



**REPORT ON  
UNIQUE ID  
EVENTUAL TECHNICAL COMMITTEE**

**JUNE 2020 – May 2021**

**UNIQUE ID SECRETARIAT  
TIC TIMOR I.P.**

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## Abbreviations

CRVS	Civil Registration and Vital Statistics
DB	Database
DMIS	Demographic Management Information System
DoB	Date of Birth
HR	Human Resources
GDS	General Directorate of Statistics
ICT	Information and Communication Technology
ID	Identifier or Identification
MIS	Management Information System
MOE	Ministry of Education
MOH	Ministry of Health
MOJ	Ministry of Justice
MRLAP	Ministry of Legislative Reform and Parliamentary Affairs
MSSI	Ministry of Social Solidarity and Inclusion
MTC	Ministry of Transport & Communication
POB	Place of Birth
RDTL	República Democrática de Timor-Leste
STAE	Secretariado Técnico de Administração Eleitoral
SP	Strategic Plan
TL	Timor-Leste
UID	Unique Digital Identification
UIN	Unique identifier number
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Emergency Fund

## Glossary of Terms

**Authentication,**<sup>1</sup> the process of establishing confidence that a person is who they claim to be. Digital authentication generally involves a person electronically presenting one or more “factors” to “assert” their identity—that is, to prove that they are the same person to whom the identity or credential was originally issued. These factors can include something a person knows (e.g., a password or PIN), has (e.g., an ID card, token, or mobile SIM card), or is (e.g., their fingerprints)

**Biographic data,** refers to attributes about a person or their life, that are not biometric (i.e., biological or behavioral). In this UID system this includes information such as name, date of birth, place of birth, parents’ names. Same as **Demographic Data.**

**Biometric data,** a biological (fingerprint, face, iris, voice) or behavioral (gait, handwriting, signature, keystrokes) attribute of an individual that can be used for biometric recognition. This is individual to each person, and can be used to deduplicate identity records during registration, or for biometric verification used during authentication procedures to conduct a 1:1 match of the person.

**Civil identity,** the basic characteristics of an individual's identity (e.g. name, sex, place and date of birth), conferred through registration and the issuance of a certificate by an authorized civil registration authority following the occurrence of birth. Legal identity is retired by the issuance of a death certificate by the civil registration authority upon registration of death.

**Civil registration,** the continuous, permanent, compulsory and universal recording of the occurrence and characteristics of vital events pertaining to the population, as provided through decree or regulation in accordance with the legal requirement in each country. Civil registration is carried out primarily for the purpose of establishing the documents provided by the law

**Digital identity** is a collection of electronically captured and stored identity attributes that uniquely describe a person within a given context and are used for electronic transactions. A digital identity system refers to the systems and processes that manage the lifecycle of individual digital identities. A person’s digital identity may be composed of a variety of attributes, including **biographic data** and **biometric data** (e.g., fingerprints, iris scans, hand prints) as well as other attributes that are more broadly related to what the person does or something someone else knows about the individual. When these data are collected and verified, they can be used to identify a person by answering the question “who are you?”. These attributes, along with credentials issued by the service provider (e.g., unique ID number, eDocument, eID, mobile ID) can then also be used as **authentication factors** to answer the question “are you who you claim to be?”. The attributes and authentication factors used in a digital identity may vary from

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<sup>1</sup> Terms are based on the “Practitioners Guide” World Bank Group Identification for Development

one context or country to the next depending on the type of identity system. Digital identities are created and used as part of a lifecycle that includes three fundamental stages: (a) registration, including enrolment and validation, (b) issuance of documents or credentials, (or certificates) and (c) authentication for service delivery or transactions.

**E-Government**, the application of Information and Communication Technologies to government functions and procedures with the purpose of increasing efficiency, transparency, and citizen participation

**Foundational ID, or Registry, or database**, an identification system primarily created to manage identity information for the general population and provide credentials that serve as proof of identity for a wide variety of public and private sector transactions and services. This is the same as a UID System in this context.

**Functional ID, or Registry, or database**, a system created in response to a demand for a particular service or transaction, which may issue identity card or token such as IDs, drivers licenses, health and insurance records, bank cards, etc. These may be commonly accepted for broader identification purposes but may not bestow full legal identity.

**Proof of legal identity** is defined as a credential, such as birth certificate, identity card or digital identity credential that is recognized as proof of legal identity under national law and in accordance with emerging international norms and principles.

**UID, Unique Identity System**, the system managing digital identity.

**UIN, Unique Identifying Number**, a number that uniquely identifies a person—i.e., each person only has one UIN and no two people share the same UIN. UINs are generally assigned for a person's lifetime (i.e., their number does not change over time), typically after validating a person's identity and uniqueness through deduplication process. It is a number that can be used to link an identity across databases and systems in both the public and private sector

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## 1. Background Information

Adhering to the principle of 'leaving no one behind', and to achieve an equitable, people-centered development result, the 8th Constitutional Government of Timor-Leste emphasized the need to continue many reform agendas including reform in public administration.

The public administration reform agenda<sup>2</sup> lists the implementation of a modern Unique Identification system as a key component for the implementation of E-Government (output 1.5) considering the significant benefits the system can provide. A Unique ID system allows the government to improve public service delivery, improve the management and coordination of social policies. Furthermore, allows the Government and the private sector to better identify its citizens, and people within its borders by answering the questions such as *"Who are you?"*, *"Are you who you claim to be?"*, *"Are you authorized or eligible for something?"*.

The Unique ID system also provides an opportunity for Timor-Leste to accelerate the pursuit of achieving the Sustainable Development Goals (SDGs) including Goal 9, which asserts the development of quality, reliable, sustainable, and resilient infrastructure, including regional and trans-border infrastructure to support economic development and human wellbeing, with a focus on affordable and equitable public service access for all. SDG goal 16.9 asserts the importance of legal identity to promote just, peaceful, and inclusive societies. Identification of all people will assist SDG 5.3 - Eliminate all harmful practices, such as child, early, and forced marriage. SDG goal 17.18 is to significantly increase the availability of high-quality, timely, and reliable disaggregated data, which is currently unavailable due to low Civil Registration rates. Finally, 67 of the 232 SDG indicators could be completely or partially calculated using data from the UID system and many SDG indicators are measured as a proportion of the total population, not just the population registered in the Civil Registration system, which is incomplete and does not include non-citizens, foreigners, stateless and refugees.

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<sup>2</sup> Public Administrative Reform (PAR) Program 2019-2023

The journey of the Unique ID system started when MRLAP (now PCM) coordinated an e-readiness assessment of Timor-Leste's to implement Unique ID in 2019. The assessment was supported by UNDP and UNICEF. TIC TIMOR as the central ICT agency took part in the assessment process. Both TIC TIMOR and MRLAP presented the assessment result to the Council of Ministers in February 2020. The Council of Ministers decided to form the Eventual Technical Committee through the Government Resolution number 9/2020 in March 2020<sup>3</sup>.

## 2. Unique ID Technical Commission

The Unique ID Technical Commission or the "Komisaun Teknika Eventual (KTE) was mandated by the Government resolution number 9/2020 on 19 March 2020 to prepare an Integrated Strategy aiming at the implementation of a Unique Identification system for Timorese Citizens and foreign residents as well as its budget and operational plan to be submitted to the Council of Ministers for approval within 6 months. In November 2020, the KTE's mandate was extended for another 6 months. Throughout this report, the commission and KTE are used interchangeably.

The member of the Commission consists of the:

1. Presidency of the Council of Ministers (PCM)
2. Ministry of Justice (MoJ)
3. Ministry of Finance (MoF)
4. Ministry of Social Solidarity and Inclusion (MSSI)
5. Ministry of Education (MoE)
6. Ministry of Health (MoH)
7. Ministry of State Administration (MSA)
8. Ministry of Interior (MI)
9. Civil Service Commission (CSC)
10. TIC TIMOR I.P.

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<sup>3</sup> GR No 9/2020 - [http://www.mj.gov.tl/jornal/public/docs/2020/serie\\_1/SERIE\\_I\\_NO\\_12.pdf](http://www.mj.gov.tl/jornal/public/docs/2020/serie_1/SERIE_I_NO_12.pdf)



Due to Covid-19 and state emergency restrictions, works were delayed. The Commission initiated works on 18 June 2020 and held 22 meetings of the KTE along with a number of sub-committee meetings specialising in Technical and Legal areas.

This report covers activities conducted from the commission-initiated work in June 2020 until May 2021, when the Strategic Plan was submitted to the Council of Ministers on May 26<sup>th</sup>, 2021.

### 3. Action Plan

The commission agreed on an action plan that outlines strategies and activities needed to complete its tasks by the end of the six months, starting from June to November 2020. The action plan provides detailed information on the strategies and activities as well as the success indicators. The action plan was revised as the works progress and the mandate of the KTE extended for an additional 6 months. Annex 1 provides details of the action plan.

The action plan sequenced activities based on the five main goals:

1. Organizational settings
2. Development of Unique ID strategic plan
3. Presentation of Unique ID options
4. Development of the Operational Plan and Budget
5. Finalization of the Integrated Strategic Plan, Operational Plan and Budget

### 4. Activities and Milestones

#### 4.1 Organizational Settings

On the first KTE meeting held on the 8th of June 2020, KTE decided to establish the project secretariat at TIC TIMOR I.P and appointed a Secretariat Manager, Ms. Elizabeth Baptista, who is also

a Governance for Development (GfD) funded National ICT Policy and E-Governance Adviser for TIC TIMOR. The commission also established two sub-committees within the commission to lead discussions on the technical and legal frameworks. The Commission appointed Mr. Justo Fernandes, the Director of Applications and Systems Development at TIC TIMOR to lead the technical team, and MS. Cristina Lima, Legal Reform Adviser from PCM to lead the legal team.

The Secretariat was supported by the technical advisers from TIC TIMOR and PCM: Mr. David Air (ICT Policy & E-Governance GfD Adviser at TIC TIMOR), Mr. Dan Kobb (Administrative Reform Adviser from PCM), and Ms. Cristina Lima (Administrative Reform Adviser from PCM). Administrative assistance was provided to the Secretariat in 2021 by DFAT funded GfD advisers, Peregrina Amaral (Business Analyst, Unique ID Secretariat) and Aleixo da Cruz (Administrator, Unique ID Secretariat)

The secretariat also has support from UNICEF through the provision of a national Communication Specialist, Ms. Ana Sequeira, who was recruited for a short-term assignment of 6 weeks to provide a communication strategy for the unique ID.

Significant assistance was provided by the World Bank's Identification for Development (ID4D) team in the development of the Operational Plan and Budget, as well as reviewing and providing expert direction towards the Strategic Plan. Furthermore, received technical expert assistance from Ernst and Young (through ADB contacts), and UNDP.

Due to the duo-decimal budget in 2020 it was difficult to secure funding for the secretariat to run its activities in supporting the Unique ID technical commission. The Secretariat approached some development partners and received technical assistance from DFAT, UNICEF and World Bank. With no operational budget on its own in 2020, the secretariat ran its activities through the support of TIC TIMOR, PCM, assistance from GfD via DFAT funding and in-kind contributions from the KTE members. Furthermore, with the lack of budget in 2020, the secretariat was unable to recruit personnel and had relied on volunteers and interns to provide administrative and logistical support. In 2021, additional technical support and operational budget was provided by TIC Timor and GfD.

## 4.2 Development of Unique ID strategic plan

### 4.2.1 Process

The development of the initial Unique ID strategic plan started with the analysis of the findings from the preliminary gap analysis report produced by Estonian experts in 2019. The report is often referred to as the Estonian report in Unique ID-related documents. The report provided strong foundations but was not written as a government plan and was not clear about the strategic decisions. Therefore, it was in KTE's mandate to review the report, conduct a further in-depth assessment, obtain answers to some key strategic questions involved in designing and justifying the Unique ID systems and approach, analyze strategic options and agree on a way forward to prepare an integrated strategic plan. All these were conducted through robust, open, and frank discussions as well as through an online survey. Annex 2 provides details on the survey questionnaire.



**Figure 1: Coordinator of Unique ID and Focal Point from Ministry of Justice in one of the Committee meetings**

Initially, every KTE Ministry and the CSC presented a situational analysis to the commission to highlight their individual needs and issues with their existing solutions around identity. This provided the background for the commission to understand the requirements for Unique ID.

From this, several strategic questions were presented, discussed, and generally agreed upon, such as the need to have biometrics for authentication and deduplication, that UID is a digital identity, with legal identity remaining with MoJ, and an identity card will be produced by UID.

The commission meetings outlined the objectives, principles, and desired outcomes. This, along with the strategy decisions made by the KTE, formed the basis for the strategic plan. The majority of the time of the commission was during these phases of understanding requirements, discussing options and trying to reach consensus on these decisions.

The commission also formed a sub technical team to design the basic infrastructure of the Unique ID systems based on the solutions recommended through the analysis of the existing systems as well as current best practices. This team was also tasked to do a SWOT analysis (Strength, Weaknesses, Opportunities, Threats) of the current CRVS system and an alternative separate Unique ID system. This team consists of members of the KTE with technical IT background.

The legal team consists of legal representatives from PCM and the Ministry of Justice as well as other KTE member institutions. The legal team led the effort of reviewing legislative frameworks and probe data privacy and protection law that is fundamental for protecting citizens' rights to protecting personal data as defined in Article 38 of the Timor-Leste Constitutions. Works of the preparation of the Data Privacy and Protection (DPP) law and UID enabling Legislative Diploma are underway and expected to be completed by in 2021. To support this, Cybercrimes and E-Commerce laws are also be developed and approved at the earliest date. A government CyberSecurity policy will also be developed. These works are supported by the USAID adviser seconded to TIC TIMOR.

Throughout the process, the commission held 22 meetings, one presentation to the Interministerial Commission, and held remote meetings (virtual) to understand the design of similar Unique ID systems in Cape Verde, India, and the Philippines. Based on the result of the analysis, the commission drafted an initial strategic plan.



**Figure 2: Presentation of Draft Unique ID Strategic Plan to the Interministerial Commission**

As a key implementing Ministry, there was a number of individual meetings with the Ministry of Justice, particularly the Directorate of Notary Services (DJSRN). A meeting with Ministry of Justice executives was also held to provide progress reports.

#### **4.2.2 Initial Draft Strategic Plan**

The vision of the strategy is to provide citizens and residents trusted digital identity unlocking access to services. The Unique ID system aims to improve access and delivery of services to citizens and to assist the Government to better manage these services.

This initial draft was presented to the Unique ID Inter-ministerial Commission on the 8<sup>th</sup> of September 2020 while it was being appraised by external Unique ID experts. The appraisal was conducted by experts from World Bank's Identification for Development (ID4D) team, Ernst and Young (through ADB contacts), and UNDP.

The initial strategic plan focuses on one implementation option that is to register a Unique ID in conjunction with the registration of the Birth certificate aiming to strengthen civil registration. The

birth certificate acts as a gateway to the unique ID meaning that a person particularly a citizen cannot be allocated a Unique ID unless the person has a birth certificate. Implementation of this option requires a strong birth registry. This option was revised, as further technical and legal analysis found that the current digital birth registry system is technically outdated and does not legally replace the registry books. The Demographic Management Information System (DMIS), the system that holds the civil registry has only 30% of the population digitalized, with the paper-based birth registry books still being the legal basis for citizenship.

This situation forced KTE to seek alternatives, analyze each option thoroughly of its advantages and disadvantages the choose the best option to base the strategy upon. KTE was unable to obtain a consensus decision on the implementation options for registering people, therefore, decided to take three possible options for the Council of Ministers to decide on the preferred option on 20<sup>th</sup> November 2020.

All other strategic decisions of the KTE were made with a consensus decision.

#### **4.3 Unique ID Implementation Options**

KTE proposed three implementation options to the Council of Ministers to decide upon. The three options are:

**Option 1:** Separation of civil registration and the Unique ID registries (the “Philippines, India Model”)

**Option 2:** Joint civil registration and collection of Unique ID information, simultaneous linking of a Unique ID to biographical data in the civil registry. This option was documented in the draft Strategic plan aiming to strengthen civil registration (the “Kenya Model”)

**Option 3:** Incorporating the Unique ID into the DMIS. This was proposed by MoJ after the initial agreement on Option 2. (the “Scandinavian Model”)

Technical Discussions with Unique ID experts made it clear that the current “best practice” is to use Option #1 to separate the Civil Registration and UID registries. However, it is preferred that both entities exist under the same overall management by a single Ministry.

#### **4.3.1 Birth Certificate Optional**

In this model, the unique ID registration is separated from the registration for the birth certificate, in which the birth certificate is optional. This model is referred to as the “Philippines, India model” as it has successfully been implemented in India and the Philippines. Other countries that have taken this approach include for example Pakistan, Malawi, Togo, and Tanzania. The Pacific countries are looking at implementing this model.

This approach is the most inclusive, fast, and economical approach as it allows the registration of people with a birth certificate or a declaration from the local authority for those without a birth certificate. Moreover, the Internet is not needed to register people as the offline mode is available allowing registration of people in remote areas with internet access issues. Its minimalist approach also allows it to enable privacy by design.

In this model, the unique ID system is built as a platform for other systems and databases, for example, the BI Card, VoterID, HealthID, EducationID to utilize the Biometric information registered in Unique ID so that is available to all approved entities for authentication and validation purposes.

The legal identity administration remains with the Ministry of Justice. Once implemented, the Ministry of Justice can use the biometric information in UID to provide an improved BI Card (Smart BI). The registration for the Birth registry can still be done at the same time as registering a unique ID but as a separate process. This removes the initial dependency on the Birth Registry and the DMIS system at the Ministry of Justice for the initial registration of people. After the initial

registration of all live people within Timor Leste, the DMIS system will be vital in ensuring that the UID system stays up to date with births and deaths so a strong linkage between DMIS and UID is needed then. The Birth Registry will slowly be improved over time through data matching and removal of duplicates.

#### **4.3.2 Birth Certificate Compulsory (Joint Registration Process)**

The joint registration model or the “Kenya Model” is an option that was documented in the initial draft Strategic plan aiming to strengthen civil registration, at the expense of an inclusive registration process.

This option provides the advantage for the digital unique ID to be both a legal identity and a digital identity. Simultaneous registration of birth registry and unique ID not only improves birth registry but also provides consistent biographical information between the Unique ID and Birth Registry database.

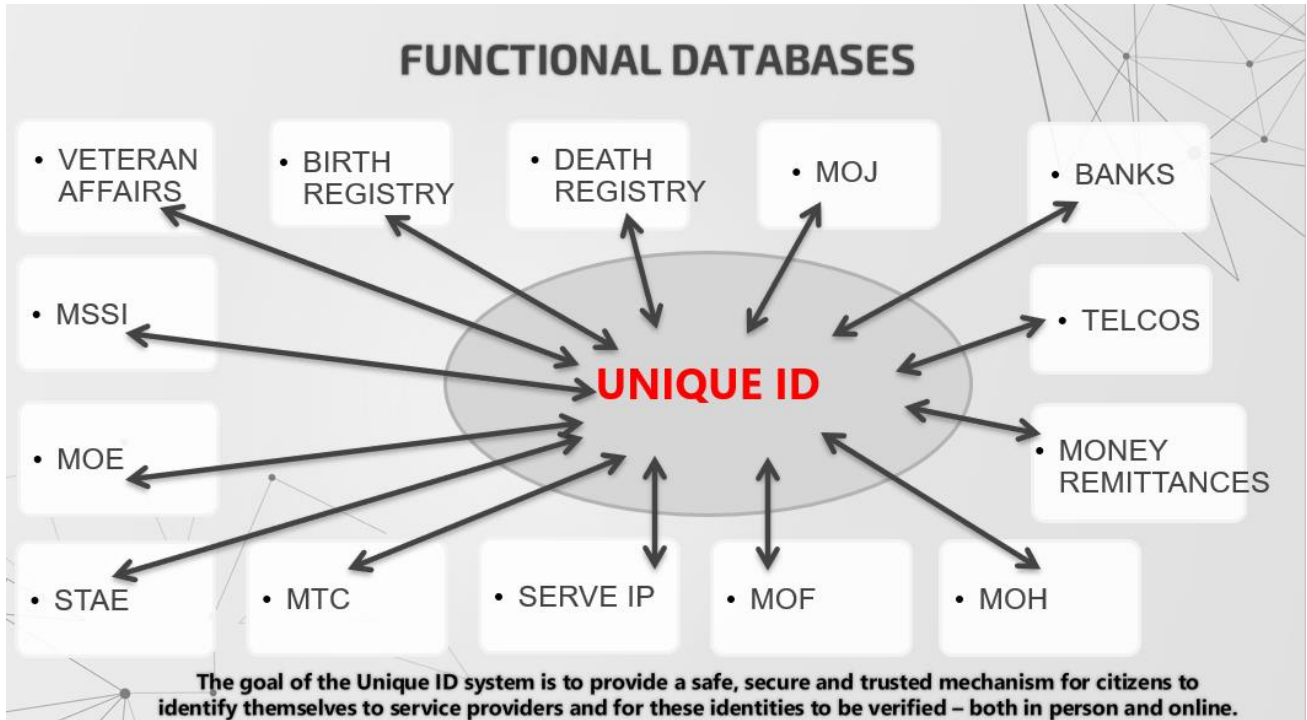
However, this model has several disadvantages. One of the drawbacks is that it requires validation of civil registration biographical data, which may delay Unique ID registration and will require the Ministry of Justice to certify its paper and online registries. Thus, requires a significant upgrade of the DMIS and an internet connection to register people because currently there is no offline mode for the DMIS. Registrations of records already in the DMIS rely upon the accuracy of this data or its validation with paper records. Registrations also require the application of different procedures for the three different types of records:

- i) people with electronic birth data (approx. 400,000).
- ii) people in the paper-based birth registry but not in the DMIS (approx. 600,000); and
- iii) people not registered (approx. 300,000-500,00).

Hence, this option can only be implemented with the full cooperation of the Ministry of Justice, otherwise, option #1 would be used as a “Plan B” for registration.



Figure 3 shows a diagram of how functional systems communicate with the Unique ID system in Options 1 and 2.



**Figure 3: All systems communicate via the UNIQUE ID system**

#### **4.3.3 Single Registry (Birth Certificate Required)**

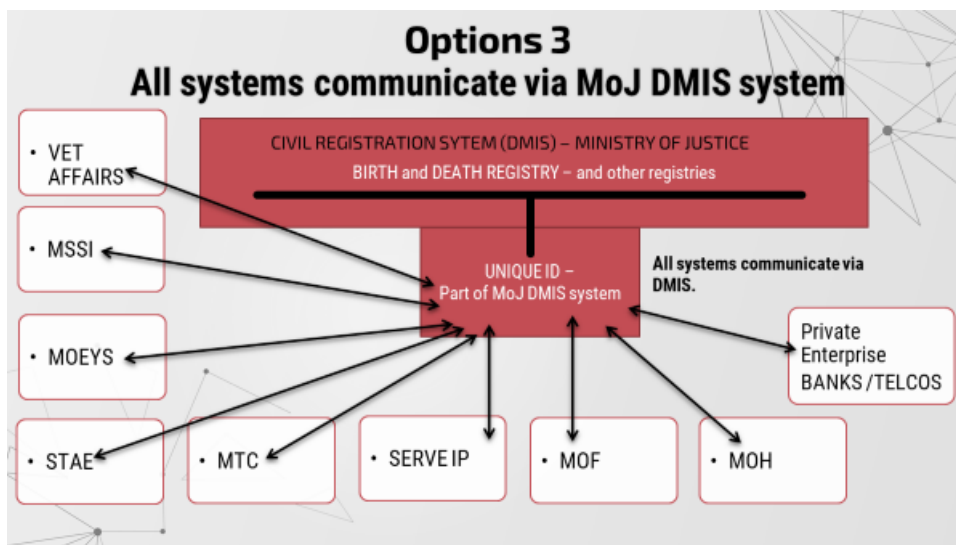
This third option was proposed by the Ministry of Justice after the initial agreement on Option 2. This model is known as the 'Scandinavian Model' as it has been implemented in mostly the Scandinavian countries for example Sweden, Norway, and Denmark. Thailand tried to implement this model, but the implementation could not be completed. Currently, there is no low-income or developing country had tried to implement this model considering its complexity.

One of the benefits of this model is that it can produce a legal identity as well as a digital ID. Moreover, it allows the establishment of a comprehensive registry that can be used for a wide range of administrative and statistical purposes as it provides a complete linkage of the UNIQUE ID and Birth Registry database. However, this model is extremely difficult to design and implement and to cost considering its complex arrangements. It is also difficult to estimate the cost of combined civil

registration and the Unique ID system since two are serving two different purposes. Implementing this model requires substantial policy, technical and legal reforms before registration can begin as legislation for the current civil registry needs to be revised as well as creating new legislations for the Unique ID.

The implementation also requires a very strong initial Birth Registry and State Capacity, and an internet connection to register people since there is no offline mode with the current DMIS systems. This means a longer time to clean other databases of duplicates, fakes, and ghosts. Having the two systems together creates a dependency on the Birth Registry system as well as importing its flaws. It is more vulnerable to data theft due to access to and integration with multiple agencies at a deeper level than either Option 1 or 2. The added personal information in the birth registry also could compromise privacy, so it is expected to face legal challenges focusing on the Constitutional privacy clause.

Figure 4 shows a diagram of how functional systems communicate with the Unique ID system that is part of the DMIS system at the Ministry of Justice.



**Figure 4: All systems communicate via DMIS**

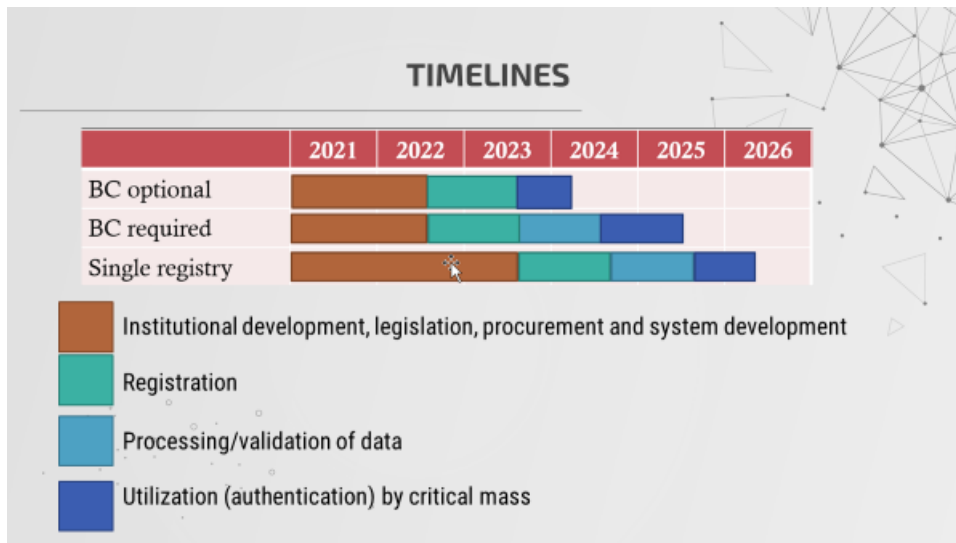
#### 4.3.4 Timelines

The implementation of the Unique ID requires at least three to four subsequent processes depending on the implementation models. These processes are:

1. Institutional development, legislation, procurement, and system development
2. Registration
3. Processing/validation of data
4. Utilization (authentication) by a critical mass

The three options proposed by the commission present different implementation timelines. The estimated timelines for option 1 - birth registration-optional is the shortest among the three. This is because the processing and validation process is not included in the implementation and no substantial change is required for the policy, technical and legal reforms for the registration to begin. Meanwhile, option 2 and option 3 require the processing and validation process.

The single registry (Option 3) takes the longest to implement because it requires at the most Institutional development, legislation, procurement, and system development before the registration begins. Furthermore, the implementation of this option will take longer as changes need to be made to the Civil Registration as well as the establishment of the Unique ID laws (including Data Privacy and Cybersecurity laws). On the other hand, options 1 and 2, do not require changes to the Civil Registration, only need Unique ID Laws to implement. The different timelines can be seen in the table below:



**Figure 5: Project timelines**

#### 4.3.5 Digital Identity Management

The Unique ID initiative aims to provide a digital ID to all citizens and residents. The approach the commission recommends is that every person has a single identity, and every person will have a credential to prove and verify their identity. The commission provided simple definitions of the terms legal and digital identity as follows.

**Legal identity** is a basic characteristic of an individual’s identity (e.g. name, sex, place, and date of birth), conferred through registration and the issuance of a certificate by an authorized civil registration authority following the occurrence of birth.

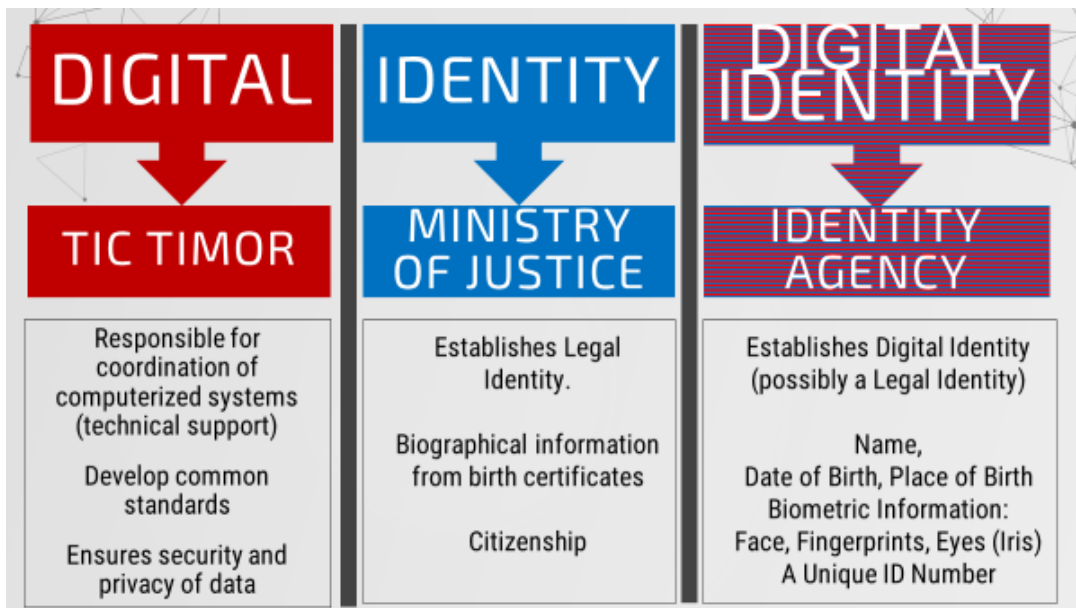
**Digital identity** is a collection of electronically captured and stored identity attributes that uniquely describe a person within a given context and are used for electronic transactions.

Legal identity is conferred through a birth certificate. A digital identity stores identity information on a computerized system, allowing the person to access services across multiple computerized platforms. The “digital” part is managed by TIC Timor, who is responsible for E-Government in Timor-Leste. TIC will ensure identity information can be exchanged through common formats and standards across multiple systems and will ensure citizens’ security and privacy of data. The Ministry of Justice, the authority in charge of establishing citizenship in Timor-Leste is responsible for the legal aspects of the identity.

A person’s digital identity will include basic biographical information, for example, name, date of birth, place of birth and biometric information (face, fingerprints and possibly eyes), and a unique ID

number. This number will remain with the person, from birth to death. The digital identity is used for validation and authentication purposes. It can be printed on a document or as a card, for example in India, it is printed on a piece of paper, and in the Philippines, it is issued as a card.

Considering the need to ensure security and privacy of identity data, the commission also recommends the creation of an Identity Agency to manage the digital identity in the long term. The identity agency can either be under the Ministry of Justice, a department, or an autonomous, independent agency. However, for the first 5 years, it is expected that UID will be run as a project under a Mission Structure which will transition to the long-term management in 2025. These are illustrated in figure 6.



**Figure 6: Digital Identity Management**

All the recommendations including the implementation options were presented first to the Prime Minister and the Minister of the Presidency of the Council of Ministers on the 10<sup>th</sup> of November 2020 and to the Council of Ministers on the 20<sup>th</sup> November 2020. The Council of Ministers delayed making decisions until Wednesday, 25<sup>th</sup> November 2020, when they chose Option 1, Birth Certificate Optional as the preferred method. This has given clarity for the completion of the Strategic Plan.

The mandate of the KTE was also extended for 6 months at that time.



**Figure 7: Progress update to the Prime Minister**

#### **4.4 Communication & Consultations**

The communication strategy is a component of the Unique ID strategic plan. The communication plan focuses on strategies on how to raise awareness, understanding, and knowledge of key stakeholders in the government, private sector, civil society, etc. at the regional, national, and local levels on the Unique ID project. The communication strategy also identifies key messages and looks at the use of traditional and social media to influence and change citizens and Ministry knowledge, attitudes, and behavior to the objectives of the UID system.

It is acknowledged that communications of the benefits and risks of Unique ID need to be handled carefully to ensure that there is buy-in with the process by all sectors and stakeholders.

The communication plan was prepared by Communication Specialist, Ms. Ana Teresa Sequeira from UNICEF in close consultations with the Secretariat and the members of the Unique ID technical committee.

#### **4.5 Policy & Legal Frameworks**

The implementation of Unique ID requires significant new and changed policy and legislation. The legal Gap Analyses had already been undertaken and being drafted but further consultations and

discussions are needed. This includes UID Enabling Legislative diploma to provide the legal basis for Unique ID, Data Privacy and Protection Organic Law, and a National Authority/Commission for Data Privacy and Protection. Work on drafting these two laws has commenced and it is expected to be completed by mid-2021. The first of Data Privacy and Protection Organic Law was presented and reviewed by the legal advisers from all the commission members entities on February 25<sup>th</sup>.



**Figure 8: Data Privacy and Protection Law consultation**

The proposed new Civil Registration Code will also be consulted to ensure the two systems are working in sync with each other. To support this, Cybercrimes and E-Commerce laws are also be developed and approved at the earliest date. A government CyberSecurity policy will also be developed.

#### **4.6 Functional Database Re-Engineering**

For the functional databases to benefit from the UID system and vice versa, these systems such as the BICard, VoterID, Drivers Licences, HealthID, Student ID, and other functional databases need to be re-engineered. The approach that the Unique ID project takes is to not fully change the current

system but to add one more column 'the Unique ID field' in the functional databases. Adding the unique ID field will allow the systems to communicate with each other and clean the existing databases from duplication, false records, and ghosts.

The re-engineering process requires investigations and discussions with the line Ministries. Recruitment of a DFAR funded Business Analyst to support this work was completed in April 2021 and is working within the Secreatariat. It is anticipated that other development partners will also need to contribute Technical Assistance in the areas of their interest, with the hiring of business analysts within the Ministries themselves.

## 5. Finalization Unique ID strategic plan

Based on the selected implemented option approved by the Council of Ministers on the 20<sup>th</sup> of November 2020, the commission completed a draft strategy and held consultations with various stakeholders to ensure their voices and concerns are taken into consideration.

This initial consultation included outreach to 37 Civil Society organizations, 15 Private Enterprise entities, including banks, mobile providers, and the ICT industry, 22 Development Partners and International NGO's and 14 legal advisers within KTE member institutions. Through the consultations, the committee not only gathers feedback on the strategy but also obtains information to complete the operational plan and budget.





**Figure 9: Unique ID Strategy consultations with Development Partners**

Through the guidance and support from the ID4D World Bank team, the committee developed the operational plan and the budget. As the number of COVID-19 cases had been raising significantly at this point in time, face-to-face consultation with all KTE members and the interministerial commission could not be held. Therefore, feedback and approval of the operational plan and the budget were sought via email.



**Figure 10: Unique Strategy consultations with the Civil Society organizations**

A consolidated version of the strategy including the operational plan and budget was completed and presented to the Council of Ministers for appreciation on 27<sup>th</sup> May 2021. This strategic plan can be accessed and downloaded from the Unique ID website [www.uid.gov.tl](http://www.uid.gov.tl).



**Figure 11: Unique ID Strategy consultations with the Private sectors**

## 6. Issues and challenges

COVID-19 outbreak has been a major challenge that the Unique ID Technical Commission faced during its mandate followed by the flood that occurred during Easter in 2021. Large meetings and face-to-face was restricted, therefore, the commission could not realize meetings it had planned. It had been difficult to hold the meetings online as many have no access to a computer nor Internet at home, thus delayed important decisions to be made.

Other challenges that contribute to the delay of the work were the unavailability of budget to support the Committee's weekly meetings, internal and external consultations, document translations, and the absence of Unique ID experts to guide the development of the integrated strategy at the initial stages of the process. These later obstacles were later resolved through the support from development partners the World Bank, GfD, UNDP, and UNICEF.

## Annex 1 - Action plan

Objectives	Strategies / Activities	Institutions/Persons Involved	Time Frame	Success Indicators
Organizational settings	<ul style="list-style-type: none"> <li>• Establish a project secretariat</li> <li>• Appointing Secretariate Manager</li> <li>• Setting up a team and sharing tasks and duties</li> <li>• Resources support</li> <li>• Holding first technical committee meeting</li> </ul>	TIC Timor, I.P	June 2020	<ul style="list-style-type: none"> <li>• A secretariat is established and a manager is appointed</li> <li>• A technical team is set and each of the team members understands its tasks and duties</li> <li>• Resources (budget and facilities) support is identified and allocated</li> </ul>
Developing an initial draft	<ul style="list-style-type: none"> <li>• Documents review</li> <li>• Conduct internal government consultations</li> <li>• Conduct different external consultations</li> <li>• Presenting to the Interministerial commission</li> <li>• Presenting to the council of ministers</li> </ul>	Technical Commission	June-November 2020	<ul style="list-style-type: none"> <li>• Related documents reviewed</li> <li>• Consultations are done with both the external entities and internal</li> <li>• An initial strategic plan is drafted and presented to the interministerial commission</li> <li>• Options presented to the Council of Ministers</li> </ul>

Presentation of Unique ID options	<ul style="list-style-type: none"> <li>• Presenting to the CoMs and approval of options</li> <li>• Extension of KTE mandate</li> </ul>	TIC Timor, I.P	November	Option chosen by CoM Mandate extended for 6 months
Development of the Operational Plan and Budget	<ul style="list-style-type: none"> <li>• Creation of Operational plan, from the initial Strategic Plan</li> <li>• Consultations with Civil Society, Development Partners and private enterprise</li> <li>• Creation of a high level budget</li> </ul>	TIC Timor, I.P	November 2020 – March 2021	Operational Plan drafted Budget drafted Last draft of Strategic Plan finalised from public consultation feedback
Finalization of the Integrated Strategic Plan, Operational Plan and Budget	<ul style="list-style-type: none"> <li>• Integrated Strategic Plan, Operational Plan and Budget completed</li> <li>• Translation</li> <li>• Presentation to Council of Ministers</li> </ul>	TIC Timor, I.P	March 2021 – May 2021	Council of Ministers receive final integrated document

## Annex 2 – Unique ID survey questionnaire

### 1. Ita boot nia instituisaun naran sa?

---

### 2. Ita boot nia instituisaun iha sistema hamutuk hira (total) ?\*

---

*Favor priense informasaun detallu kona ba kada sistema, iha seksaun 'SISTEMA/MODULE' husi pergunta 3 to'o 16.*

#### SISTEMA/MODULE

### 3. Sistema/module naran sa?\*

---

### 4. Sistema nia objetivu?\*

---

### 5. Se mak dezenvolve sistema ne'e?\*

---

### 6. Se mak agora dadaun mantein sistema ne'e?\*

---

### 7. Uja teknolojia saida?\*

- Microsoft SQL
- Oracle
- MySQL
- PostgreSQL
- Access
- MariaDB
- MongoDB
- Seluk
- Se seluk, favor especifica:  
\_\_\_\_\_

### 8. Koluna ka 'field' identidade saida deit mak sistema kolekta? Favor hili ida ne'ebe aplikavel.\*

- Nome e Apalido
- Data de nascimento
- Morada atual
- Local de nascimento
- Endereço de e-mail
- Número de telefone
- Numero Cartão de identificação
- Numero Passaporte
- Numero Cartão de eleitores
- Numero Certidão de nascimento
- Numero Certidão Batismo
- Numero Carta de condução
- Placa do carro / moto
- Nome dos pai
- Nomes dos avós
- Foto
- Impressões digitais 'Fingerprints'

- |  |   |   |
|--|---|---|
| <input type="radio"/> Iris / Eye Scan      | <input type="radio"/> Ocupação                          | <input type="radio"/> Detalhes da conta bancária  |
| <input type="radio"/> DNA                  | <input type="radio"/> Origem racial ou étnica           | <input type="radio"/> Seluk                       |
| <input type="radio"/> Cor dos olhos        | <input type="radio"/> Condenações / registros criminais | <input type="radio"/> Se seluk, favor especifica: |
| <input type="radio"/> Peso                 | <input type="radio"/> Partido político                  | _____   |
| <input type="radio"/> Altura               | <input type="radio"/> Religião                          | _____   |
| <input type="radio"/> Tatuagem ka 'tattoo' | <input type="radio"/> História / Informação Médica      |   |
| <input type="radio"/> Escolas frequentadas |   |   |

**9. Dokumentu (s) rekezitu ka 'breeder' saida deit mak precija atu halo registu iha Itaboot sira nia sistema?\***

- Numeru Certidaun Moris nian
- Numeru Certidaun Batismu nian
- Deklarasaun husi Xefi Suco
- Deklarasaun husi Igreja
- Numeru BI
- Numeru Kartaun Eleitoral
- Numeru Karta Kondusaun
- Seluk
- Se seluk, favor especifica: \_\_\_\_\_

**10. To'o agora sistema rekolha ona dadus hira?\***

\_\_\_\_\_

**11. Sistema lansa iha sa tinan?\***

\_\_\_\_\_

**12. Sistema ne'e fahe informasaun ho sistema seluk ka lae?\***

- Sim
- Lae

Se sim, fahe ho sistema ida ne'ebe? \_\_\_\_\_

Husi Ministeriu ida ne'ebe? \_\_\_\_\_

**13. Ita boot sira selu 'User Access Licence' ga lae?\***

- Sim
- Lae

**15. Sei fasil ga lae atu aumenta tan koluna 'Identifikador Úniku'?\***

- Sim
- Lae

**16. Problema saida deit mak enfrenta ka sai hanesan prekupasaun?\***

---

Se iha tan sistema seluk, halo favor priense nia informasaun detallu iha seksaun SISTEMA/MODULE, pergutan numeru 3 to'o 16.

**Favor priense naran, pozisaun no numeru telemovel/Email iha okos:**

Naran: \_\_\_\_\_

Pozisaun: \_\_\_\_\_

Num Telemovel/Email: \_\_\_\_\_

**Obrigada wain!**



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The list of names provided below is an attempt to acknowledge the contribution of individuals for their important endeavors.

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