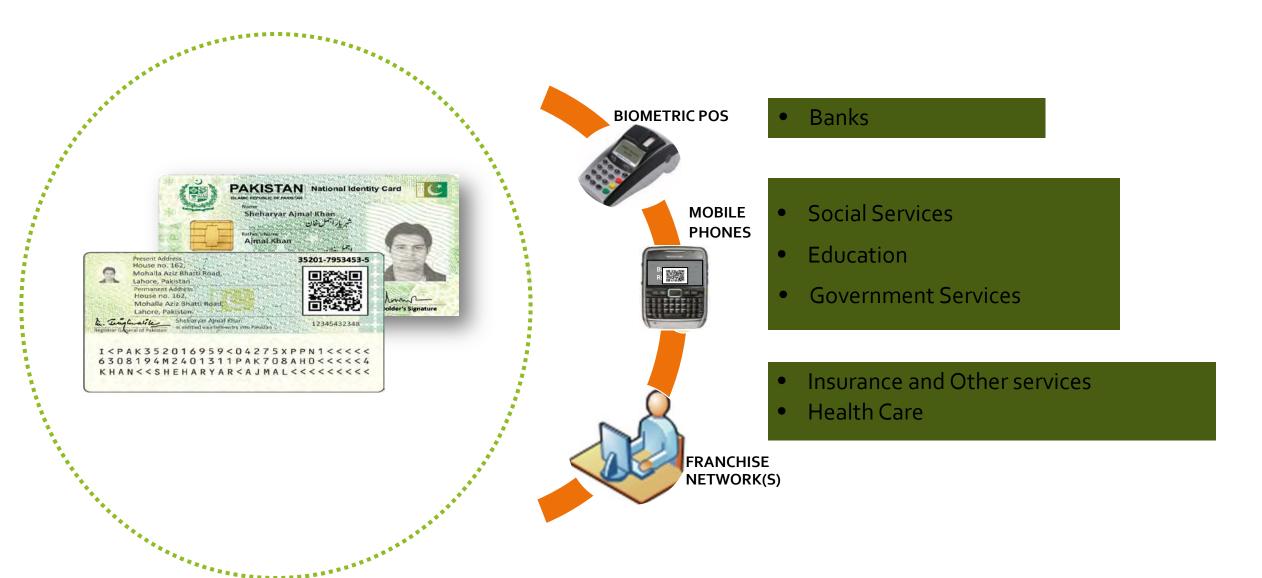
Highly Secure Identification Using Smart Cards





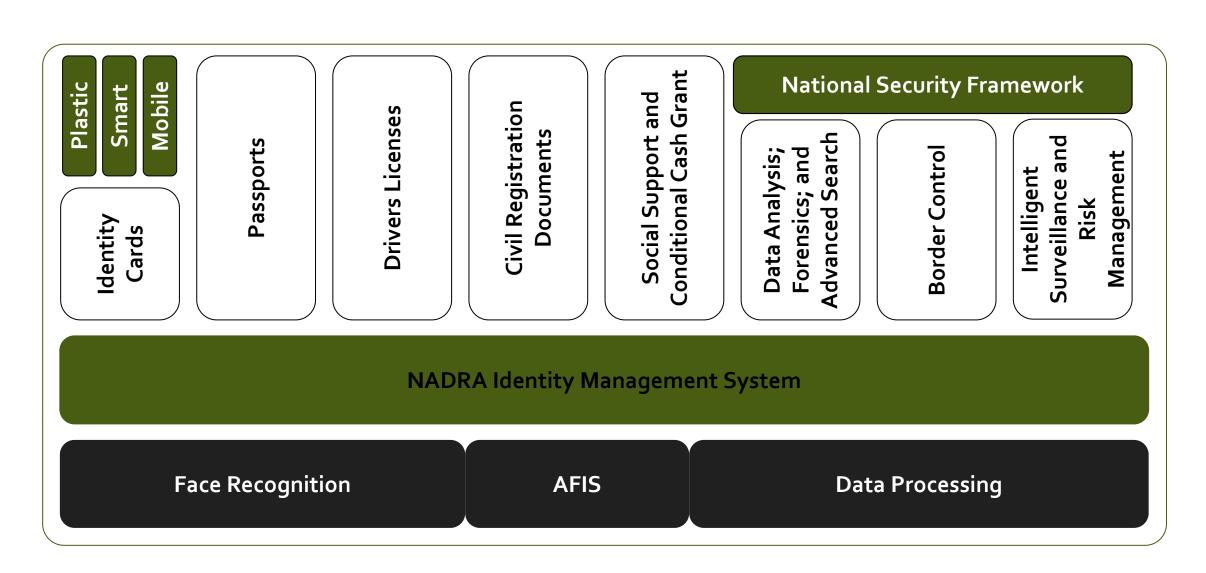
Service Delivery Channels using Smart Identity Cards





Identity Management Offering Strategy





Smart Card Services for Poor & Venerable



Pensions

Targeted Subsidies

Insurances

Emergency Cash Transfer

Damage Compensation

Social Protection Assistance

Old Age Benefits

Key Benefits



Positioning a platform that will ensure transparent disbursement of targeted social assistance to the population of Pakistan, starting with the poorest of the poor.

Facilitate planning/directing sustained economic growth and aid in better utilization of limited fiscal resources.

Efficiency gains through cost reduction with targeting of subsidies.

Formulation of a coherent strategy for rapid extension of smart card system to the masses.

Thank You.

Your questions are now welcome



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