



National Registration & Biometric Policy Framework

Version 2.0

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Notification of the Federal Government

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Islamabad, the 1st January, 2025

NOTIFICATION

The Federal Government has been pleased to approve National Registration & Biometric Policy (NR & BP) Framework to address critical challenges in the country's Civil Registration & Vital Statistics System and to cover the gaps in current Registration & Biometric Ecosystem. The Federal Government has also been pleased to approve the following National Steering Committee for development and implementation of National Registration & Biometric Policy (NR & BP):-

Member	Role
Federal Minister for Interior	Chairperson
Federal Minister for Information and Broadcasting	Member
Minister of State for Information Technology & Telecommunication	Member
Secretary, Ministry of Interior	Member
Secretary, Ministry of Planning, Development & Special Initiatives	Member
Chief Secretaries, All Provincial Governments	Member
Secretaries, Local Government of All Provinces	Member
Ms. Tania Aidrus	Member
Chairman NADRA	Secretary



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Section Officer (NADRA)

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Printing Corporation of Pakistan Press,
Islamabad.

Copy to:

- The Secretary to the President, President's Secretariat, Islamabad.
- The Secretary to the Prime Minister, Prime Minister's office, Islamabad.
- The Federal Minister for Interior, Islamabad.
- The Federal Minister for Information and Broadcasting, Islamabad.
- The Minister of State for Information Technology & Telecommunication, Islamabad.
- The Secretary, Ministry of Interior, Islamabad.
- The Secretary, Ministry of Planning, Development & Special Initiatives, Islamabad.
- The Secretary, Cabinet Division, Islamabad.
- The Chief Secretaries, Government of the Punjab/KPK/Sindh/ Balochistan, GB & AJK.
- The Chief Commissioner, ICT, Islamabad.
- The Chairman, National Database and Registration Authority (NADRA), Islamabad.
- The Secretaries, Local Government, Government of the Punjab/KPK/Sindh/Balochistan, GB & AJK.
- Ms. Tania Aidrus.
- The Principal Information Officer, PID, Islamabad.



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ACRONYMS & ABBREVIATIONS

ACC	Afghan Citizen Card
ARC	Alien Registration Card
AFIS	Automatic Finger Identification Systems
BISP	Benazir Income Support Program
BIPA	Biometric Information Privacy Act
BNT	Birth Notification Tool
CNIC	Computerized National Identity Card
CRC	Computerized Registration Certificate
CRMS	Civil Registration Management System
CRVS	Civil Registration and Vital Statistics
DNA	Deoxyribonucleic acid
DPIA	Data Protection Impact Assessments
DGR	Directorate General of Registration
EER	Equal Error Rate
eKYC	Electronic Know Your Customer
FRC	Family Registration Certificate
FAR	False Acceptance Rate
FRR	False Rejection Rate
FRS	Face Recognition System
GDPR	General Data Protection Regulation
ISO	International Organization for Standardization
LFD	Live Finger Detection
NRC	National Steering Committee
NBP	National Biometric Policy
NICOP	National Identity Card for Overseas Pakistanis
NIS	NADRA Information System
NR&BP	National Registration & Biometric Policy
NRC	NADRA Registration Center
POC	Pakistan Origin Card
PoR	Proof of Registration
PIA	Privacy Impact Assessments
PLMS	Punjab License Management System
SNIC	Smart National Identity Card
UC	Union Council
WSQ	Wavelet Scalar Quantization

1. EXECUTIVE SUMMARY

This document highlights the existing gaps in regulatory frameworks and systemic disintegration that have led to illegal intrusions affecting the integrity of National population registry maintain by National Database & Registration Authority (NADRA). The primary focus is on identifying vulnerabilities which starts from mechanism of civil registration system and likewise dependency of NADRA on the feeder agency i.e., Union council. The current flaws are highlighted with classical examples of identity theft cases and statistical analysis that undermine the system's integrity. It also proposes technological, regulatory and enforcement centric interventions to ensure the reverse as well as forward integration of NADRA systems to maintain the single version of truth.

Issues and Challenges

- **Regulatory Framework Gaps:** Inconsistencies and inadequacies in the existing regulatory frameworks governing civil registration and identity management.
- **Systemic Disintegration:** Lack of coordination and integration between NADRA and Union Councils, leading to data redundancy and inefficiencies.
- **Administrative Inefficiencies:** Inefficiencies highlighted by past studies, including lack of coordination between local government and health departments.
- **Data Discrepancies:** Significant discrepancies between records maintained by UCs and NADRA, resulting in duplication and gaps in vital statistics.
- **Limited Accessibility:** Barriers to accessing NADRA services, particularly for rural populations, causing delays and frustration.
- **Non-existence of National Biometric Policy:** Vulnerability to identity theft and fraudulent registrations due to non-availability of single source of biometric storage and authentication.

Proposed Interventions

- **Database Integration:** Integrate UCs and NADRA databases to streamline data processes and ensure seamless data sharing.
- **Unique Identification Numbers:** Issue unique identification numbers at birth to standardize vital event certificates across provinces.
- **Single repository of Biometrics:** Design and implement the single version of truth to store, transmit, verification to enhance data authenticity and prevent identity theft.
- **Health Sector Integration:** Integrate the health sector with Union Councils for real-time updates of vital statistics.
- **Service Accessibility:** Extend NADRA services through UCs and introduce a mobile application for convenient access to registration services.
- **Standardized Forms:** Use standardized forms and better integration with health and education sectors to improve efficiency.

Policy Recommendation

These challenges highlight the critical need for a comprehensive **National Registration and Biometric Policy (NR&BP)** to effectively address these regulatory and systemic issues, ensuring the reliability and integrity of national statistics, and facilitating efficient planning and resource allocation. Initially, prime **focus of NR&BP** will be on integrated **persons' registration ecosystem** and **single source of biometrics' storage and verification** leading to two-way integration with **registration of things**.

2. KEY FINDING FROM PAST STUDIES/INTERVENTIONS FOR REGISTRATION

2.1.1. NATIONAL REGISTRATION SYSTEM, 1993¹

Registrar General of Pakistan prepared a **report** in **1993** and highlighted following **issues** in the registration **system**:

*Section 12 clause ii) states that “The **administrative structures** developed for registration of vital events is **defective**. There is **no proper control** and supervision over the **basic units** like **Union Council** in case of rural areas and Municipal Corporations/ Committees, Town Committees and Cantonments responsible for registration of **births** and **deaths** in urban areas. Though separate staff is available with the urban basic units but **no staff exclusively** for **registration of vital events** has been provided to rural, basic units i.e. Union Councils”*

*Clause iii) “There is **no coordination** between the **Local Government** Department (agency for vital events registration) and the **Health Department** (agency for compiling vital statistics)”*

*Clause iv) The **importance** of registration of vital events is **not realized** because of the **illiteracy** of the people and **indifferent attitude** of registration **officials**. Therefore, the **coverage** of the events is **poor**.*

In order to **establish** a close **liaison** and effective cooperation between **District Registration Offices** and various **Local Bodies**, the Provincial and District Registration **Committees** were **constituted** at each Province and District to **thrash out** the **problems** connected with vital events registration and suggest ways and **means to improve** the present system. **Directions** were **extended** to provide **Provincial Health Departments** to **provide** the **information** on **births/deaths** occurring in the **hospitals/dispensaries** to District **Registration Offices** but with **no success**.

Despite all these efforts and the **recommendations** at **national** and **international** forum, the registration of births and deaths is **still deficient** both with respect to their **completeness** and **geographic** coverage.

2.1.2. TECHNICAL SUPPORT UNIT FOR CRVS IMPLEMENTATION

In **2012**, **Ministry of Planning**, Development & Special Initiatives was mandated **for implementation of CRVS** in country with a participatory and collaborative paradigm. In this connection **National Steering & Coordination Committee**, Technical Support Unit (TSU-CRVS) and **Provincial Steering & Coordination Committee** were formulated.

With reference to the **recommendation** of technical support unit (TSU) during **2012 till early 2023**, Local Govt. Departments are authorized to develop bylaws as per their needs, but until a **National CRVS Legislative Frame work** is established, the existing barriers will prevail. In this perspective, TSU has conducted various studies, however **institutional arrangements made by MOPD&SI failed to show significant progress in achieving SDGs targets & implementing CRVS**.

¹ Report titled “National Registration System in Pakistan” by Asad Mahmood Alvi, Director General of Registration, Government of Pakistan

Key findings of few studies are given below:

Sr. No.	Report Title	Prepared By	Key Findings
1	Assessment of CRVS Practices, resources & functioning in ICT, GB & AJK by MoPD&SI (2019)	MoPD&SI & UNDP	<ul style="list-style-type: none"> • Standardization of vital statistics application forms is required by the Local Government • Framework for the upward data flow of vital events, data maintenance across UC/Municipal offices, and creating a database is required by GB, AJK and ICT • Standardization of births and death certificates in health facilities is required • Linkage of CNIC with Hospital Information Systems is crucial • Mechanism to register migrants and stateless person should be defined
2	Gap Analysis: CRVS Practices, Mapping Stakeholders and Data Sources - 2018	MoPD&SI & UNICEF	<ul style="list-style-type: none"> • Introduce Unique Identification Number for birth registration • Comprehensive stakeholders' engagement strategy to be developed • CRVS Coordination unit should be established at all provinces • Linkage between CRVS data and census/survey data should be established • Information system for capturing birth & death should be interoperable with various portals • National authority should establish national standards and guidelines to be applied uniformly
3	National Framework on CRVS Reforms	MoPD&SI & UNICEF	<ul style="list-style-type: none"> • Political commitment is essential pre-requisite for functioning CRVS system • Parliamentary groups around strengthened CRVS systems will be established at national and provincial levels • CRVS will be embedded in national development plans and national strategies • Health, education and other public services, should be mobilized for encouraging the public to register vital events. • Legislation, rules, regulations and bye-laws/SOPs will be reviewed, updated, and amended • Identity management, civil registries, health information systems, and statistical production will be linked • Existing legal void for the entity to which data will be repositioned for generation of vital statistics will be addressed. • Review registration forms and procedures and their alignment with international standards • Introduction of innovations, such as mobile registration and use of IT for registration and maintaining civil registration records.

4	Historical Overview – Civil Registration and Vital Statistics - 2018	MoPD&SI & UNICEF	<ul style="list-style-type: none"> • TSU will undertake in-depth CRVS Needs Assessment Studies & develop national/provincial strategic plans by 2019 • By 2020 TSU will develop CRVS Operational Plans for each province, leading to a robust CRVS system that is up-scaled throughout the country
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2.1.3. INTERNATIONAL STUDIES

Sr. No.	Report Title	Prepared By	Key Findings
1	Synthesis of the Bali Process Civil Registration Assessment Toolkit: Pilot Projects in Pakistan, Thailand and Vietnam -2022	UNHCR	<ul style="list-style-type: none"> • Ensure birth registration of all irrespective of their legal status • Explicit inclusion of vulnerable population in federal laws • Revision of regulatory frameworks at provincial level that adversely affect vulnerable populations • Capacity development, including SOPs specifically for inclusion of vulnerable groups
2	Integrating Unique Identification Numbers in Civil Registration - 2018	The World Bank and Identification for Development	<ul style="list-style-type: none"> • There are defined processes for registration of vital events, but the records cannot be properly linked unless they have common elements. • In addition to name and birth date, one such element, is UIN, which is preferably issued at birth. • UINs based on random numbers and a checksum digit are preferred over structured UINs. • Random number-based UINs can be pre-generated (on stickers) and assigned even at remote, unconnected birth registration locations and can thus be universally assigned at birth.

3. LEGISLATIVE AMBIT

3.1. CITIZEN OF PAKISTAN

A **Pakistani citizen** is a **person** who is a citizen of the Islamic Republic of Pakistan, either by **birth, descent, migration, or naturalization**, as defined under the **Pakistan Citizenship Act, 1951** and subsequent amendments. Detailed definition is given in **Annexure A**.

3.2. ACTS & ORDINANCE

3.2.1. PRE-1947 ACTS AND RULES

After the creation of Pakistan, the registration of births and deaths continued to be registered under various **Pre-1947 Acts and Rules** till the promulgation of the Basic Democracies Order 1959. Under the arrangement, in rural areas, the **village chowkidar** was solely responsible to maintain two registers, one each for recording births and deaths.

In the **urban areas**, the **head of household** and **Mid-Wife/Nurse/Doctor**, present at the time of occurrence of birth/death, were responsible to **report** the event to the **Municipal committee** for **registration**. The registration of births and deaths in the province of Sindh was done by the Revenue Officials.

3.2.2. BASIC DEMOCRACIES ORDER, 1959 & MUNICIPAL ADMINISTRATION ORDINANCE, 1960

Under these pivotal mandates the **registration** of vital events was **made compulsory** and **standardized** across both urban and rural areas. Under the purview of these directives, the heads of households were entrusted with the responsibility of ensuring the registration of births and deaths with the **Union Councils / Municipal Committees**.

3.2.3. MUSLIM FAMILY LAWS ORDINANCE, 1961

The Registration of **Muslim Marriages** is carried out under the Muslim Family Laws ordinance, **1961** by the **Nikah Registrar appointed** by the **Local Councils** both in urban and rural areas. In urban areas, the Registrar reports marriages to the office of the Municipal Corporation/Municipal committee/Town Committee and in rural areas, to the Secretary, Union council. **Divorces** are reported to the **Union Council's** office in rural areas and Municipal Corporation/Municipal committee/Town Committee in urban areas.

3.2.4. LOCAL GOVERNMENTS ACT, 1970

The Basic Democracies Order, 1959 and the Municipal Administration Ordinance, 1960 were repealed in 1970 and new Local Government Acts were promulgated. Under these Acts, the registration of births and deaths in **urban areas** was to be carried out by the **Municipal Corporations/committees** and in **rural areas** by the **Halqa Councils**.

3.2.5. NATIONAL REGISTRATION ACT, 1973 & DGR (DIRECTORATE GENERAL OF REGISTRATION)

Under Section 4(1) AND 4(2) of the **National Registration Act, 1973**, it is envisaged to **establish Population Registers** for Pakistan by administrative units including the information related to **birth, death, adoption, legitimation, marriage, divorce, change of occupation, change of name** and change of residence.

The National Registration system commonly known as "**Continuous Population Registers**" was introduced in the country during **1973** when the **Directorate General of Registration** was established under National Registration Act for following purpose:

- **Register every citizen** of **Pakistan** whether residing **within** or **outside** the country
- **Issue national identity** cards to all **persons** of **age 18** and above.

3.2.6. LOCAL GOVERNMENT ORDINANCE, 1979

The **local Government Acts, 1970** were replaced during the year **1979** by Local Government Ordinances promulgated by the respective provincial Government. Under these ordinances the registration of births & deaths in the urban areas is compulsory whereas it is not so in case of the rural areas. However, the procedures prescribed under Basic Democracies order 1959 and Municipal Administration Ordinance 1960 are being followed for registration of births and deaths.

This **section** is **inactive** after **promulgation** of **18th amendment** and now **Provincial** local governments has **mandate** to **register births, deaths, marriages** and **divorces**.

3.2.7. NATIONAL DATABASE AND REGISTRATION AUTHORITY ORDINANCE, 2000

Section 7 of NADRA Ordinance 2000 outlines the **responsibilities** and **functions** regarding the **establishment** and maintenance of the **National Data Warehouse**. The Authority is mandated to develop a **central database**, termed the **Citizen Database**, by collecting and organizing comprehensive data about citizens. This database is intended to encompass various facets of information relating to citizens. Further, NADRA is also responsible for maintaining and updating the Citizen Database through various means, including establishing necessary connections and collaborations with different **governmental entities**, agencies, departments, or other bodies at the federal, provincial, or local levels. This involves continuously receiving **data inputs** from systems of birth, death, marriage, divorce registrations, and other relevant databases.

Currently, there is **no Federal or Provincial law which regulates Biometric Data**, additionally, there is also **no unified Biometric Policy operational at the moment**. However, The National Database and Registration Authority serves as the central body responsible for the collection, storage and management of biometric data in Pakistan. There is also a **legal framework** surrounding **NADRA's operations** which is grounded in the **NADRA Ordinance, 2000**, which provides detailed guidelines on the collection, usage, management, and security of biometric data.

As per NADRA Ordinance **Section 5.1.b: Purpose, objects, functions & powers of the authority:**

*"The **broadening** of the **registration base** to bring within its purview all **persons & things, wherever and whatever** they may be, to the extent and in the manner laid down in this Ordinance"*

As per NADRA ordinance, section 21, information relating to births, deaths, marriages, divorces, etc.

1) The birth of newly born citizen and the death of a citizen or any other prescribed persons or class thereof, shall be reported to District Registrar by such Authority or officer in such manner as the Authority may, by regulations, prescribe.

2) *The marriage or divorce of a citizen or any other prescribed persons or class thereof, shall be reported to the District Registrar by such Authority, or officer as may be prescribed by regulations.*

3.2.8. DATA PROTECTION BILL, 2023

This bill, approved by the Federal Cabinet in July 2023 and **awaiting presentation** in the House, introduces comprehensive definitions and roles for terms like “anonymized data,” “authorized person,” “**biometric data**,” “child,” “consent,” “critical personal data,” “data controller,” and “data processor.” As per the draft bill, biometric data is defined as “**means personal data resulting from specific technical processing relating to the physical, physiological, or behavioral characteristics of a person, which allow or confirm the unique identification of that person, such as facial images or dactyloscopic data**”.

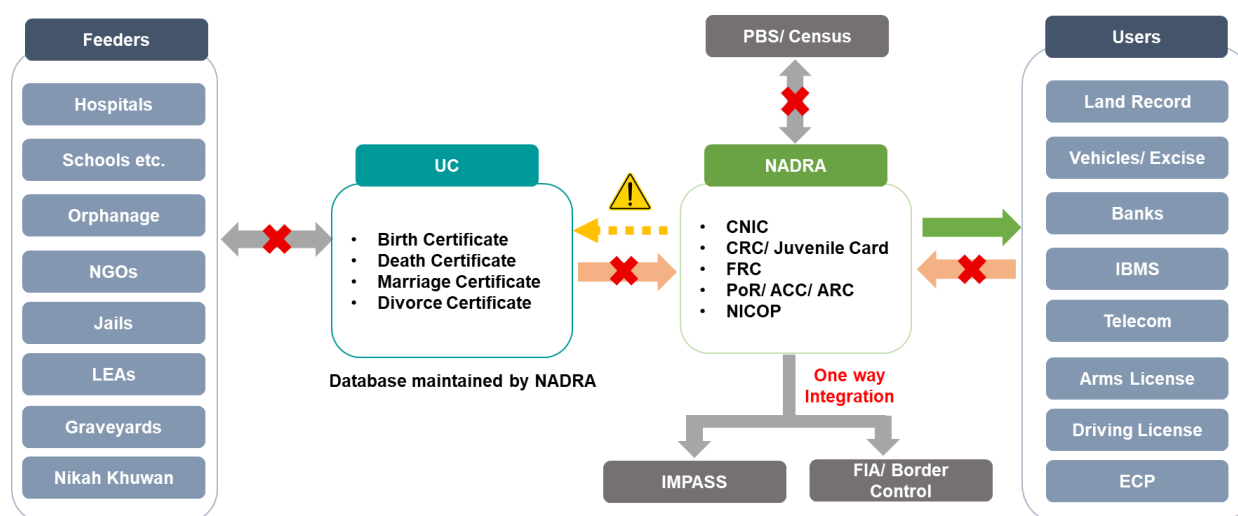
3.2.9. OTHER LEGISLATIONS PERTAINING TO BIOMETRIC DATA COLLECTION

Entities	Authority/ Legislation	Relevant Clause
Law Enforcement Agencies (FIA, Police)	<ul style="list-style-type: none"> Prevention of Electronic Crimes Act, 2016 Anti-Terrorism Act, 1997 	<p>Prevention of Electronic Crimes Act, 2016</p> <p>(b) "access to data" means gaining control or ability to use, copy, modify or delete any data held in or generated by any device or information system;</p>
Financial Institutions (Banks)	<ul style="list-style-type: none"> State Bank of Pakistan Regulations AML Act 2010 (Section 7A) 	<p>AML Act 2010 (Section 7A)</p> <p>Banks/MFBs shall ensure compliance with “Customer Due Diligence (CDD)” requirements stipulated in AML Act 2010 (Section 7A) and perform complete KYC/CDD/EDD for opening of such accounts as per applicable laws, regulations and its own policies and procedures. For this purpose, banks/MFBs shall obtain the following customer information / documents digitally:</p> <ul style="list-style-type: none"> Customer information. Scanned copy or photo of valid original Computerized / Smart National Identity Card issued by National Database and Registration Authority (NADRA). Live photo of the customer, captured through digital channels. Proof of business/work and source of income/funds of the customer) <p>Banks/MFBs shall:</p> <ul style="list-style-type: none"> Verify customer’s identity through NADRA Verisys or conduct Biometric Verification (BV) with liveness checks from NADRA at the time of account opening. However, in case of NADRA Verisys, BV of the customer from NADRA will be required within sixty (60) days from the date of account opening. In case, BV is not conducted within the stipulated time, banks/ MFBs shall impose debit block on such accounts after serving ten (10) days prior notice/ intimation to the customers.
Telecom (Mobile Operators)	<ul style="list-style-type: none"> PTA Regulations Pakistan Telecommunication (Re- 	<p>To combat terrorism and crime, the Pakistan government introduced Biometric Verification System (BVS) for mandatory SIM card registration in 2013. The policy requires everyone to</p>

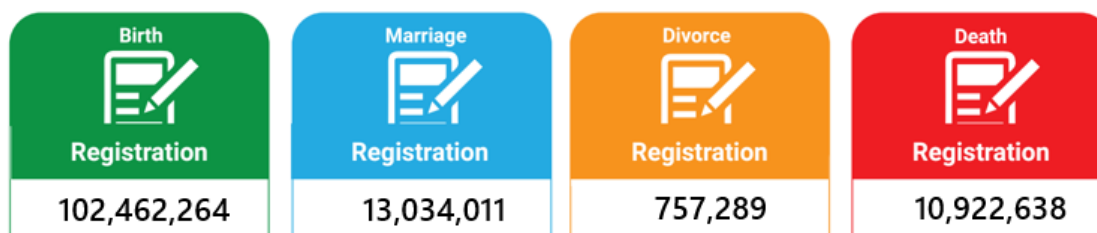
	Organization) Act, 1996 (Act No. XVII of 1996) (Amended up to 2014)	provide their fingerprints for matching against the CNIC database via NADRA before any SIM-related transactions can be conducted. This includes purchase, duplication, re-verification or change ownership of a SIM/WLL connection.
Healthcare Institutions (Hospitals, Clinics)	<ul style="list-style-type: none"> • Pakistan Medical and Dental Council. • (PM&DC Professional Ethics and Code of Conduct) • Personal Data Protection Bill 2021 	<p>(PM&DC Professional Ethics and Code of Conduct)</p> <p>8.4. Hospital/health care Professionals Most people understand and accept that information must be shared within the healthcare team to provide safe and effective care. If disclosure of a patient's information is necessary as part of their care and treatment, reasonable steps should be taken to ensure that such a disclosure is done to an appropriate person who understands that the information must be kept confidential</p>

4. SYSTEM AS IS

4.1. CURRENT REGISTRATION ECOSYSTEM



4.2. CIVIL REGISTRATION MANAGEMENT SYSTEM – UC



*Statistics till March, 2024

In Pakistan, registration of vital events is the mandate of Local Government Departments of Provincial Governments, Cantonment Boards (CBs) and at Federal Level (ICT, CDA). Since 2004, NADRA is providing technical support to Local Government Departments ICT, CDA & Cantonment Boards (CBs) of all provinces in digitization of 4 Vital Events (Birth, Marriage, Divorce Death).

Presently, **11,777 out of 11,826 CRMS sites** are operating through the CRMS Online software application.

4.2.1. UNION COUNCIL – FEEDER AGENCIES

Feeder Agencies w.r.t Civil Registration - Union Council			
Sr #	Events	Agency/Source	Impact & Dependency
1	Birth	Parents	High
2		Relatives	Medium
3		Self	High
4		Health Facilities	High
5		FDI	High
6		LHVs	Medium

7		NSER, BISP	Medium
8		MoFA - Foreign births	Low
9		Orphanage houses	Low
10		LEAs	Low
11		Educational institute	Medium
12	Death	Relatives	High
13		Courts - Succession	Medium
14		Hospitals	High
15		NSER, BISP	Medium
16		District Administration	High
17		ECP	Low
18	Marriage	Nikah Registrar	High
19		Self	High
20		Relatives	Medium
21		Ministry of Minorities	Low
22	Divorce	Self	High
23		Legal courts	High
24	Immigration	FIA	High
25		Self	Low

Legends	Not Integrated
	Self-reporting

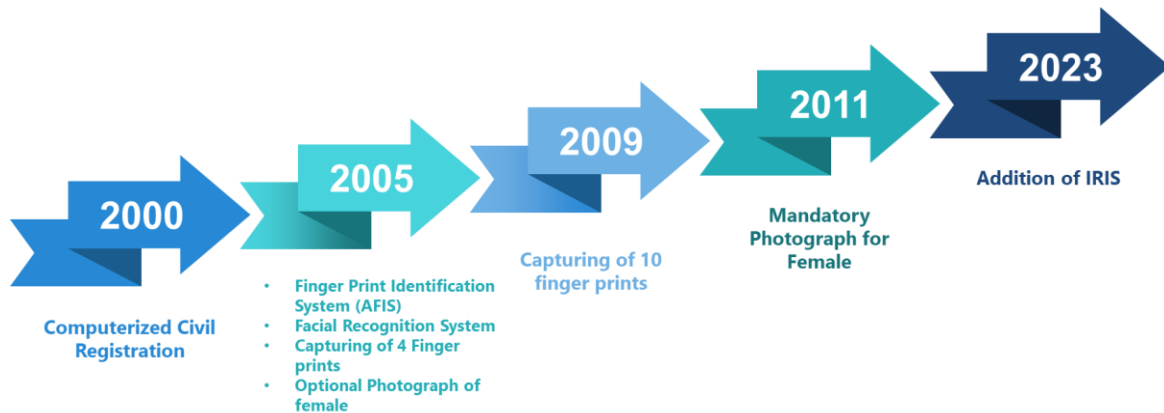
4.3. NIS- NADRA

National Database Organization (NDO) was established in 1998 to digitalize Census Forms. After two years, NDO was converted into NADRA by merging Directorate General of Registration (DGR). In March 2000, NADRA was set up through NADRA ordinance 2000 as an authority with full functional autonomy. All powers of the authority were vested in its board of directors and its chairman was designated as Registrar General of Pakistan.

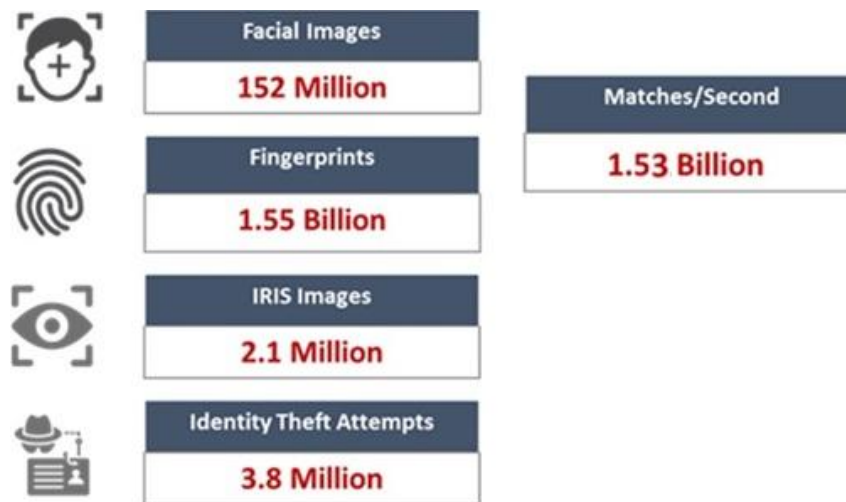
NADRA set out on the journey of Civil Registration of all Pakistanis in Aug 2000 and in a short span of time NADRA's team indigenously created a state-of-the-art centralized Data Warehouse, Network Infrastructure and Interactive Data Acquisition Systems to issue secure Computerized National Identity Cards (CNIC). NADRA has incorporated biometrics, facial & IRIS technologies in its system to ensure the highest level of consistency, accuracy and integrity in citizens data.

Residents of Pakistan	Registration Documents issued by NADRA
Pakistani citizenship holders	CNIC, SNIC, CRC, FRC, Juvenile Card
Emigrants/Dual National	NICOP, SNICOP
Pakistani origin and foreign spouse	POC (Pakistan Origin Card)
Aliens	ARC (Alien Registration Card)
Afghan Citizens – UNHCR protection	PoR (Proof of Registration)
Undocumented Afghans	ACC (Afghan Citizen Card) – One time exercise

4.3.1. NADRA'S BIOMETRIC JOURNEY



In a span of 24 years, NADRA registered 98% of the adult population and enrolled the fingerprints of 155 million individuals which translates to more than 1.55 billion fingerprints and 152 million faces. Another biometric feature of IRIS is also being integrated to enhance the biometric capability of the organization.



*Statistics till March, 2024

4.3.2. EMPOWERING NATIONAL SECURITY THROUGH BIOMETRICS

From induction of Biometric acquisition of civilians in database, NADRA is utilizing this data in range of services for the country including:

- **Counter Terrorism**

NADRA played key role in counter terrorism efforts in the country by provided prompt identification of suicide bomber and terrorist fighting with Law enforcement agencies. **3.8 million illegitimate attempt of identity theft** were restrained wherein **2.3 million** are through **fingerprints** and **1.5 million** via **photographs**.

- **Law Enforcement**

In absence of National criminal database, the only available civilian biometric data has been used in crime scene cases e.g., theft and robberies.

- **Disaster victim Identification**

NADRA extended its full support to the country in calamities and disasters by identifying the victims in boat accidents, air crashes, Floods and soldiers of Pakistan Army in Gyari Valley when avalanche hit their base camp.

- **Fraud Cases**

Thousands of fingerprint verifications have received from all quarters of properties/plots being frequently sold by imposters by using others identities. NADRA helps the authorities by identifying the true identities of perpetrators through fingerprints.

- **Civil Cases**

Civil cases include marriage certificates (Nikkah Nama) and divorce deeds to ascertain the true identity of thumbprints affixed to them.

- **Identification of un-conscious Patients and unknown Dead bodies**

NADRA is providing the facility to different hospitals and charity organizations in the identification of unconscious patient under treatment and dead bodies due to road accidents and don't have any identity papers with them to trace their relatives.

- **Verification National Status**

The national status of Pakistanis detained and trapped in different parts of the world without identity documents has been verified through their biometrics held in NADRA.

4.4. IMPASS – PASSPORT AND NATURALIZATION STATUS

The Directorate General of Immigration & Passports (DGIP) is a key governmental body in Pakistan, operating under the Ministry of Interior. It is responsible for issuing passports, handling immigration matters, and processing citizenship applications. DGIP ensures that Pakistani citizens receive secure and valid travel documents, including ordinary, diplomatic, and official passports, while also managing the naturalization process for eligible foreign nationals.

4.5. CENSUS IN PAKISTAN

The census organization was established in 1950 as a part of Ministry of Home Affairs and first three censuses were while working under that Ministry. After 1972 Census, Census Organization was established on a permanent footing and was made an attached department of Ministry of Interior. With the creation of Registration organization in 1973, as an attached department of Ministry of Interior and also headed by Census Commissioner, both the departments were merged in 1976 to be called “**Census & Registration Organization**”.

In March 1978, the “Census & Registration Organization” was split into two separate departments and **Population Census Organization** was placed under the **Statistics Division** which remains as such thereafter due to promulgation of **General Statistics (Re-organization) Act, 2011**. The conduct of Census is the responsibility of Pakistan Bureau of Statistics.

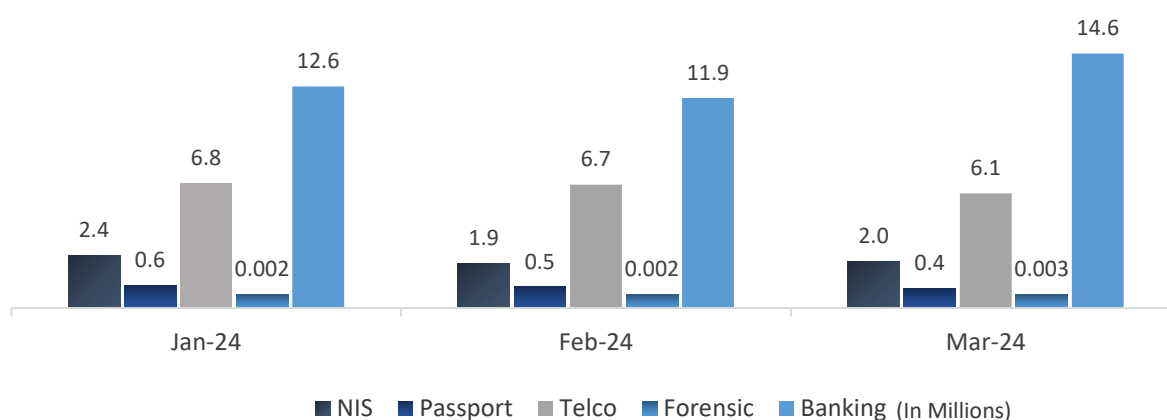
First 5 censuses were undertaken with the legal cover of Census Ordinance, 1959 amended from time to time. The 6th & 7th Population and Housing Census was conducted under the legal cover of General Statistics (Re-organization) Act, 2011.

Event	1 st Census	2 nd	3 rd	4 th	5 th	6 th	7 th
Year	1951	1961	1972	1981	1998	2017	2023
Population* ² (In Millions)	33.7	42.9	65.3	84.3	132.4	207.8	241.5

4.6. CURRENT BIOMETRIC GALLERIES & STATISTICS

Sectors	Organization	Purpose
Government Agencies	NADRA, IMPASS, PITB, BISP, Driving Licensing authorities	CNIC, Passports, Voter Registration, Driving license, social protection etc.
Law Enforcement Agencies	FIA, Police	Criminal Investigation, Counter-Terrorism
Financial Sector	Banks, Fintech	Customer Verification (KYC), Transactions
Telecommunications	Telco Operators	SIM Card Registration
Social media & IT Giants	Google, Facebook, WhatsApp etc.	Profiling

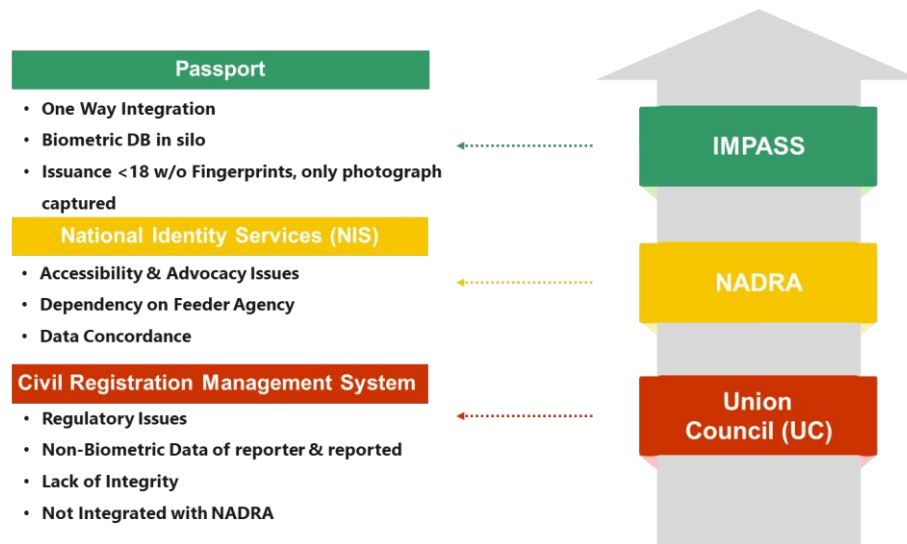
Biometric Acquisition by different Sectors (Jan - Mar 2024)



² <https://www.pbs.gov.pk/content/population-census>

<https://www.pbs.gov.pk/sites/default/files/population/2023/Press%20Release.pdf>

5. GAP ANALYSIS

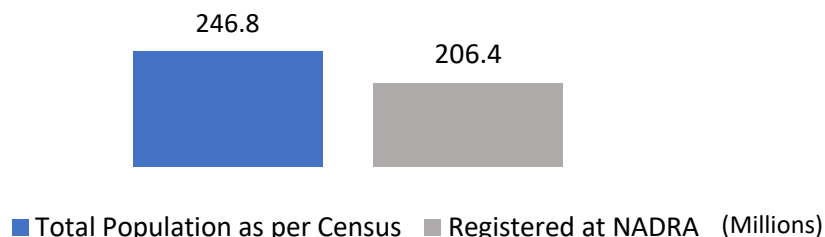


5.1. KEY STATISTICS

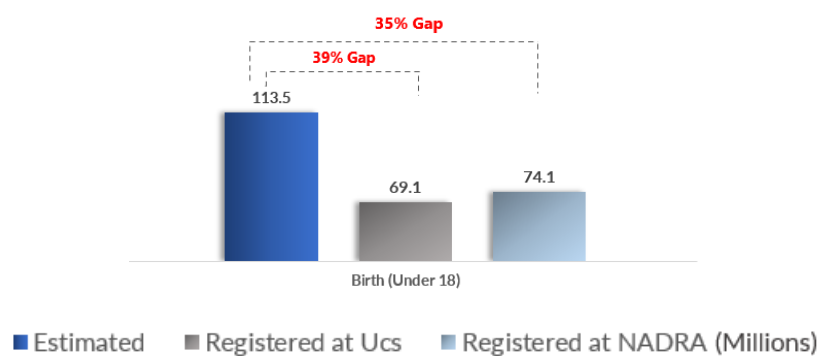
- **16.4% population (40.4 million) is unregistered at NADRA w.r.t census (2023)**
- **246.8 million and 206.4 million population registered in Census and NADRA respectively**
- **11 million citizens** are carrying expired CNICs
- **24% PoC/NICOP holders' fingerprints not existent**
- **1.2 million registered female's photograph is missing**
- **6.3 million spouses are not registered but having registered children**
- **2.9 million citizens** (marked "deceased" in CRMS) have SIM cards
- **101k citizens** (marked "deceased" in CRMS) **verified** biometrically from Telco **after** date of death
- **58.3 million** persons registered with **Birth Year only** (01-01-XXXX)
- **3.8 million identity theft** attempts **blocked**
- **0.19 million** records are **digitally impounded**
- **1.9 million citizens** are registered as **single household**
- **1,071 CNIC** holders **identified** to **repatriate** under **IFRP/ARP** exercise
- **3,882 CNICs** are **blocked** against Afghan **PoR** and **ACC** cards

5.2. REGISTRATION GAPS

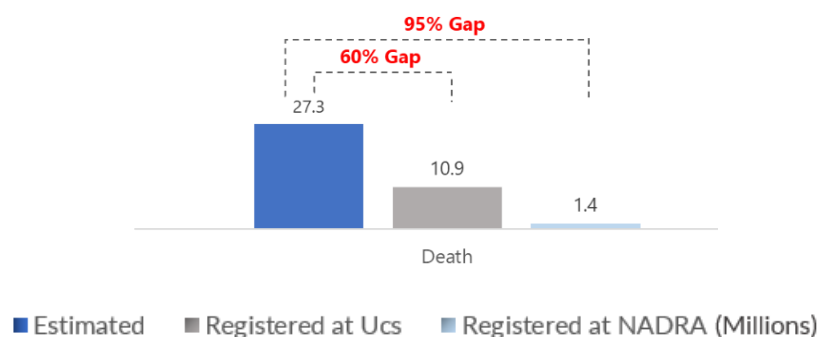
5.2.1. CENSUS VS REGISTRATION STATISTICS



5.2.2. BIRTH REGISTRATION W.R.T. NADRA & UCS

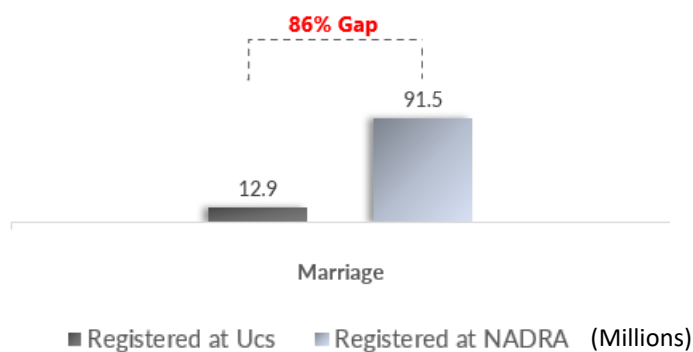


5.2.3. DEATH REGISTRATION W.R.T. NADRA & UCS

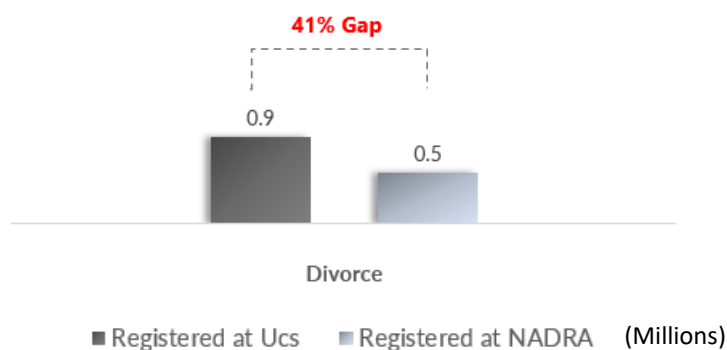


*Estimation Source: www.macrotrends.net

5.2.4. MARRIAGE REGISTRATION W.R.T. NADRA & UCS



5.2.5. DIVORCE REGISTRATION W.R.T. NADRA & UCS



*Statistics till March, 2024

5.2.6. PROVINCE WISE REGISTRATION GAP

Province/Area	Population	Registration	Gap
	246,823,191	206,439,745	40,383,446
Punjab	127,688,921	113,446,061	14,242,860
Sindh	55,696,145	40,903,169	14,792,976
Khyber Pakhtunkhwa	40,856,099	34,688,469	6,167,630
Balochistan	14,428,184	8,212,382	6,215,802
ICT	2,363,863	2,724,434	-360,571
AJK & GB	5,789,979	6,465,230	-675,251

5.2.7. REGISTERED PERSONS WITH BIRTH YEAR ONLY (01.01.YEAR)

Province/Area	Male	Female	Total
	15,512,280	17,165,619	32,677,899
Punjab	14,765,960	16,490,281	31,256,241
Sindh	7,139,571	7,695,434	14,835,005
Khyber-Pakhtunkhwa	5,601,599	6,580,066	12,181,665
Balochistan	1,967,239	1,839,172	3,806,411
Islamabad	172,713	203,433	376,146
Azad Kashmir	451,963	609,691	1,061,654
GB	179,195	237,823	417,018

*Statistics till March, 2024

5.3. ISSUES – NATIONAL REGISTRATION ECOSYSTEM

- **Regulatory Framework:**

The regulatory framework governing Pakistan's civil registration system is fragmented and outdated. Despite numerous acts and ordinances, such as the Pakistan Citizenship Act, 1951, and the NADRA Ordinance, 2000, there remains a lack of comprehensive and harmonized policies. These gaps lead to inconsistencies in registration practices across provinces and territories, weakening the overall effectiveness of the system. The absence of a unified national policy exacerbates these issues, making it challenging to enforce regulations uniformly and efficiently. Furthermore, in absence of National Biometric Policy,

- **Integration:**

The civil registration system suffers from disintegration between NADRA and feeder agencies like Union Councils. Multiple databases operate in silos, leading to redundant data entry and inconsistencies across records. This disjointed structure hampers the ability to maintain a single, reliable source of truth for vital statistics. Integration challenges are further compounded by the lack of technological interoperability, preventing seamless data sharing and real-time updates across different platforms. Details of Feeder & User Agencies are attached as **Annexure B**.

- **Lack of National Biometric Policy:**

The absence of a National Biometric Policy has led to significant issues, including inconsistencies in technology implementation, interoperability challenges, and heightened privacy and security risks due to unstandardized practices. Without a cohesive framework, biometric data is vulnerable to breaches and misuse, eroding public trust and potentially enabling identity theft and unauthorized surveillance. This policy gap also impedes accountability, potentially resulting in human rights violations, and stifles innovation and economic growth by creating an unpredictable environment for businesses. Overall, a lack of national guidelines undermines the effective, ethical, and secure use of biometric systems.

- **Concordance:**

The lack of concordance between various databases results in significant discrepancies in vital statistics. Records maintained by Union Councils often do not match those in NADRA's databases, leading to duplication and data gaps. These inconsistencies undermine the credibility of the registration system and pose significant challenges for accurate data collection and analysis. Harmonizing these records is crucial for ensuring the reliability of national statistics.

- **Integrity:**

The integrity of the civil registration system is compromised by weak verification processes and inadequate data management practices. Identity theft and fraudulent registrations are prevalent due to the lack of biometric verification at the Union Council level. Such security lapses erode public trust and compromise the accuracy and reliability of the national database.

- **Accessibility:**

Limited accessibility to NADRA services, especially in rural areas, poses a significant barrier to effective registration. Many NADRA centers are located at considerable distances, creating logistical challenges for individuals seeking registration services. This inaccessibility leads to delays, frustration, and a high number of unregistered individuals, particularly among vulnerable populations.

- **Functional:**

The current operational framework of the civil registration system is inefficient and cumbersome. Applicants often face lengthy and bureaucratic procedures, requiring visits to multiple offices for registration of vital events. This functional inefficiency not only burdens citizens but also strains NADRA's limited resources, leading to extended wait times and processing delays.

5.4. ISSUES - BIOMETRIC ECO-SYSTEM

While Pakistan lacks legal framework for the collection, usage, management, and security of biometric data, several other shortcomings also need to be addressed to enhance data protection, privacy, and overall effectiveness.

Sr #	Challenges	Details	Impact
1	Fragmentation of Data Collection and Management	Multiple institutions collect and manage biometric data, including NADRA, the State Bank of Pakistan (SBP), Pakistan Telecommunication Authority (PTA), and the Federal Investigation Agency (FIA). This leads to inconsistencies and difficulties in maintaining a unified standard for data protection.	<ul style="list-style-type: none"> • Inconsistent Data Protection: Different bodies may have varying levels of data protection measures, leading to potential vulnerabilities. • Data Redundancy: Overlapping data collection efforts can result in redundant data storage, increasing the risk of data breaches. • Coordination Challenges: Lack of centralized oversight complicates the coordination and standardization of data protection practices
2	Inadequate Informed Consent and Transparency	There is no overarching requirement for obtaining explicit, informed consent across all sectors that collect and use biometric data.	<ul style="list-style-type: none"> • Erosion of Trust: Lack of informed consent procedures can erode public trust in biometric systems. • Potential for Abuse: Without clear consent mechanisms, there is a higher risk of data being collected and used without individuals' knowledge
3	Absence of Mandatory Data Protection Impact Assessments (DPIAs)	There is no requirement for conducting Data Protection Impact Assessments (DPIAs) before implementing new technologies or processing activities involving biometric data.	<ul style="list-style-type: none"> • Unmitigated Risks: Potential risks associated with biometric data processing might not be adequately assessed or mitigated. • Lack of Preparedness: Organizations may not be fully prepared to handle data protection challenges, leading to vulnerabilities.
4	Insufficient Data Security and Breach Notification Protocols	There is no comprehensive framework for data security measures specific to biometric data or mandatory breach	<ul style="list-style-type: none"> • Increased Vulnerability: Without stringent security measures, biometric data is more susceptible to breaches and unauthorized access.

		notification protocols. No law explicitly deals with Privacy.	<ul style="list-style-type: none"> • Delayed Response: Absence of mandatory breach notification protocols can delay responses to data breaches, exacerbating the impact.
5	Lack of Centralized Supervisory Authority	There is no single, independent supervisory authority dedicated to overseeing the protection of biometric data. Regulatory oversight is fragmented across different sectors and bodies.	<ul style="list-style-type: none"> • Inconsistent Enforcement: Lack of centralized oversight results in inconsistent enforcement of data protection standards. • Coordination Difficulties: Multiple regulatory bodies can lead to coordination challenges and overlap in responsibilities.
6	Missing Biometrics	NADRA started Biometric enrolments in 2005, approximately 1.2 million photos and 2.7 million fingerprints are missing for individuals. there are still gaps in biometric data coverage due to registration policies in vogue earlier e.g. acquisition of photographs for women was optional till year 2011. Furthermore, there is huge gap in biometrics data of minors & non-nationals.	<ul style="list-style-type: none"> • Security Concerns: Inability to verify identities lead to increased risks of false identities • Access to services: Many services in Pakistan including banking, telecom and government assistance, rely on biometric verification. Without biometrics, individuals face difficulties in accessing the services • Vulnerability: Minors & females without biometric record are more vulnerable to human trafficking and exploitation
7	Fake IDs issued before biometric implementation	Before implementing the biometric recognition system, the NADRA card process was plagued by numerous flaws. Identity theft and fraud were common, as the system made it easy for fraudsters to steal identities and create fake IDs.	<ul style="list-style-type: none"> • Integrity of data: Integrity of data was compromised as human error during data entry led to inaccuracies in personal information, addresses, and other critical details. • Tampering and fraud: In the absence of biometrics of individuals system was vulnerable to tampering and fraud. • Lack of transparency: The system lacked transparency, leading to potential fraud, corruption, and abuse of power.
8	e-KYC with single Biometric Modality	eKYC systems that rely on a single biometric modality have several drawbacks, including security risks, false non-match rates, limited inclusivity, privacy concerns, lack of liveness detection, vulnerability to bias, high error rates, and limited scalability.	<ul style="list-style-type: none"> • Security Breach: Relying on a single biometric trait makes the system more vulnerable to spoofing attacks and failed recognitions, which can lead to security breaches and user frustration. • Difficulties for Senior Citizens & persons with disabilities: Single-modality systems struggle to accommodate individuals with

			diverse physical characteristics or disabilities, raising concerns about inclusivity and bias.
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5.5. CHALLENGES IN PHYSIOLOGICAL BIOMETRICS CAPTURING

5.5.1. FINGERPRINTS

1. Amputation in hands or with some fingers or having weak impressions (like skin issues, flat fingers, Senior Citizen, Labour class, etc.), Enroll the other fingers.
2. For the disabled and do not have hands or weak impressions for all fingers, take other biometric Face and IRIS.
3. Environmental conditions (e.g., dust, humidity, temperature) can affect fingerprint pattern quality, regularly clean and calibrate fingerprint scanners.
4. Ordinary fingerprint scanners must be replaced with the latest fingerprint scanner with liveness capability.

5.5.2. FACE

1. Medical Cases, if face is injured, wait until any temporary injury to face has healed before you provide facial biometrics. In case of permanent issues, alternate biometrics acquired i.e. fingerprint, IRIS
2. Regarding privacy concerns and potential misuse of personal data due to culture and religious factor some people are not willing for photograph.

5.5.3. IRIS

1. Environmental conditions (e.g., dust, humidity, temperature, and lighting) can affect IRIS devices performance and accuracy, regularly clean and calibrate IRIS scanners, maintain a controlled environment to minimize fluctuations.
2. As per international standards IRIS can be impacted by physical issues affecting the eyes. Possible cause of Iris failure to enroll (FTE) are mostly genetic diseases.
3. Iris Alteration due to Certain eye surgeries, such as iris reconstruction or iris implants, can physically alter the appearance of the iris. These procedures may involve changing the color, shape, or texture of the iris, which can potentially impact the uniqueness and stability of the iris patterns used in recognition systems. As a result, the accuracy and reliability of iris recognition could be affected.
4. Intraocular Lens Implants: In cases where intraocular lens implants are used during cataract surgery, these implants can affect the appearance of the iris by changing its color or causing structural changes. These alterations may influence the effectiveness of iris recognition systems in identifying or verifying individuals.
5. Colored Lens effect the Wearing fashion colored or patterned lens should not be allowed when applying for iris capture, while transparent prescription lenses will not affect the iris captured.

5.6. IDENTITY THEFT/ LOOPHOLES - CLASSICAL EXAMPLES

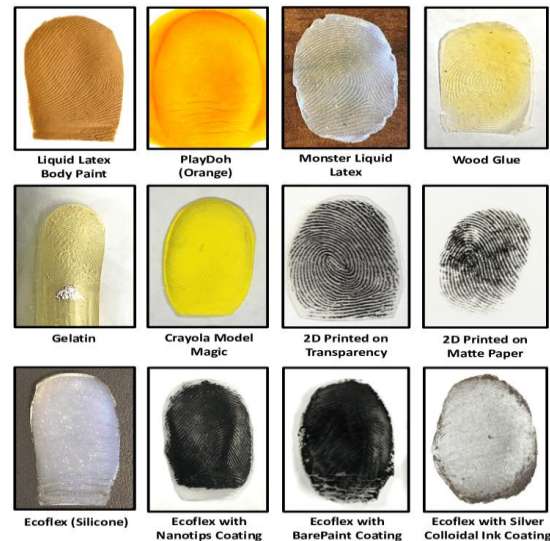
Sr. No.	Illegal intrusion/ loopholes	Purpose	Remarks
1.	Multiple Registration of the same Child with Different Profiles	To Travel Abroad	<ul style="list-style-type: none"> Already holder of CRC # 346xxxxxxxxx1 with the name of Mujahid Soran Ashraf with DOB 16 Apr 2002 and same individual obtained CNIC # 352xxxxxxxxx9 with the name of Muhammad Ahmad DOB 01 Feb 2000 Already holder of CRC # 346xxxxxxxxx3 with the name of Maqsood ul Hassan with DOB 14 Mar 2004 and same individual CNIC # 346xxxxxxxxx9 with the name of Muhammad Mohsin DOB 01 Jan 2000
2.	Passport Issuance to non-nationals under 18years	To Travel Abroad	<ul style="list-style-type: none"> Passport issued to under 18 years on the basis of CRC without biometrics Numerous cases reported by IMPASS for cancellation of passports issued to non-nationals under 18 years
3.	Willful Intrusion in One's Own Family Tree	For Monetary gains	<ul style="list-style-type: none"> Muhammad Habib CNIC # 374xxxxxxxxx9 suspected non-national willfully intruded by Mst. Khalida Bibi CNIC # 374xxxxxxxxx8 Zeeshan Khan CNIC # 374xxxxxxxxx5 and Salman Khan CNIC # 611xxxxxxxxx7 suspected non-nationals willfully intruded by Alamgir Khan CNIC# 173xxxxxxxxx3
4.	Intrusion of close family members as Nephews and Nieces	For settlement abroad	Mr. Muhammad Nazir CNIC # 373xxxxxxxxx3 has obtained the said CNIC with his correct particulars. However, later he fraudulently managed to obtain fake NICOP # 373xxxxxxxxx7 by using name and parentage of his brother-in-Law Muhammad Khan s/o Jumma Khan CNIC # 373xxxxxxxxx9. Muhammad Nazir after obtaining NICOP proceeded abroad impersonating himself as Muhammad Khan/father of Saghir Begum (920xxxxxxxxx2) who happens to be his niece.
5.	Removing duplicate entries by declaring a family members deceased	Same individual obtained CRC and CNIC with different names and original name deleted from family tree	<p>Following individuals were already CRCs holders but they obtained NICOPs with fake particulars to proceed abroad. Later they cancelled their CRCs by presenting death certificates</p> <ul style="list-style-type: none"> Arham NICOP # 331xxxxxxxxx3 Muhammad Ibrar NICOP # 331xxxxxxxxx9 Muhammad Talha CRC # 343xxxxxxxxx9/ TID # 770xxxxxxxxx4 Imran Ullah CRC # 3430165516289/ TID # 770xxxxxxxxx2
6.	Afghan/Other Nationals got the Cards	For obtaining of Pakistan nationality	Multiple cases reported by M&E and other Intelligence.

7.	Fake Marriage Registrations	For human trafficking	Mst. Saeeda Rana CNIC # 372xxxxxxx6 is unmarried but she obtained her CNIC by showing her brother-in-law namely Sharf Din CNIC # 372xxxxxxx5 (already deceased) as husband and obtained 5 x CRCs of children under same fake parentage to facilitate them in proceeding abroad (Hong Kong)
8	Illegal SIM and Level Zero account (Bank) opening	For multiple purpose	Mobile SIM are issued without biometrics and new bank account can be opened without consent of individual

5.7. MISUSE OF BIOMETRICS - CLASSICAL EXAMPLE (2014)

SIM issuance using biometric verification was initiated in the year 2014 where a single biometric was used for an individual's proof of life and after successful verification SIM was issued. During a single biometric verification regimen, FIA Cybercrime wing conducted a raid on retailers selling SIMs in the absence of individuals. Upon investigation, it was revealed that Silicon Fingerprints were used to cheat the system which they were able to acquire through the following sources:

- Fake Ration/Money Distribution Drives
- Food donation drives
- Handing out small cash stipends
- Free SIMs etc.



Fingerprints were obtained and then copied on X-ray films.

A fake fingerprint membrane is created from silicone and is pasted on the thumbs. Misuse of a citizen's fingerprints happens without their awareness.

To counter the misuse of a single biometric verification, multi fingerprint verification was introduced. During a raid by PTA officials on SIM issuance outlet, it is transpired that SIMs are issued without the presence of CNIC holder using fingerprints imprinted on a paper strip, defeating the multi-fingerprint system and LFDs (Live Finger Detection). On further investigating it was discovered that Punjab License Management System (PLMS) acquires ten finger prints while processing vehicle license. Data was compromised from their system and miscreants took high resolution prints on paper and used them while issuance of SIM cards. To cheat liveness of LFDs, they applied oil on the paper fingerprint and press against the optical scanner which accepts finger prints and transaction become successful.



6. PROBLEM STATEMENT

- **Responsibility** of vital events **reporting** remains with **citizens** instead of **state**
- Multiple systems are operational with **lack of Integration between NADRA, UCs and other feeder/ user agencies**. Data entry is conducted at every stage resulting in duplication of efforts and redundancies in data entries
- **Data Authenticity** and **Integrity issues** arise due to **absence of biometrics at UC level** causing multiple instances of same record with variations in names, DOB etc.
- **Significant difference** is evident between registration data maintained at Union Councils (UCs) and that held with NADRA. This indicates systemic **inefficiencies** in **data management** and **synchronization**. 40 million population is still unregistered
- **Accessibility issues** for prospective applicants seeking essential NADRA services as NADRA centers are located at 25km radius
- **Limited NADRA's centers** are deployed all across Pakistan, thereby putting the **strain** on **existing infrastructure** to cope with the **substantial processing demands** and **extended wait time** for visiting applicants
- Applicants are **unduly burdened** by the **cumbersome** and time-consuming procedures associated with vital event registration, necessitating **visits to multiple offices**
- All **provinces** are using **different** format for vital events **certificates** issuance
- **Inconsistencies** in technology implementation, **interoperability** challenges, and heightened privacy and **security risks** exist due to **lack of National Biometric Policy**
- **Unique Identity not established** until age of 18 – only photograph may exist
- Lack of use of **NIC chip** due to absence of downstream & upstream infrastructure; necessitate users to carry multiple cards
- **E-KYC** operated on **single biometric** leading to fraud
- **SIMs** are **not biometrically verified** regularly
- Police and other **law enforcement agencies** face difficulties in tracking and apprehending criminals without reliable biometric data, compromising **national security**

7. OPPORTUNITY

- **Standardization** of National **Registration ecosystem** will yield to formulate a sustainable **single version of truth** across all feeder and user agencies of NADRA
- **Integrating** UC & NADRA NIS databases at back-end & processing of CBRC & CRC from one place will curtail the **intrusion** of other nationals e.g., Afghani & Iran etc. from getting Pakistani nationality illegally.
- **Continuous Population Registration** will remove the need of **census**
- **24%** of the total applicants visit NADRA centers for CRC, CD & loss/stolen services. **Diverting** the load to Union Councils will **decrease** the processing **load** significantly.
- The outreach of UCs is extended across **11,777 localities** while NADRA is operating from **1,057 locations (static & mobile)** only. UCs are accessible within 7km. Extending NADRA services at UCs will significantly reduce processing time at NRC's and will provide ease to applicants.

- Convergence of **Citizen Services** through **Digital economy enhancement project (DEEP)** will result in easy access to services
- As per PTA, **Mobile tele-density** in Pakistan has increased to **79.63% with 54.7% Mobile Broadband penetration**, thus introducing NADRA services over mobile application will provide convenience to applicants intending to register themselves.
- The right to a recognized identity has long been an element in the human rights agenda. Pakistan is striving to achieve **UN Sustainable Development Goals (SDG) target 17.19.2** i.e., “**Achieve 100% birth and 80% death registration, by 2030**” and **SDG 16.9**: “**Provide legal identity for all**”

8. NATIONAL REGISTRATION & BIOMETRIC POLICY FRAMEWORK - GUIDELINES

The purpose of the National Registration & Biometric Policies is to establish a comprehensive, integrated, and efficient national registration & biometric ecosystem that ensures the accurate recording and management of vital events and personal identification data. This policy aims to address the current challenges related to regulatory framework, data authenticity, integrity, and accessibility, while enhancing operational efficiency and service delivery.

8.1. VISION

“To create a **unified, secure, and efficient Registration & Biometric eco-system** that ensures accurate **recording** of every **citizen’s identity & vital event** by leveraging advanced **technologies**, integrating **databases**, and fostering **inter-departmental collaboration**”

8.2. OBJECTIVES

- **Inclusivity and Accessibility:** Ensure all citizens have easy and equitable access to registration services, regardless of their location or socio-economic status.
- **Data Integrity and Security:** Implement biometric verification and robust data management practices to maintain accurate and secure personal information.
- **Inter-Agency Collaboration:** Integrate databases across all feeder and user agencies to eliminate data redundancies and improve efficiency.
- **Technology-Driven Service Delivery:** Use digital platforms to provide convenient, user-friendly, and secure registration services.
- **Support National and Global Goals:** Align with international standards and commitments, including the UN Sustainable Development Goals, to enhance civil registration and vital statistics systems.
- **Strengthen Governance and Planning:** Provide reliable data to support informed decision-making, policy formulation, and resource allocation at all government levels.

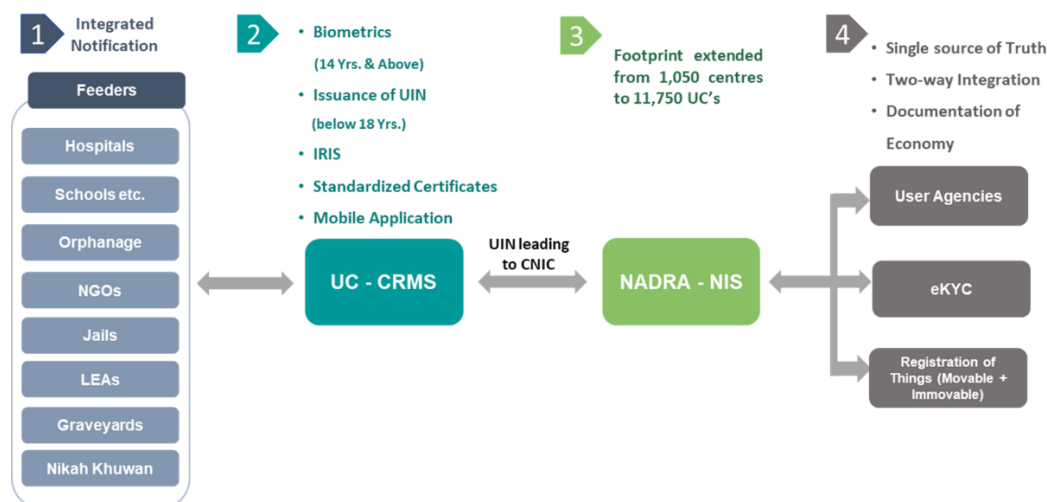
8.3. TERMS OF REFERENCES

Based upon comprehensive study of legal framework, existing registration process, registration gaps, outcomes of past studies & interventions, following ToRs are proposed for development & implementation of National Registration Policy:

ToR :I	Regulatory Framework Update	Assess and update the current regulatory framework for national population register, identify gaps and inconsistencies, and recommend uniform policies for enforcement across provinces and territories
ToR: II	System Integration & Data Concordance	Develop a comprehensive plan to integrate NADRA and feeder agencies' databases, ensure real-time data exchange, and establish robust verification mechanisms to maintain consistent, accurate, and secure records
ToR: III	Digital ID Ecosystem	Develop an inclusive comprehensive framework for a robust digital ID ecosystem, ensuring secure, user-friendly and facilitating widespread adoption
ToR: IV	Accessibility & Operational Efficiency	Propose and implement strategies to expand NADRA services, particularly in rural areas, through additional service points at Union Councils, while streamlining the registration process and minimizing processing times.
ToR: V	National Biometric Policy Development	Development & implementation of standardized Biometric Policy for the collection, storage, and use of biometric data, ensuring consistency, security, and privacy across all sectors, thereby enhancing trust on national registration ecosystem.

9. PROPOSED REGISTRATION ECOSYSTEM

The targeted registration ecosystem encompasses on the two-way integration of NADRA systems with all of its feeder and user agencies. It will establish a single version of truth starting from integrated birth notification & registration, identity issuance till coverage of all life events like marriage, family formation, economic activities extended up to registration of things. Accomplishment of mentioned ToRs will result in a comprehensive and efficient national registration ecosystem as illustrated in following diagram;



9.1. TOR I: REGULATORY FRAMEWORK UPDATE

Objective: To update the regulatory framework, addressing gaps and inconsistencies, and ensuring uniform policies across provinces and territories.

9.1.1. IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Assess Current Framework	<ul style="list-style-type: none"> Conduct a comprehensive review of existing laws and regulations related to national registration. Identify gaps, inconsistencies, and areas needing improvement.
2	Stakeholder Consultation	<ul style="list-style-type: none"> Engage stakeholders including provincial governments, local authorities, and relevant agencies to gather input and build consensus on necessary changes.
3	Drafting Amendments	<ul style="list-style-type: none"> Develop amendments to existing laws and regulations to address identified issues and standardize procedures across all regions. Ensure the new regulatory framework supports the integration of NADRA and Union Council databases, biometric verification, and the issuance of unique identification numbers.
4	Approval and Implementation	<ul style="list-style-type: none"> Present the proposed amendments to the relevant legislative bodies for approval. Develop guidelines and training programs to support the implementation of the updated regulatory framework
5	Continuous Review	<ul style="list-style-type: none"> Establish a mechanism for regular review and revision to the regulatory framework to adapt to evolving needs and technological advancements.

9.1.2. PROSPECTIVE OUTCOME

- **Standardization & Uniformity:** Uniform policies shall ensure that vital events are registered consistently across all provinces.
- **Enhanced Legal clarity:** Necessary amendments to registration laws & regulation shall ensure that all registrations comply with national standards, reducing legal ambiguities and enhancing compliance
- **Greater Public Accessibility & Convenience:** All laws & regulation shall be reviewed in context of providing ease and convenience to applicants during the registration process and reducing the unnecessary complexities.
- **Reduced Inequality:** Standardized laws & regulations shall ensure that all individuals, regardless of their location (urban/rural) or socio-economic status, have equal access to registration.
- **Legal Identity for all:** Uniform policies shall ensure that all citizens of Pakistan are legally registered including the vulnerable population groups (All marginalized/stateless persons)

9.2. TOR II: SYSTEM INTEGRATION & DATA CONCORDANCE

Objective: To develop a comprehensive plan for integrating NADRA and feeder agencies' databases, ensuring real-time data exchange, and maintaining consistent, accurate, and secure records.

9.2.1. INTEGRATION OF UC & NADRA NIS DATABASES

Integrate Union Councils and NADRA NIS databases to ensure consistent and accurate data management.

9.2.1.1. IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Assessment and Development	<ul style="list-style-type: none"> Conduct a technical assessment of existing databases and infrastructure. Develop a detailed integration framework with defined protocols for data exchange and synchronization.
2	System launch	<ul style="list-style-type: none"> Conclude all administrative arrangements Implement biometric verification at Union Councils.
3	Data consistency & security	<ul style="list-style-type: none"> Develop data consistency mechanisms to eliminate duplicate records and discrepancies. Ensure robust security measures and conduct regular audits.
4	Capacity building and advocacy	<ul style="list-style-type: none"> Provide training and capacity building for staff. Launch MI/PI campaign for awareness
5	Performance evaluation	<ul style="list-style-type: none"> Monitor and evaluate the system performance and address issues promptly.

9.2.1.2. PROSPECTIVE OUTCOME

- **Data Consistency:** Integrating both databases shall eliminate the duplication of records and shall reduce the discrepancies between databases.
- **Real-Time Updates:** Registration/ Changes made at UC shall be instantly reflected in the NADRA database
- **Improved Service Delivery:** Automated data sharing shall reduce the processing time at NADRA and avoid duplication of efforts

9.2.2. INTEGRATION WITH HEALTH SECTOR FOR BIRTH & DEATH NOTIFICATION

Integrate CRVS with the health sector to ensure accurate and timely birth and death notifications.

9.2.2.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Development	<ul style="list-style-type: none"> Develop a Birth & Death Notification Tool (BNT) for deployment in healthcare facilities.
2	CRVS Integration	<ul style="list-style-type: none"> Integrate the BNT with the NADRA CRVS dashboard for automatic data population.
3	Capacity building	<ul style="list-style-type: none"> Train healthcare staff on using the BNT and ensuring accurate notifications.

4	Cross functional synchronization	<ul style="list-style-type: none"> Develop protocols for data integration and synchronization with the CRMS and NIS databases.
5	Performance evaluation	<ul style="list-style-type: none"> Monitor and evaluate the implementation to ensure accuracy and address issues promptly.

9.2.2.2. PROSPECTIVE OUTCOME

- **Real Time Notification:** All births & deaths occurring at healthcare facilities shall be notified on real time basis to Union Councils, thereby increasing the notified birth & death rate count
- **Informed Decision Making:** Government can make informed decisions & create effective policies based on updated vital statistics.
- **UN SDG Target:** Birth reporting on real-time basis will assist in achieving the UN SDG target 16.9 – “provide legal identity for all, including birth registration, by 2030” and 17.9.2(b) – “To achieve 100 percent births registration and 80 percent deaths registration”
- **Improved Public Health Planning:** Reliable data on births and deaths shall help health departments in understanding population growth rate, mortality rates & causes of death, which shall result in better planning & distribution of resources

9.2.3. INTEGRATION WITH USER & FEEDER AGENCIES

Integrate User & Feeder agencies with NADRA & Union Councils to ensure unified data management and develop registration ecosystem.

9.2.3.1. IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Assessment and Development	<ul style="list-style-type: none"> Identify feeder and user agencies (e.g. ECP, PBS, FBR, Telco's, ETD, FDI, Banks etc.) interlinked with vital events data Conduct a technical assessment of existing databases and infrastructure. Develop a detailed integration framework with defined protocols for data exchange and synchronization.
2	System launch	<ul style="list-style-type: none"> Conclude all administrative arrangements
3	Data consistency & security	<ul style="list-style-type: none"> Develop data consistency mechanisms to eliminate duplicate records and discrepancies. Ensure robust security measures and conduct regular audits.
4	Performance evaluation	<ul style="list-style-type: none"> Monitor and evaluate the system performance and address issues promptly.

9.2.3.2. PROSPECTIVE OUTCOME

- **Single Repository:** NADRA shall be integrated with all user & feeder agencies and maintain single database repository of all data
- **Data Consistency:** Integrating both databases shall eliminate the duplication of records and shall reduce the discrepancies between databases.

- **Real-Time Updates:** Registration/ Changes made at UC shall be instantly reflected in the NADRA database
- **Improved Service Delivery:** Automated data sharing shall reduce the processing time at NADRA and avoid duplication of efforts
- **Enhanced Security & Fraud Prevention:** Biometric data integration shall minimize the risk of identity theft and fraudulent activities

9.2.4. AUTOMATION OF MARRIAGE REGISTRATION PROCESS

Automate the marriage registration process to enhance efficiency and data accuracy.

9.2.4.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Source Registration	<ul style="list-style-type: none"> • Register Nikkah Registrars as legitimate users of the CRMS System.
2	Protocol development	<ul style="list-style-type: none"> • Develop protocols for online and in-person marriage registrations.
3	Biometric verification	<ul style="list-style-type: none"> • Ensure biometric verification of bride and groom at Union Councils.
4	Guideline's development	<ul style="list-style-type: none"> • Develop guidelines for issuing marriage certificates and updating marital status in NADRA database.
5	Capacity building	<ul style="list-style-type: none"> • Train Nikkah Registrars and Union Council staff on the new system and procedures.

9.2.4.2. PROSPECTIVE OUTCOME

- **Standardization & Un-authorized access prevention:** Only registered Nikkah Khuwan in CRMS database shall be able to perform the Nikkah. Moreover, it will ensure that only qualified Registrars are included, maintain the quality and integrity of marriage registration process
- **Enhanced Accuracy:** Biometrics data of bride and groom shall assist in identity verification and reduce the risk of impersonation or identity fraud.
- **Legal Certainty:** It shall ensure that both parties are legally eligible to marry, complying with age & consent requirements, and providing a solid legal foundation for marriage.
- **Improved Governance:** Biometrics capturing shall enhance the transparency in the marriage registration process, reducing opportunities for corruption, errors & discrepancies

9.2.5. INTEGRATION WITH COURT FOR DIVORCE REGISTRATION

Integrate the CRVS system with the court system for accurate and timely divorce registrations.

9.2.5.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Source Registration	<ul style="list-style-type: none"> • Register court users as legitimate users of the CRVS System.
2	Protocol development	<ul style="list-style-type: none"> • Develop protocols for online and in-person divorce registrations.
3	Biometric verification	<ul style="list-style-type: none"> • Ensure verification of divorce notifications and issuance of certificates.

4	Guidelines development	<ul style="list-style-type: none"> Develop guidelines for updating marital status in NADRA database upon verification.
5	Capacity building	<ul style="list-style-type: none"> Train court users and Union Council staff on the new system and procedures.

9.2.5.2. PROSPECTIVE OUTCOME

- **Increased efficiency:** An integrated system shall streamline the divorce reporting process, ensuring that the divorce registrations are promptly communicated from the courts/lawyers to Union Councils.
- **Centralized Data Management:** An integrated system shall allow centralized management of divorce records, facilitating easier access, retrieval and management of information
- **Reduced Administrative Burden:** Automating the reporting process shall reduce the administrative burden on court & council staff, freeing up resources for other tasks.
- **Public Convenience:** Citizens shall benefit from a transparent process, with easier access to divorce registration services and less bureaucratic complexities.

9.2.6. REGISTRATION/ INTEGRATION OF FOREIGNERS/ VULNERABLE POPULATION GROUPS

Integrate the existing systems developed for foreigners, marginalized groups registration (ACC/ PoR/ ARC etc.) with NIS. Moreover, a mechanism will be finalized for registration of stateless citizens.

9.2.6.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Assessment and Development	<ul style="list-style-type: none"> Develop a detailed integration framework with defined protocols for data exchange and synchronization Evaluate current registration process of stateless citizens & develop necessary SOP for registration
2	System launch	<ul style="list-style-type: none"> Conclude all administrative arrangements
3	Data consistency & security	<ul style="list-style-type: none"> Develop data consistency mechanisms to eliminate duplicate records and discrepancies. Ensure robust security measures and conduct regular audits.
4	Performance evaluation	<ul style="list-style-type: none"> Monitor and evaluate the system performance and address issues promptly.

9.2.6.2. PROSPECTIVE OUTCOME

- **Legal Recognition & Protection:** Registration of stateless will provide legal identity and recognition, which is crucial for accessing rights and protections under law
- **Centralized Registration:** Centralized data of registered population will be available including foreigners & marginalized groups

9.2.7. JUVENILE CARD PREREQUISITE FOR <18 PASSPORT ISSUANCE

Juvenile card will be made mandatory for issuance of passport to under 18 years

9.2.7.1. IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Assessment and Development	<ul style="list-style-type: none"> Conduct a technical assessment of existing process Development of required changes in software
2	System launch	<ul style="list-style-type: none"> Conclude all administrative arrangements
3	Capacity building and advocacy	<ul style="list-style-type: none"> Provide training and capacity building for staff.

9.2.7.2. PROSPECTIVE OUTCOME

- **Enhanced Identity Verification:** Juvenile card provides secure identity for minors, ensuring that passport is issued to correct individuals, reducing the risk of identity theft

9.2.8. AFIS OF UNDER 18 YEARS FOR CRC ISSUANCE

For CRC issuance biometrics of child will be made mandatory as per following details:

- **Photo:** 0-18 Years
- **Finger Print & IRIS:** 6 – 18 Years

9.2.8.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Assessment and Development	<ul style="list-style-type: none"> Add necessary changes in the software & CRC template
2	System launch	<ul style="list-style-type: none"> Conclude all administrative arrangements for launch
3	Guidelines development	<ul style="list-style-type: none"> Develop guidelines for issuance of CRC
4	Capacity building	<ul style="list-style-type: none"> Train NADRA staff for CRC issuance with updated guidelines

9.2.8.2. PROSPECTIVE OUTCOME

- **Enhanced Security:** By capturing the biometrics data, unique identity will be established for child, reducing the risk of identity theft, fraud or issuance of duplicate identities
- **Foundation for National Identity System:** Early AFIS capturing will serve as the foundation for National identity system

9.2.9. STANDARDIZED VITAL EVENTS CERTIFICATES & ADDRESS LIBRARY

Standardize the format for vital events certificates across all provinces to ensure consistency and data accuracy.

9.2.9.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Standardized Format Development	<ul style="list-style-type: none"> Develop standardized certificate formats for birth, death, marriage, and divorce events Finalize standard address format & library
2	Implementation	<ul style="list-style-type: none"> Ensure the standardized format is used consistently across all provinces
3	Capacity Building	<ul style="list-style-type: none"> Train relevant staff on the new certificate formats and procedures.

4	Guidelines development	<ul style="list-style-type: none"> Develop guidelines for verifying and issuing standardized certificates.
5	Monitoring	<ul style="list-style-type: none"> Monitor and evaluate the implementation to ensure compliance and address issues promptly.

9.2.9.2. PROSPECTIVE OUTCOME

- **Standardization and Uniformity:** Consistent format for vital events certificate across all provinces shall ensure that all documents are recognized and accepted uniformly across different regions. This shall reduce the bureaucratic hurdles faced by applicants while the documents are required in different provinces.
- **Ease of verification:** A uniform certificate shall simplify the verification process for institutions including schools, government agencies, LEAs etc., enhancing trust and reducing the risk of fraud.
- **Better Policy Making:** Uniform data collection and reporting shall provide comprehensive and comparable data cross all provinces. This shall facilitate the policymakers in making informed decisions & creating public policies

9.3. TOR III: DIGITAL ID ECOSYSTEM

Objective: To develop an inclusive, comprehensive framework for a robust digital ID ecosystem, ensuring secure, user-friendly systems that facilitate widespread adoption.

9.3.1. DIGITAL IDENTITY FRAMEWORK

Aiming to achieve universal coverage and accessibility while ensuring convenience, robustness, security and sustainability.

9.3.1.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Digital Framework	<ul style="list-style-type: none"> Ensure that every person (citizens, non-citizens and refugees) residing in Pakistan has access to apply for digital identification. Design a model that citizens can easily and securely obtain their digital ID through a convenient and user-friendly process that meets international standards for identity verification.
2	Digital Governance & Unique identification	<ul style="list-style-type: none"> To leverage on national ID and NADRA's digital infrastructure to enable effective and efficient digital governance. Ensure that citizens can easily and securely access digital services and participate in digital governance process.
3	E-KYC Platform	<ul style="list-style-type: none"> Design an advanced digital solution designed to streamline and automate verification process across user agencies. Develop an efficient and compliant identity verification, reducing the risk of fraud and enhancing user experience.
4	Advocacy and Monitoring	<ul style="list-style-type: none"> Launch awareness campaigns to educate the user agencies and general masses its benefits. Monitor and evaluate the system to ensure its effectiveness and address issues promptly.
5	*Establishment of National Data Exchange layer	<ul style="list-style-type: none"> Design and develop national data exchange layer, facilitating responsible and seamless sharing of personal and non-personal data between federal and provincial government agencies. Develop a governance framework for sharing of personal data in Pakistan in line with national laws and international good practices.

* National Data exchange layer to be established under Digital Economy Enhancement Project (DEEP) funded by Work bank.

9.3.1.2. PROSPECTIVE OUTCOME

- **Universal Digital ID Access:** All residents shall have the ability to easily apply for and obtain digital identification, promoting inclusivity and access to services.
- **Improved Digital Governance:** Leveraging NADRA's infrastructure shall enhance digital governance, allowing citizens to securely access digital services and participate in governance processes, improving transparency and public trust.
- **Streamlined identity verification:** eKYC shall simplify the process of verifying the identities across multiple agencies including banks, telcos and government services, reducing the need for repetitive

identity checks and documentation submissions. Moreover, this platform shall streamline and automate identity verification, reducing fraud risks and enhancing user experience by providing efficient and compliant verification processes.

- **Better Financial Inclusion:** eKYC shall make it easy for individuals to open bank accounts and access financial services, promoting financial inclusion, especially for those in remote or underserved areas.
- **Digital platform to access & share Personal Data:** Persons can verify their identity without physical appearance. Digital authentication will enable accessing public and private sector services end-to-end online.

9.3.2. ISSUANCE OF UNIQUE IDENTIFICATION NUMBER

Issue a unique identification number (UIN) to each resident immediately after birth registration or upon identification as an unregistered resident.

9.3.2.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	System Development	<ul style="list-style-type: none"> Develop a system for issuing UINs at birth registration and conversion to CNIC at age 18.
2	Implementation	<ul style="list-style-type: none"> Ensure the UIN replaces multiple identification numbers used by various agencies.
3	Protocols Development	<ul style="list-style-type: none"> Develop protocols for data integration and synchronization with relevant databases.
4	Awareness	<ul style="list-style-type: none"> Launch awareness campaigns to educate the public about the UIN and its benefits.
5	Monitoring	<ul style="list-style-type: none"> Monitor and evaluate the system to ensure its effectiveness and address issues promptly.

9.3.2.2. PROSPECTIVE OUTCOME

- **Streamlined Identity Management:** UIN issued at the time of birth registration shall be considered a single, consistent identifier throughout person's life, simplifying the identity management and reducing administrative complexities.
- **Ease of Access to Services:** With a single UIN, applicant shall be able to access various services including education, healthcare, banking etc. without needing to provide multiple forms of identification documents.
- **Efficient Public Administration:** Government agencies shall be able to efficiently manage & verify personal data, leading to improved service delivery & reduced administrative burden
- **Reduced Redundancy:** Single identification number shall eliminate the need for multiple identifiers, reducing redundancy and simplifying the documentation process.

9.3.3. BIOMETRIC VERIFICATION AT UC'S

Integrate Union Councils and NADRA NIS databases to ensure consistent and accurate data management.

9.3.3.1. IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Procurement	<ul style="list-style-type: none"> Procurement of biometric devices at all Union Councils
2	Verification system development	<ul style="list-style-type: none"> Integration of Biometric verification in the system
3	System launch	<ul style="list-style-type: none"> Conclude all administrative arrangements Implement biometric verification at Union Councils.
4	Capacity building and advocacy	<ul style="list-style-type: none"> Provide training and capacity building to UC staff
5	Performance evaluation	<ul style="list-style-type: none"> Monitor and evaluate the system performance and address issues promptly.

9.3.3.2. PROSPECTIVE OUTCOME

- **Enhanced Accuracy & Reliability:** Biometric verification at UC level shall ensure that the data collected during the registration is accurate and reliable, minimizing the risk of errors or fraudulent entries.
- **Prevention of Identity Fraud:** Biometric are unique to each individual and difficult to forge, thus introducing biometrics at UC level shall provide a robust mechanism to prevent identity fraud & impersonation.
- **Reduction in data redundancy:** Biometrics shall help in detecting and preventing the duplicate registrations, thus maintaining the integrity of registration system

9.3.4. SMART CARD SERVICES

Add more features in CNIC chip including **health, social protection, banking, Driver License** etc.

9.3.4.1. IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	System Development	<ul style="list-style-type: none"> Develop chip with advanced features
2	Protocols Development	<ul style="list-style-type: none"> Develop protocols for data integration and synchronization with relevant databases.
3	Security	<ul style="list-style-type: none"> Ensure robust security measures and conduct regular audits.
4	System launch	<ul style="list-style-type: none"> Conclude all administrative arrangements Implement biometric verification at Union Councils.
5	Performance evaluation	<ul style="list-style-type: none"> Monitor and evaluate the system performance and address issues promptly.

9.3.4.2. PROSPECTIVE OUTCOME

- **Streamlined Processes:** Citizens would be able to easily access services without needing to present multiple documents

9.4. TOR IV: ACCESSIBILITY & OPERATIONAL EFFICIENCY

To expand NADRA services through additional service points at Union Councils, while streamlining the registration process and minimizing processing times.

9.4.1. EXTENDING NADRA SERVICES THROUGH UNION COUNCILS

Extend NADRA services to Union Councils to improve accessibility and reduce processing times.

9.4.1.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Planning	<ul style="list-style-type: none"> Develop a phase-wise plan for extending NADRA services to Union Councils.
2	Equipment Procurement	<ul style="list-style-type: none"> Procure the required equipment for carrying out NADRA services
3	HR Arrangement	<ul style="list-style-type: none"> Deploy NADRA staff at Union Councils to handle registration tasks.
4	Awareness Campaigns	<ul style="list-style-type: none"> Launch MI/PI campaign for awareness

9.4.1.2. PROSPECTIVE OUTCOME

- **Decreased Processing Load at NADRA centers:** Processing load at shortlisted districts NRC's shall decrease by Approx 146,450 applicants per month
- **Increased Accessibility:** Currently 11,000+ UCs are operational across Pakistan as compared to 800+ NRC's. Extending NADRA services at UC's shall result in more accessibility to applicants
- **Convenience for applicants:** Applicants shall not have to visit multiple offices for UC & NADRA services; all services shall be available under one roof.
- **Data Integrity:** Handling of NADRA services by its own staff shall ensure data integrity & security

9.4.2. NADRA SERVICES THROUGH ONE APP MOBILE APPLICATION

Provide NADRA services through a mobile application to enhance convenience and accessibility.

9.4.2.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	App development	<ul style="list-style-type: none"> Develop a comprehensive mobile application (One App) offering a range of NADRA services.
2	Integration of Vital Events Registration services	<ul style="list-style-type: none"> Integrate services such as CRC, CD, and other registration services into the app.
3	Awareness Campaigns	<ul style="list-style-type: none"> Launch awareness campaigns to educate the public about the app.
4	Monitoring	<ul style="list-style-type: none"> Monitor and evaluate the app's performance and address issues promptly.

9.4.2.2. PROSPECTIVE OUTCOME

- **Convenience:** Citizens shall be able to access ID services anytime, anywhere, without the need to visit NADRA centers.
- **Improved Efficiency:** Services through mobile application shall reduce processing times and administrative burdens, improving overall service delivery.
- **24/7 Access:** The app shall cater to diverse user needs, offering a user-friendly interface accessible to citizens of all ages and backgrounds. Moreover, NADRA services will be available round the clock
- **Real-Time Updates:** Users shall receive real-time updates on the status of their applications and notifications for renewal deadlines, ensuring timely action.

9.4.3. UC SERVICES THROUGH MOBILE APPLICATION

Introduce a mobile application for self-declaration and registration of vital events.

9.4.3.1. IMPLEMENTATION MATRIX:

Sr #	Activity	Description
1	Mobile Application	<ul style="list-style-type: none"> Develop a mobile application for vital events registration (birth, death, marriage, divorce).
2	Self-Declaration	<ul style="list-style-type: none"> Ensure the app allows for self-declaration and certificate download.
3	Capacity Building	<ul style="list-style-type: none"> Train relevant staff on using the app and ensuring accurate registrations.
4	Awareness Campaigns	<ul style="list-style-type: none"> Launch awareness campaigns to educate the public about the app.
5	Monitoring	<ul style="list-style-type: none"> Monitor and evaluate the app's performance and address issues promptly.

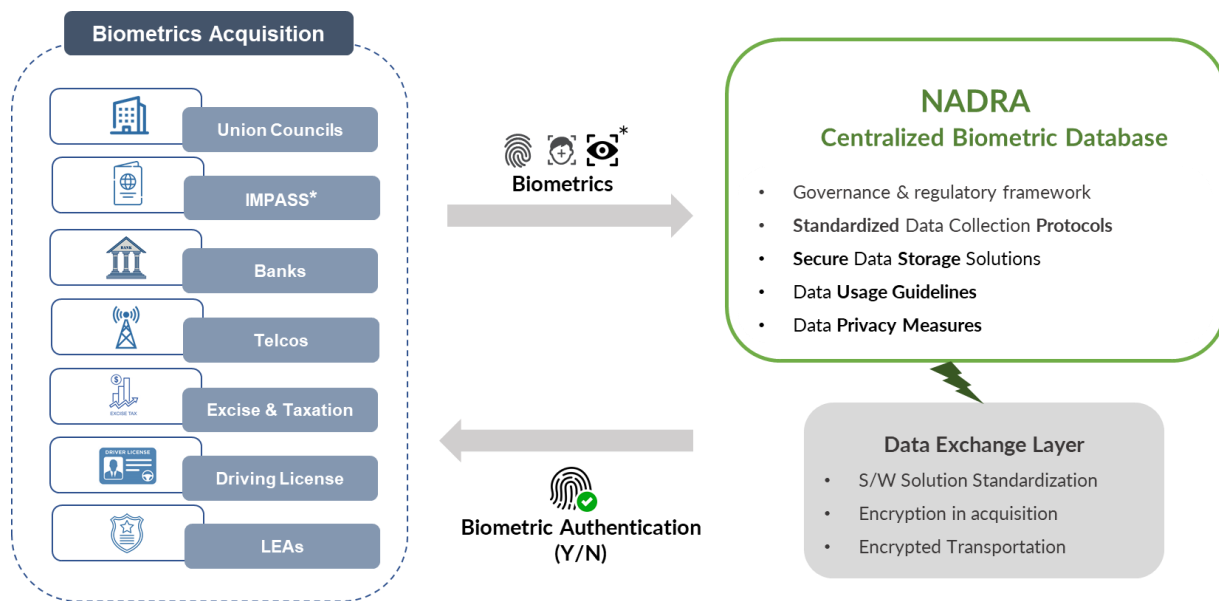
9.4.3.2. PROSPECTIVE OUTCOME

- **Improved Accessibility:** Mobile app shall allow individuals to register vital events from anywhere at any time, making the registration process more accessible, especially for those in remote areas.
- **Convenience and Time-saving:** Applicants shall be able to register and declare themselves without needing to visit Union Councils offices, saving time and reducing the burden of travelling and waiting time.
- **Enhanced Efficiency:** Providing UC services through mobile application shall streamline the registration process by automating data entry & submission, reducing paperwork and administrative workload for UC staff.
- **Notifications & Reminders:** UC mobile app shall send reminders and notifications to applicants about important deadlines, updates on registration status and other relevant information.

9.5. ToR V: NATIONAL BIOMETRIC POLICY DEVELOPMENT

This ToR aims to establish a comprehensive and standardized approach to the collection, storage, and use of biometric data across various government agencies & private sector in Pakistan. The National Biometric policy will be designed to enhance security, improve service delivery, and prevent identity fraud by ensuring the integrity and accuracy of biometric systems. Key components include stringent data protection measures, interoperability standards for biometric databases, and clear guidelines for the ethical use of biometric information.

Following is the prospective outcome of National Biometric Policy:

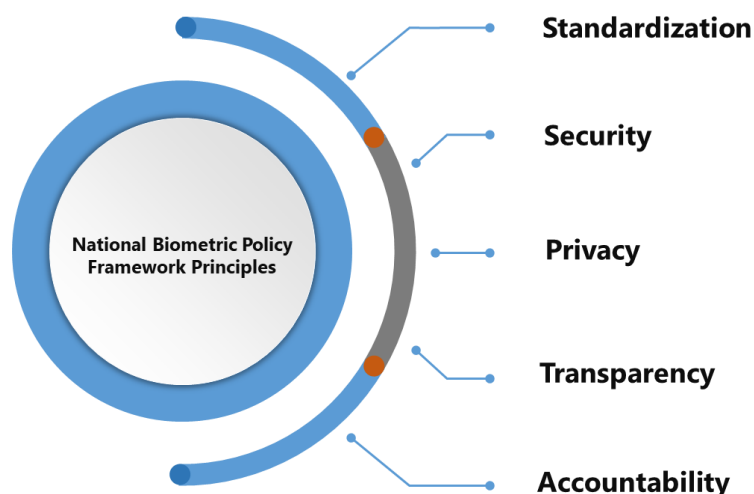


9.5.1. SCOPE

The policy developed will be applicable to all sectors in Pakistan that collect, store, and use biometric data, including but not limited to government agencies, private sector entities, telcos, social protection and financial institutions.

9.5.2. POLICY FRAMEWORK PRINCIPLES/ OBJECTIVES

1. Develop and implement standardized protocols for the collection, storage, and use of biometric data.
2. Ensure the security of biometric data to prevent unauthorized access and breaches.
3. Protect individuals' privacy through robust measures and compliance with legal requirements.
4. Enhance public trust and ensure transparency in the management of biometric data.
5. Establish a comprehensive governance framework for the ethical and lawful handling of biometric data.



9.5.3. IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Policy Framework Development	<ul style="list-style-type: none"> Conduct a review of existing biometric data policies and international best practices. Develop a comprehensive policy framework for the collection, storage, and use of biometric data Draft the biometric policy framework document covering all necessary aspects.
2	Technical Infrastructure Enhancement	<ul style="list-style-type: none"> Define technical standards and specifications for biometric data systems. Upgrade and standardize technical infrastructure for biometric data management. Develop and deploy standardized biometric data collection and storage systems.
3	Security and Privacy Protocols Implementation	<ul style="list-style-type: none"> Develop comprehensive security and privacy guidelines. Implement encryption and access control mechanisms for biometric data. Establish robust security and privacy protocols to protect biometric data.
4	Awareness and Capacity Building	<ul style="list-style-type: none"> Present the proposed amendments to the relevant legislative bodies for approval. Launch awareness campaigns and capacity-building initiatives for all stakeholders.
5	Continuous Review	<ul style="list-style-type: none"> Create a feedback mechanism for continuous improvement of the policy. Monitor and report development on the impact of national biometric policy

9.5.4. BIOMETRIC POLICY DEVELOPMENT TERMS OF REFERENCE

Following ToRs are proposed for development & implementation of National Biometric Policy;

ToR: I	Establishment of biometric data governance framework
ToR: II	Development of Standardized Biometric Data Collection Protocols
ToR: III	Establishment of Secure Biometric Data Storage Solutions
ToR: IV	Development of Biometric Data Usage Guidelines
ToR: V	Implementation of Biometric Data Privacy Measures

9.5.6.1. TOR I – ESTABLISHMENT OF BIOMETRIC DATA GOVERNANCE FRAMEWORK

- **OBJECTIVE**

Develop a comprehensive governance framework for biometric data management.

- **IMPLEMENTATION MATRIX**

Sr #	Activity	Description
1	Governance Committee Formation	<ul style="list-style-type: none"> • Form a governance committee with representatives from all relevant sectors. Committee formation details placed at section 10 of this document. • Ensure the committee has the authority and resources needed to oversee biometric data management.
2	Roles and Responsibilities Definition	<ul style="list-style-type: none"> • Clearly define roles and responsibilities for all personnel involved in biometric data management. • Ensure accountability mechanisms are in place to enforce compliance.
3	Policy and Procedure Development	<ul style="list-style-type: none"> • Develop comprehensive policies and procedures for biometric data governance. • Ensure policies cover data collection, storage, usage, privacy, and security.
4	Training and Compliance:	<ul style="list-style-type: none"> • Provide training on governance policies and procedures to all relevant personnel. • Ensure compliance through regular monitoring and enforcement of governance standards.
5	Regular Reviews and Updates:	<ul style="list-style-type: none"> • Conduct regular reviews of the governance framework to ensure it remains effective and up-to-date. • Update policies and procedures as needed to address new challenges and incorporate best practices.

- **PROSPECTIVE OUTCOME**

- **Structured Governance:**

- Provides a comprehensive framework for managing biometric data governance.
- Clarifies roles, responsibilities, and accountability mechanisms.

- **Enhanced Accountability:**

- Establishes clear lines of accountability for biometric data management.

- Facilitates the identification and addressing of governance issues.
- **Improved Policy Implementation:**
 - Ensures consistent implementation of policies and procedures.
 - Enhances the effectiveness and efficiency of biometric data management.
- **Ongoing Monitoring and Improvement:**
 - Regular reviews and updates ensure the governance framework remains relevant and effective.
 - Promotes continuous improvement in biometric data governance practices.
- **Stakeholder Engagement and Collaboration:**
 - Encourages active participation and collaboration among stakeholders.
 - Fosters a sense of shared responsibility and cooperation in managing biometric data.

9.5.6.2. TOR II –DEVELOPMENT OF STANDARDIZED BIOMETRIC DATA COLLECTION PROTOCOLS

- **OBJECTIVE**

Develop and implement standardized protocols for the collection of biometric data across all sectors including law enforcement, border control, healthcare, and financial services etc., offering a secure and convenient means of authentication. This data typically includes fingerprints, facial features and iris patterns.

- **PROPOSED INTERVENTIONS**

- **MANDATORY ENROLLMENT OF BIOMETRICS (FINGERPRINTS, FACIAL, IRIS)**

All individuals who apply for the issuance of ID cards, Passport, civil registration documents (Birth, Death, Marriage, Divorce), driving licenses, Arms licenses and other identity documents. Furthermore, biometrics must also be acquired during border crossings, E-Visa, SIM issuance and financial transactions. Moreover, the acquisition of biometrics for law enforcement and criminal investigation should also be made mandatory.

Exemption from enrollment of biometrics (Fingerprints, Facial, IRIS)

- Fingerprints of children under the age of 10 are not enrolled. The International Organization for Standardization (ISO) recommends a minimum age of 10 years old for fingerprint capture
- Amputees
- Fingerprints of elderly citizens and skin issues are skipped due to bad quality
- IRIS skipped for toddlers due to acquisition challenges, In the United States, the minimum age for iris capture is 6 years, In India 5 years, European Union 12 years and the International Organization for Standardization (ISO) recommends a minimum age of 6 years for iris capture.
- IRIS skipped due to medical reasons impacting IRIS.

- **BIOMETRIC REGISTRATION OF FOREIGNER**

All foreign nationals who are required to apply for a visa:

- Requires to provide their photographs during visa processing at their country of origin.
- Enrolling of fingerprints shall be mandatory along with photographs for identification of individuals whether they are previously involved in any criminal or illegal activity and enable us to prevent them from coming to Pakistan.
- Biometrics to be enrolled as part of an application for an immigration product. They must, in most circumstances, be enrolled before consideration of an application as they enable to confirm the identity of individuals and assess their suitability, by checking for any criminality or immigration offending unless they are exempt or excused.

Under biometric policy foreigners, must undergo biometric registration upon entry into the country. This includes the collection of fingerprints, facial, and IRIS information, which is stored in the central data repository at the National Database and Registration Authority (NADRA).

Pakistan's biometric policy for foreigners shall modernize immigration system and enhance national security. However, it is important to ensure that the policy is implemented in a way that balances security concerns with individual rights and privacy.

○ BIOMETRIC REGISTRATION OF NON-NATIONALS

National biometric policy for non-national residents in Pakistan requires demographic acquisition along with biometric registration, including fingerprints, facial recognition, and iris as proof of identity and regulates their stay. These residents must provide valid documents, such as a passport or identity card, and may require a visa, which involves biometric data capture. Border control will use biometric screening, including facial recognition and fingerprint scanning, for identity verification and security purposes. The policy is in line with Pakistan's efforts to strengthen border control, prevent illegal immigration, overstay and maintain national security.

○ CERTIFICATION, LICENSING AND APPROVAL OF BIOMETRIC DEVICES

All biometric devices that will be used in Pakistan must conform to NADRA standards (**Annexure D**) and will be issued by a compliance certificate.

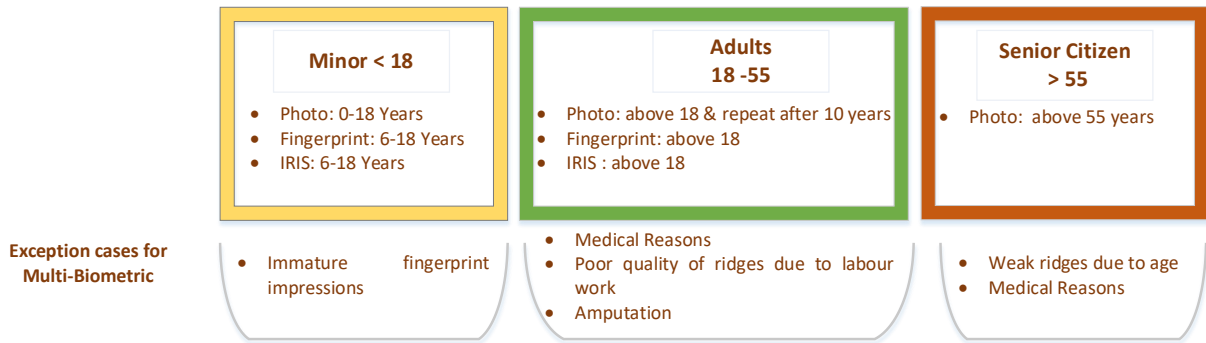
No biometric equipment should be directly or indirectly be used without being type-approved by NADRA. First, manufacturers must conform to national biometric standards and submit their devices for testing and evaluation by NADRA. After successful evaluation, they apply for a license, providing detailed documentation about the device's specifications and intended use. This process will ensure that all devices operated in the country are safe, reliable, and compliant with local laws and standards.

○ TRANSFORMATION TOWARDS MUTI-MODAL eKYC

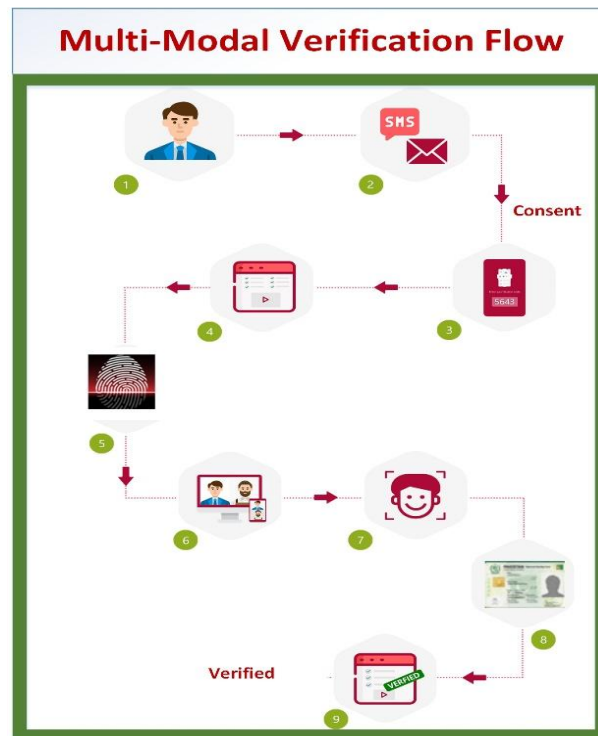
NADRA's Biometric Verification based authentication has become backbone of security systems across various industries. Various regulators have issued instructions to validate individuals manually, in case of failed biometric verification which causes delays and agony to customers. In order to overcome this problem, integration of multi-modal eKYC must be implemented in all processes catering all age groups and individuals with medical issues. It is therefore essential to incorporate multiple biometric modalities like Face and IRIS in addition to fingerprints in eKYC process. The future roadmap is expected to involve

the increased adoption of advanced biometric modalities, integration of emerging technologies like AI, ML, Facial/AFIS Liveness Detection and enhanced security and privacy measures.

This will lead to an improved user experience, expansion to new use cases, and standardization across organizations. The focus will be on enhancing security, convenience, and privacy, making identity verification more efficient and effective.



Proposed flow is as under:



○ INTEGRATION OF IRIS VERIFICATION INTO EXISTING FINGERPRINT BIOMETRIC SYSTEMS

While fingerprint biometric solution has been widely implemented, the verification process is faced with challenges where finger prints of the individual are not verified due to various reasons (Old Age, Skin condition, disability etc). To overcome such shortfalls Facial and IRIS recognition system shall be implemented throughout the industries currently utilizing NADRA's Biometric verification services. A detailed plan shall be prepared for the linkage of IRIS acquisition at SIM issuance centers, banks, e-sahulat, Passport centers, and immigration during biometric verification, to increase the iris footprint rapidly.

○ ESTABLISHING BIOMETRIC ACQUISITION COUNTERS IN JAILS

To solve criminal cases and prevent future untoward incidents it is the need of hour to register the prisoners in a central database with criminal categories. For that purpose, a counter in each jail shall be established to enroll the inmates. This will track the criminal record of hardcore terrorists and criminals who are operating in different parts of the country and are involved in multiple offenses. Moreover, for juvenile criminals, IRIS must be acquired at the time of imprisonment.

○ CRIMINAL REGISTRATION NODES AT POLICE STATIONS

Criminal biometric data can be collected at the police level by providing an acquisition facility at police stations. Further, this data will be automatically exported to a central Database.

● IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Stakeholder Engagement:	<ul style="list-style-type: none"> Engage with all relevant stakeholders to understand existing practices and gather input. Conduct consultations and workshops to build consensus on standardized protocols.
2	Standardized Protocol Development:	<ul style="list-style-type: none"> Develop comprehensive protocols that cover all aspects of biometric data collection, including the purpose of biometric data collection, types of biometric data collected, collection methods, and data quality standards/ accuracy. Ensure protocols are aligned with international best practices and legal requirements.
3	Training and Capacity Building:	<ul style="list-style-type: none"> Provide training programs for personnel involved in biometric data collection. Ensure training covers technical aspects, ethical considerations, and legal compliance.
4	Pilot Implementation:	<ul style="list-style-type: none"> Implement pilot programs in selected sectors to test and refine standardized protocols. Gather feedback and make necessary adjustments to the protocols based on pilot results.
5	Finalization and Dissemination:	<ul style="list-style-type: none"> Finalize standardized protocols and publish them for implementation across all sectors. Ensure protocols are accessible to all relevant stakeholders and provide guidance on implementation.

● PROSPECTIVE OUTCOME

● Consistency and Uniformity:

- Establishes a unified approach to biometric data collection across all sectors.
- Reduces discrepancies and ensures consistent data quality.

● Operational Efficiency:

- Streamlined processes reduce the time and effort required for data collection.
- Improves overall efficiency and productivity of registration activities.

● Trust and Credibility:

- Enhances public trust in the national biometric system by ensuring uniform standards.

- Increases credibility and reliability of biometric data collected.
- **Enhanced Data Accuracy:**
 - Standardized protocols minimize errors and improve the accuracy of collected biometric data.
 - Facilitates better matching and identification processes.

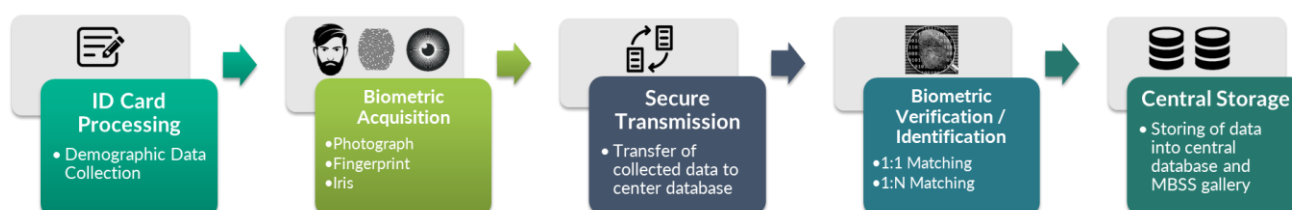
9.5.6.3. TOR III – ESTABLISHMENT OF SECURE BIOMETRIC DATA STORAGE SOLUTIONS

● OBJECTIVE

Implement secure storage solutions for biometric data to prevent unauthorized access and breaches.

● PROPOSED INTERVENTION: CENTRAL BIOMETRICS DATA REPOSITORY

As the sole repository and custodian of National data, all data pertaining to civilians, and criminals should be stored at the National Central Repository along with all criminal records available at multiple organizations i.e. FIA, Police, PFSA, convicted and non-convicted criminals, etc. NADRA shall be single central data repository for holding all biometrics acquired through various channels. This will avoid data duplication i.e., creation of multiple records or copies of biometric data for a single individual within the system. All organizations/departments acquiring biometrics shall encrypt the data and securely transfer through data exchange layer to central repository where data will be stored accordingly.



● IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Current Practice Assessment:	<ul style="list-style-type: none"> Conduct comprehensive assessment of current biometric data storage practices to identify gaps and vulnerabilities. Engage cybersecurity experts to evaluate existing storage infrastructure and protocols.
2	Secure Storage Development:	<ul style="list-style-type: none"> Develop & implement secure storage solutions that comply with international security standards. Use advanced encryption technologies to protect biometric data both at rest and in transit.
3	Access Control Mechanisms:	<ul style="list-style-type: none"> Establish strict access control mechanisms to limit access to biometric data to authorized personnel only. Implement multi-factor authentication and regular access reviews.

4	Regular Audits and Monitoring:	<ul style="list-style-type: none"> Conduct regular security audits and monitoring to ensure compliance with storage protocols. Implement real-time monitoring systems to detect and respond to security incidents promptly.
5	Training and Awareness:	<ul style="list-style-type: none"> Provide training programs on secure data storage practices. Raise awareness about the importance of data security and the role of each individual in maintaining it.

- **PROSPECTIVE OUTCOME**
- **Data Security:**
 - Significantly reduces the risk of data breaches and unauthorized access.
 - Ensures robust protection of sensitive biometric information.
- **Compliance with Standards:**
 - Aligns storage practices with national and international security standards.
 - Demonstrates commitment to adhering to best practices in data security.
- **Confidence in Data Integrity:**
 - Maintains the integrity of biometric data by preventing tampering and corruption.
 - Builds stakeholder confidence in the security and reliability of stored data.
- **Improved Monitoring and Auditing:**
 - Regular audits and monitoring ensure ongoing compliance with storage protocols.

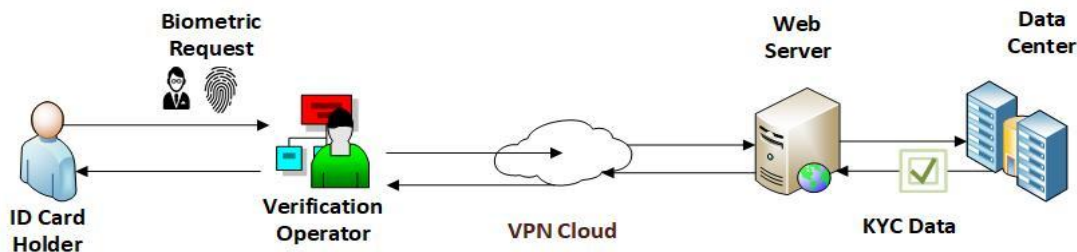
9.5.6.4. TOR IV –DEVELOPMENT OF BIOMETRIC DATA USAGE GUIDELINES

- **OBJECTIVE:**

Create guidelines for the ethical and lawful use of biometric data.

- **PROPOSED INTERVENTION: IDENTITY VERIFICATION/ AUTHENTICATION THROUGH NADRA**

NADRA offers identity verification services that enable the usage of identity in various contexts. After the successful issue of the ID, identity verification services become available for the citizen. A typical authentication flow is illustrated below:



- **YES/NO AUTHENTICATION**

Authentication Services with responses to “Yes” or “No” are available for various organizations to establish the legitimacy of a citizen. This Service is typically used to support the verification of a person or for simple presence verification when biometrics are used.

○ *KYC AUTHENTICATION – FINGERPRINT*

Currently, KYC authentication through fingerprint is offered to different organizations, where an authorized set of attributes against citizens in response of the API is provided. This API is intended for use by authorized parties to perform KYC requests. The authentication includes an id card along with biometrics. Different relying parties can be provided with different KYC data based on their requirements.

○ *KYC AUTHENTICATION - FACIAL*

NADRA KYC API through Facial is offered to a couple of organizations, where an authorized set of attributes against citizens in the response of the API is provided. Moreover, facial authentication is offered to numerous organizations through a web portal where a user profile is returned with KYC in offline mode.

○ *MULTIFACTOR AUTHENTICATION*

The authentication APIs support multiple factors i.e., password-based authentication alongside a secret key. Biometric authentication is performed using third-party matcher SDK that performs 1:1 matches on a given score.

● *IMPLEMENTATION MATRIX*

Sr #	Activity	Description
1	Legal and Ethical Research:	<ul style="list-style-type: none"> Conduct research on legal and ethical standards for biometric data usage. Reference international standards and best practices in developing guidelines.
2	Comprehensive Guidelines Drafting:	<ul style="list-style-type: none"> Draft guidelines that cover all aspects of biometric data usage, including data access, sharing, and processing. Ensure guidelines address potential ethical concerns and comply with legal requirements.
3	Stakeholder Feedback and Refinement:	<ul style="list-style-type: none"> Seek feedback from stakeholders on draft guidelines and make necessary adjustments. Ensure guidelines reflect the needs and concerns of all relevant stakeholders.
4	Implementation and Training:	<ul style="list-style-type: none"> Disseminate finalized guidelines to all relevant sectors and provide training on their implementation. Ensure personnel understand the guidelines and their responsibilities in adhering to them.
5	Monitoring and Review:	<ul style="list-style-type: none"> Regularly monitor compliance with usage guidelines and conduct periodic reviews to ensure they remain relevant and effective. Update guidelines as needed to address emerging challenges and incorporate new best practices.

● *PROSPECTIVE OUTCOME*

- **Ethical and Legal Compliance:**
 - Ensures that biometric data usage aligns with ethical standards and legal requirements.
 - Protects individuals' rights and fosters responsible data handling practices.
- **Transparency and Accountability:**

- Clear guidelines provide transparency in how biometric data is used.
- Establishes accountability mechanisms for misuse or improper handling of data.
- **Public Trust and Acceptance:**
 - Enhances public trust by demonstrating a commitment to ethical data use.
 - Increases acceptance and cooperation from citizens in biometric data initiatives.
- **Guidance for Stakeholders:**
 - Provides clear instructions for government agencies, private sector, and other stakeholders.
 - Facilitates consistent and responsible use of biometric data across various applications.

9.5.6.5. TOR V – IMPLEMENTATION OF BIOMETRIC DATA PRIVACY MEASURES

● OBJECTIVE

Ensure the privacy of individuals' biometric data through robust privacy measures. Implement data minimization strategy, ensuring that only the necessary biometric data is collected and used strictly for specified, legitimate purposes and transparency is maintained.

● IMPLEMENTATION MATRIX

Sr #	Activity	Description
1	Privacy Impact Assessments (PIAs):	<ul style="list-style-type: none"> ● Conduct PIAs for all biometric data handling processes to identify and mitigate privacy risks. ● Ensure PIAs are thorough and consider all potential privacy impacts.
2	Privacy Measures Development:	<ul style="list-style-type: none"> ● Develop and implement privacy measures based on PIA findings. ● Extension to ISO/IEC 27001 for privacy information management & handling biometric data in compliance with global privacy requirements. ● Ensure measures include data minimization, purpose limitation, and secure data handling practices.
3	Personnel Training:	<ul style="list-style-type: none"> ● Provide training programs for personnel on privacy protection practices. ● Ensure training covers legal requirements, ethical considerations, and practical privacy measures.
4	Privacy Policy Communication:	<ul style="list-style-type: none"> ● Clearly communicate privacy policies to individuals whose biometric data is collected. ● Ensure individuals understand their rights and how their data will be used and protected.
5	Monitoring and Auditing:	<ul style="list-style-type: none"> ● Regularly monitor and audit privacy measures to ensure ongoing compliance and effectiveness. ● Implement corrective actions as needed to address any privacy breaches or weaknesses.

● PROSPECTIVE OUTCOME

- **Enhanced Privacy Protection:**
 - Strengthens the protection of individuals' privacy through robust measures.
 - Reduces the risk of privacy breaches and unauthorized disclosures.
- **Legal and Regulatory Compliance:**

- Ensures compliance with national privacy laws and international data protection regulations.
 - Demonstrates adherence to best practices in data privacy.
- **Increased Public Confidence:**
 - Builds public confidence in the safety and privacy of their biometric data.
 - Encourages greater participation in biometric programs due to enhanced privacy safeguards.
- **Improved Data Handling Practices:**
 - Promotes better data handling and privacy practices among personnel.

10. NATIONAL STEERING COMMITTEE – REGISTRATION ECOSYSTEM

The National Steering Committee will serve as the cornerstone entity for ensuring the robustness and integrity of the entire registration ecosystem by meeting the objectives of ToRs. The policy will ensure standardization, efficiency, transparency, maintaining consistency, ensuring compliance and effectiveness of the registration ecosystem.

10.5. NATIONAL STEERING COMMITTEE - MEMBERS

Prospective formation of committee is as under. Furthermore, Committee is authorized to co-opt any public and or private member.

Members	Role
Federal Minister for Interior	Chairperson
Federal Minister for Information and Broadcasting	Member
Minister of State for Information, Technology & Telecommunication	Member
Secretary, Ministry of Interior	Member
Secretary, Ministry of Planning, Development & Special Initiatives	Member
Chief Secretaries, All provincial governments	Members
Secretaries, Local governments of all provinces	Members
Chairman NADRA	Secretary
Ms. Tania Aidrus, CEO Waseela	Member

10.6. IMPLEMENTATION COMMITTEE

Stakeholder	Role
Chairman NADRA	Chairperson
Additional Secretary, Ministry of Planning, Development & Special Initiatives	Secretary
Additional Secretary, Ministry of Interior	Member
Additional Secretary, Ministry of Inter Provincial Coordination	Member
Additional Secretary, MoIT	Member
Additional Secretary, MoST	Member
Additional Secretary, Ministry of Law & Justice	Member

Provincial Secretary, Local government	Members
Chairman Provincial IT Boards	Members
Chairman PTA	Member
Deputy Governor, SBP	Member
DG IMPASS and DG FIA	Members

10.7. RESPONSIBILITIES

Following set of responsibilities will be under taken by respective committees;

- **Strategic Direction:** Set the overall vision, mission, and objectives for national registration and biometric policies and system enhancement.
- **Policy alteration:** Develop and update policies, regulations, and procedures.
- **Monitoring and Evaluation:** Regularly review progress, assess performance, and implement improvements.
- **Risk Management:** Identify risks, develop mitigation strategies, and ensure contingency planning.
- **Stakeholder Coordination:** Ensure effective communication and collaboration among all stakeholders.

11. PUBLIC AWARENESS AND ENGAGEMENT

Effective public awareness and engagement are critical components for the successful implementation and sustainability of the National Registration policy. This section outlines the strategies and initiatives aimed at informing, educating, and involving the public in civil registration processes, ensuring widespread participation, and gathering feedback to continually improve services.

11.5. COMMUNICATION STRATEGIES

To ensure that the public is well-informed about the importance and processes of civil registration, the following communication strategies will be employed:

- **Multi-channel Communication:** Utilize a variety of communication channels, including radio, television, print media, social media, and community outreach programs, to disseminate information about civil registration
- **Targeted Messaging:** Develop specific messages tailored to different demographics, including rural and urban populations, different linguistic groups, and marginalized communities, to ensure inclusivity and broad reach
- **Public Service Announcements (PSAs):** Regularly broadcast PSAs highlighting the benefits of registration, legal requirements, and the ease of accessing registration services.
- **Information Campaigns:** Launch periodic campaigns to raise awareness during key periods such as National Registration Days or significant health and education drives
- **Partnerships with Media Outlets:** Collaborate with media organizations to enhance the visibility of civil registration-related information and ensure consistent and accurate messaging

11.6. PUBLIC EDUCATION CAMPAIGNS

Public education campaigns will focus on increasing the knowledge and understanding of civil registration processes and their benefits. Key initiatives include:

- **School Programs:** Integrate civil registration education into school curricula to educate students and their families about the importance of civil registration from a young age.
- **Workshops and Seminars:** Conduct workshops and seminars for community leaders, health workers, and local authorities to equip them with the knowledge to advocate for civil registration within their communities.
- **Distribution of Educational Materials:** Develop and distribute brochures, flyers, and posters in multiple languages, explaining the registration processes, required documents, and registration locations.
- **Mobile Education Units:** Deploy mobile units to remote and underserved areas to provide on-the-spot education and assistance with registration.
- **Engagement with Non-Governmental Organizations (NGOs):** Partner with NGOs to leverage their networks and expertise in community outreach and education.

11.7. COMMUNITY INVOLVEMENT

Community involvement is essential for the successful implementation of civil registration systems. The following measures will be taken to ensure active participation from all community segments:

- **Local Civil Registration Ambassadors:** Identify and train local Civil Registration ambassadors who can champion the importance of civil registration within their communities and provide assistance to those needing help with the registration process.
- **Community Meetings and Forums:** Organize regular community meetings and forums to discuss registration-related issues, gather input from community members, and address any concerns.
- **Cultural and Religious Leaders:** Engage cultural and religious leaders to promote the significance of civil registration within their congregations and communities.
- **Incentive Programs:** Develop incentive programs to encourage communities to participate in registration drives, such as recognition awards or community grants for high registration rates.
- **Feedback Collection:** Establish channels for community members to provide feedback on civil registration services and suggest improvements.

11.8. FEEDBACK MECHANISMS

Establishing a robust feedback mechanism is vital for continuously improving civil registration processes and ensuring that the services meet the needs of the population. This includes:

- **Hotline Services:** Create dedicated hotline services where individuals can ask questions, seek assistance, and provide feedback on their registration experiences.
- **Online Platforms:** Develop user-friendly online platforms and mobile applications for submitting feedback, reporting issues, and accessing registration services.
- **Surveys and Questionnaires:** Conduct regular surveys and distribute questionnaires to gather insights on public satisfaction and areas needing improvement.
- **Community Feedback Sessions:** Hold periodic feedback sessions within communities to discuss registration challenges and co-create solutions with community members.
- **Responsive Action Plans:** Develop and implement action plans based on the feedback received to address issues promptly and improve service delivery.

12. REGISTRATION FRAMEWORK IMPLEMENTATION TIMELINES

12.5. PHASE 1: PREPARATION AND PLANNING (0-6 MONTHS)

- Conduct assessments and stakeholder consultations
- Develop National Registration Policy
- Develop National Biometric Policy
- Develop detailed implementation plans
- Procure necessary equipment and resources

12.6. PHASE 2: PILOT IMPLEMENTATION (6-12 MONTHS)

- Implement pilot projects in selected districts
- Pilot Launch of IRIS
- Monitor and evaluate pilot projects to identify areas for improvement
- Train relevant staff and build capacity

12.7. PHASE 3: FULL-SCALE IMPLEMENTATION (12-24 MONTHS)

- Roll out full-scale implementation across all provinces and user & feeder agencies
- Continuously monitor and evaluate progress
- Make necessary adjustments based on feedback and evaluations

12.8. PHASE 4: CONTINUOUS IMPROVEMENT (BEYOND 24 MONTHS)

- Conduct regular reviews and updates to the regulatory framework and systems
- Implement continuous improvements based on monitoring and evaluation results
- Ensure sustainability and scalability of the national registration system

13. CONCLUSION

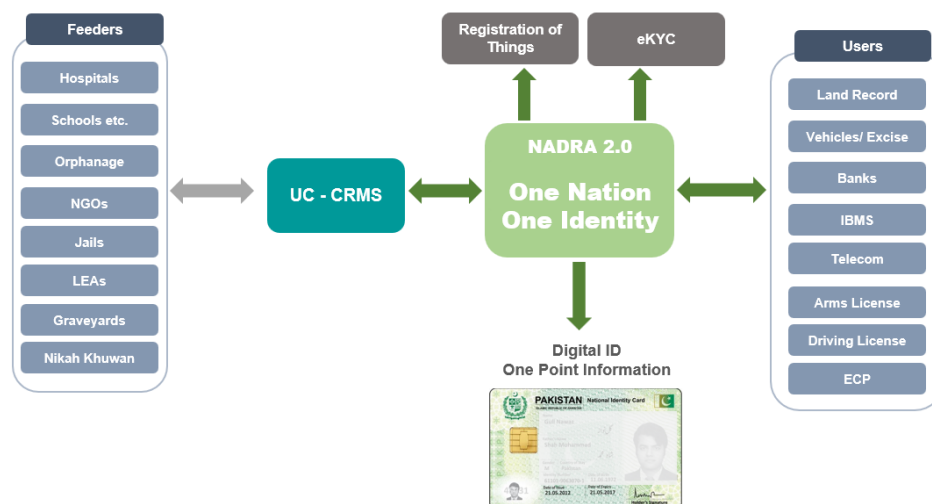
The National Registration Policy of Pakistan is a comprehensive initiative designed to address critical challenges in the country's civil registration and vital statistics system. By updating the regulatory framework, integrating incongruent databases, and leveraging advanced technologies, the policy aims to create a unified, secure, and efficient registration eco system. Moreover, the National Biometric Policy will lay the foundation for a secure, efficient, and transparent biometric data management system in Pakistan. By upholding the principles of security, privacy, ethical usage, and accountability, the framework not only enhances the national registration ecosystem but also positions Pakistan as a global leader in biometric data management.

The policy also emphasizes the importance of public awareness and engagement, employing multi-channel communication and community involvement strategies to inform, educate, and involve the public in registration processes.

The implementation of this policy is structured in a phased approach, beginning with preparation and planning, followed by pilot projects, full-scale implementation, and continuous improvement. This approach ensures that the system is thoroughly tested, refined, and optimized for efficiency and effectiveness. By aligning with international standards and supporting national and global goals, the policy aims to provide reliable data for informed decision-making, policy formulation, and resource allocation at all government levels.

The successful execution of the National Registration Policy will result in a robust, integrated, and efficient registration ecosystem that ensures the accurate recording and management of vital events and personal identification data for all citizens of Pakistan.

Following is the prospective outcome of National registration policy whereby all feeder and user agencies are two-way integrated w.r.t registration of persons, things and e-KYC.



ANNEXURE A

Definition of Citizen of Pakistan

Citizens of Pakistan include those born in Pakistan, those born abroad to Pakistani parents, migrants who moved to Pakistan, and naturalized citizens, as per the provision of the Pakistan citizenship Act, Act, 1951 section 3 to section 13 and subsequent amendments. The main provisions are:

1	By Birth: (Born in Pakistan)	<ul style="list-style-type: none"> • A person born in Pakistan on or after 14th August 1947 is a citizen of Pakistan by birth, unless their father was a foreign diplomat at the time of their birth. • A person born outside of Pakistan on or after 14th August 1947 is a citizen of Pakistan by birth if their father was a citizen of Pakistan at the time of their birth.
2	By Descent: (Born abroad to Pakistani parents)	<ul style="list-style-type: none"> • A person is a citizen of Pakistan by descent if their father or mother was a citizen of Pakistan at the time of their birth, regardless of the person's place of birth.
3	By Migration: (Who moved to Pakistan)	<ul style="list-style-type: none"> • A person who migrated to Pakistan from India before 1st July 1948 and has since been permanently residing in Pakistan is deemed to be a citizen of Pakistan. • A person who has migrated to Pakistan from any other country and has been granted a certificate of citizenship by the Federal Government is considered a citizen.
4	By Naturalization: (As per the provision of the Pakistan citizenship Act)	<ul style="list-style-type: none"> • A foreign national can apply for Pakistani citizenship through the naturalization process, subject to meeting certain requirements.
5	Dual Citizenship:	<ul style="list-style-type: none"> • Pakistani citizens are generally not allowed to hold dual citizenship, with some exceptions.

ANNEXURE B

Feeder and User Agencies w.r.t NADRA - AS IS					
Sr #	Agency	Category		Registration Type	
		Feeder	User	Person and or vital event	Things
1	Local governments	✓	✓	✓	x
2	Election commission of Pakistan	✓	✓	✓	x
3	Legal courts	✓	✓	✓	x
4	Intelligence agencies	✓	✓	✓	x
5	LEAs	✓	✓	✓	x
6	National Socio-Economic Registry	✓	✓	✓	x
7	IMPASS	x	✓	✓	x
8	Federal Dte. of Immunization	x	✓	✓	x
9	Pakistan Telecom authority, Telcos	x	✓	✓	x
10	Health Sector	x	✓	✓	x
11	Foreign embassies, MoFA	x	✓	✓	x
12	Pakistan Board of statistics	x	✓	✓	x
13	Federal Board of Revenue	x	✓	✓	✓
14	Banking sector	x	✓	x	✓
15	Excise & taxation authorities	x	✓	x	✓
16	Education sector	x	✓	✓	x
17	Border control authorities	x	✓	✓	✓
18	Provincial/ICT land & revenue authorities	x	✓	x	x