

# FAMILIES

at the centerpiece of

# VIKSIT BHARAT









# Foreword

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While technology is capable of transforming governance, the archaic processes and continued government control, hampers the effectiveness of technology. However, a lot of efforts are now being made to perform process reengineering to ensure speedy and automated decisions for service delivery.

Data is at the heart of this transformation. Good quality, real time access to integrated data allows profiling of citizens, where all attributes required to provide any service are readily available. This data allows evaluation of any citizen for his or her eligibility for a specific service proactively without expecting the citizen to establish his claim for a service. Presently, citizens have to struggle to establish their entitlement, which often is not objectively evaluated, leading to denial of service and frustration.

"Family" is the single smallest core "social structure" around which the larger social fabric is woven. Haryana government has initiated an ambitious project to issue "Parivar Pehchan Patra" also called PPP. This application is built to register families as a single unit with all members in it. PPP captures all relevant socio-economic attributes, which can be required for any service.

PPP system is fully operational in Haryana. It is now linked to various service delivery systems of Haryana government like PDS, Old age pension, caste certificate etc. At the back-end, this system is also connected to other citizen services data bases, which help to enrich the PPP data base like electricity billing, vehicle registration etc. This helps the PPP system in building effective data profiling of families and the individuals therein.


PPP data base can also be very effectively used for other state and central govt, schemes, which are aimed at uplifting citizen through incentive schemes, in the area like urban development, skill development, employment, health, education etc. The scope of application of this integrated data (PPP) is limited only by our imagination.

The PPP is in its initial stage, in its journey to achieve a fully automated and integrated citizen interface with the government. The success of this project in Haryana has already motivated many states to emulate the same.









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# 01

## Executive Summary

As India transitions towards its journey to Viksit Bharat, inclusive and effective welfare delivery shall remain at the heart of this transformation. Taking cue from some of the global best practices such as Cadastro Único, Brazil and Listahanan, family-based targeting of welfare delivery must be the way forward to achieve the vision of saturation of schemes and reaching the last in line beneficiary set by the Hon'ble Prime Minister. Family based welfare delivery offers several advantages which are listed below:

- It helps to uncover resource pooling and shared consumption patterns typical in Indian families, hence, providing a much more accurate method of identifying the needy beneficiaries as compared to individual based targeting.
- It aligns with cultural norms, where families are smallest socio-economic unit of the society and act as primary units of care, decision-making, and economic support.
- It provides administrative efficiency, allowing governments to target families rather than fragmented individuals.
- It optimizes resource use by reducing duplication and improving targeting of the neediest.
- It helps to reduce redundant documentation, hence improving the ease of application for a citizen,
- Offers increased scheme awareness for citizens by enabling systems to showcase potential eligible schemes for citizen as well as his/her family members

Despite the importance of families in welfare delivery, most of the Indian States currently lack a comprehensive, dynamic, family-based beneficiary database. Further, existing systems, like Aadhaar or SECC, either focus on individuals or have limitations in capturing family relationships and evolving family structures. Hence, this paper recommends a family ID solution which should be built around four key pillars of how to define a family, building a citizen consent management framework, formulating a legal & institutional framework and accumulating requisite hardware to support a family-based welfare delivery system.



# 02

## Introduction

Governments across the world engage significant resources in upliftment and welfare of the susceptible groups of the society. Hence, most of the welfare and benefits provided by the Governments are designed to fulfil three key objectives:



**Social Protection:** Ensuring social well-being of the vulnerable groups.



**Poverty Alleviation:** Alleviating financially weaker sections of the society by supplementing/supporting their income or providing avenues for income generation.



**Equitable Resource Distribution:** Reducing inequitable distribution of resources and rectification of historical inequities, such as caste-based discrimination and gender inequities etc.

India has also been in pursuit of such inclusive growth with the term “socialist” added to the Preamble of the Indian Constitution during the 42nd Amendment in 1976, signifying a commitment to reducing economic inequality and ensuring social

welfare. Since then, targeted social protection schemes have been an essential part of the Government's development strategy. In the year 2023-24 close to ₹13.7 lakh crores were allocated to welfare and subsidy schemes by the Central Government. Apart from this, the State Governments also run separate schemes for the citizens of their respective States. All such schemes shall eventually contribute towards the dream of providing a minimum basic quality of life to every individual in the country. These quality-of-life parameters include access to sources for a minimum basic income for adults, access to decent health facilities for the needy, avenues for education for children, access to utilities such as electricity, water and cooking fuel etc. All such parameters can be mapped and measured accurately only at the level of families rather than individuals.





## 2.1 Family information for eligibility determination

Family level parameters (such as family income, family assets etc.) are used for determining eligibility for welfare schemes because they provide a more accurate, fair, and practical measure of economic and social need. As an example, a non-earning individual living in a household with multiple income earners would be considered poor by individual metrics but may have access to all essential needs through the family's pooled income. Conversely, an earning individual supporting many dependents may be unfairly excluded if assessed individually. Some of the other reasons for using family-based parameters for eligibility determination of welfare schemes include:

- A. Resource pooling & shared consumption:** A key reason for assessing eligibility based on family units is the interdependence of the members of the family is sharing of resources and consumption. In India, especially in rural and semi-urban areas, income and assets are generally pooled and used collectively. For instance, earnings from different family members are used to run a single household, and expenses such as rent, utilities, food, and children's education are borne together. In such a context, evaluating an individual's income or status in isolation may give a misleading picture of their actual living conditions.
- B. Socio-cultural relevance:** In a country like ours, family is not just a social group of people sharing resources but is also a central institution which governs life decisions, including marriage, employment & caregiving

for its members. This makes family a natural unit for administering welfare schemes wherein schemes aimed at improving health, education, housing, or financial inclusion often benefit all members of a household even if only one member formally qualifies. For example, a house built under the Pradhan Mantri Awas Yojana (PMAY) benefits the entire family regardless of whose name is on the title.

- C. Administrative Convenience:** Using the family as the basic unit for determining eligibility simplifies the process of data collection, verification, and benefit distribution. By targeting families rather than individuals, Governments are able to reach out to more people with fewer administrative complexities. E.g., by reaching out to families in Ayushman Bharat scheme, government is able to provide coverage to every member of the eligible family.
- D. Optimization of resources:** With limited resources available to service comparatively large set of population, family-level parameters allows the government to prioritize the most deprived households through a holistic lens. Further, it also helps to reduce duplicity and concentration of benefits by reducing the risk of multiple members of the same household receiving redundant benefits.

Hence, identification & maintaining a family shall be critical for the welfare delivery ecosystems of the future

## 03

# Families at the core for Universal Basic Income

India's welfare delivery ecosystem has grown steadily since independence, aiming to lift millions out of poverty through targeted schemes. However, as India aspires to be a more inclusive and resilient economy, a transition from the current fragmented welfare delivery model to a Universal Basic Income (UBI) is imminent in the near future. The increasing maturity of the JAM trinity (Jan Dhan–Aadhaar–Mobile) to implement large-scale direct cash transfers shall further provide impetus to the UBI dream. However, considering the fiscal burden required to implement such an ambitious project, it is imperative that a targeted UBI (which fits within the current welfare budget space) shall be the way forward for the Governments.

Families would again be at the core for implementation of this concept since it would lead to fewer total payments to manage and shall be potentially less expensive than individual based UBI. A flat monthly or annual payment may be given per

family which could be adjusted by household size or composition (e.g. number of children, no. of elderly present in the family).

Such family based UBI programs have been piloted in various countries. A few notable examples of these programs are presented below:



## Kenya – Rural UBI:

Kenya is conducting one of the world's largest UBI experiments, which has now grown to 20,000 participants in 200 rural villages. The program began in 2018 and offers various forms of payments which is done at a family level including monthly transfers for two or twelve years, or a one-time lump sum. Findings indicate that long-term UBI led to improved housing, food security, mental health, and educational outcomes.





### Iran – Nationwide Basic Income:

In 2011, Iran implemented a nationwide family based UBI program, replacing subsidies on gasoline, electricity, and some food items. As of 2019, the average Iranian family received 29% of its income from this program.



### New Mexico (United States) – Guaranteed Basic Income:

The program initiated in 2025, aims to identify low-income families and provide them with \$750 per month for three years. A previous such pilot conducted in New Mexico with the help of non-profit organisations provided 35% decrease in rent paying difficulty and a 9% increase in children completing their grade level or graduating.

Once such programs are implemented, monitoring and managing them shall be the key. Indices such as Multi-Dimensional Poverty Index (MDPI) shall act as the guiding benchmark to assess the success of these programs. MDPI measures the deprivation level of individuals through 12 indicators spread across the following three categories – Education, Health and Standard of Living. Out of these, measurement of indicators pertaining to Health (Nutrition, Child & Adolescent Mortality) and Standard of Living (Sanitation, Drinking Water, Housing, Electricity etc.) shall also require family as an entity to be at the forefront.

Therefore, it is essential for the Governments to start channelling their efforts towards building a welfare delivery ready family level database which is dynamic & self-sustaining and can generate trust both among the citizens as well the service delivery departments.



# 04

## Impact of family-based welfare delivery

Family based welfare delivery ecosystem has the potential to offer benefits across various aspects of welfare delivery including improving efficiency, reducing duplication and accurate targeting of beneficiaries. While the precise numbers shall depend on the scale, technology, and effectiveness of implementation of governance frameworks, impact observed post implementation of family-based welfare delivery is presented below:







## For Governments

- A. Integration of family data with other datasets like ration card, pension, housing etc. has led to reduction of duplicate records by **35%** (Source: e-Governance Department, Government of Karnataka)
- B. Implementation of Samagra Vedika in Telangana has not only enabled the Government to identify real-time beneficiary eligibility across schemes but has also helped to improve the beneficiary targeting accuracy by **25-30%**. (Source: Telangana State IT Department 2023)
- C. Implementation of the State Family Database in Tamil Nadu has helped to reduce the welfare processing time by close to **40%** by enabling cross departmental coordination. (Source: TN e-Governance Agency Report 2022)
- D. According to a 2013 World Bank Report, estimated leakages in welfare delivery dropped from **22%** to **<10%** after implementation of Cadastro Único in Brazil.

**While the exact benefits of such an initiative for the Government depends on multiple external factors, however, going by impact it has had in past, it is estimated that implementation of such an initiative can help reduce leakages in welfare delivery by 15 % - 25%.**





## Citizens

- A. Parivar Pehchan Patra initiative in Haryana led to simplified access and application of welfare schemes/services of the State. More than 3.5 Lakh admission applications in government and private schools across the State in the academic year 2023-24 did not require any DOB, Caste, Divyang, Income & Domicile related certificates to be submitted. (Source: Parivar Pehchan Patra, Haryana)
- B. Increased scheme awareness leading towards scheme saturation in Karnataka. 4.7 Lakh post matric scholarships were provided by the Government in the year 2020-21. Post implementation of Kutumba, 9.03 Lakh students were able to avail the benefit of these scholarships in the year 2021-22, hence leading to an increase of more than 90% with respect to the eligible applicants. (Source: Kutumba, Karnataka)
- C. 4 Lakh+ Old Age Pensions and 17 Lakh+ Caste Certificates disbursed in Haryana without the beneficiary visiting any government office solely based on the eligibility determined by their respective data in Parivar Pehchan Patra. (Source: Parivar Pehchan Patra, Haryana)

**For the citizens, implementation of a Family based welfare delivery can significantly ease the application process for the schemes/service with an estimated 50% - 75% reduction in the documentation to be provided by the citizen for the same.**





# 05

## Challenges of setting up a family-based repository

Although families play such a critical role in the government welfare delivery landscape, there is a huge gap when it comes to collecting, documenting and maintaining data pertaining to families which can underpin the requirements of all welfare schemes from an eligibility determination point of view. While several efforts have been made to digitize and streamline welfare distribution, India lacks a comprehensive, centralized family-level database that integrates and supports the delivery of welfare schemes across ministries and states.

Even in recent times, India's welfare delivery has been majorly centred around Aadhar, which helps to improve individual identification for direct benefit transfers, but is not designed to account for family dynamics, such as intra-household relationships or combined eligibility.

Furthermore, family-based surveys such as Socio-Economic Caste Census (SECC) and Population Census capture details at the household level which at times can have multiple families residing in the same. Also, since all such surveys are done through door-to-door data collection methods with no mechanism to update the same at a later point in time, the data becomes outdated/inaccurate from the perspective of welfare scheme delivery.



Some of the key reasons due to which a stable family-based repository is yet to be established within the country are as follows:

**A. Complexity of family structures:** In a country as diverse as ours, the structure of families varies widely across regions and communities. In addition to this, families are dynamic in nature and can frequently change on account of birth, death, marriage, migration or separation making it hard to maintain and update with reliable information.

**B. Lack of trust:** The service/scheme delivery departments have concerns over control and autonomy of the beneficiary data of their respective schemes. Hence, each of these entities have developed their own beneficiary databases tailored to their needs and capturing & maintaining only the specific family level information required for delivery of schemes/services pertaining to them.

Further, since the verification & maintenance of the respective beneficiary information has traditionally been done by these departments independently, it is difficult for these departments to trust on the beneficiary data maintained and verified independently of the department.

**C. Data privacy & legal concerns:** Since family-level database shall involve collecting and storing sensitive personal and family data, lack of a comprehensive data protection law (with the DPDP Act 2023, being in early stages of implementation) including consent management and data ownership framework

coupled with a lack of awareness at the citizen level, poses an increasing risk of surveillance and profiling of citizen data.

**D. Technical & Infrastructure challenges:** Given the fact that even a comparatively small State like Uttarakhand has close 1.3 Crore citizens and technological complexities of managing and maintaining the dynamic family level information, it imperative that such large complex systems require a sizeable hardware infrastructure for efficient functioning. Many States currently lack the digital infrastructure and expertise for the same.





# 06

## Case Studies

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Many countries across the world have already started experimenting with the idea of building such family level repositories with an aim to improve welfare service delivery. One of the most popular and successful among those has been Cadastro Unico from Brazil which has more than half of the country's population registered on the platform till date.



## 6.1

## Cadastro Único (Single Registry of Beneficiaries for Social Programs in Brazil)

Brazil's Cadastro Único is one of the most famous and successful common beneficiary repositories internationally setting a benchmark for countries on delivery of social welfare programs to its citizens. The repository serves as the foundation for targeting social assistance and poverty reduction programs like Bolsa Família (now Auxílio Brasil), among others.



### The Approach

**A. Data Collection:** Citizens can register their families by providing their information using a standard Cadastro Único form. The information collected in the following ways:

- Through 9,000+ fixed service stations of Cadastro Único spread across the country.
- Home visits to families
- Mobile service stations installed for targeted data collection and surveys.

By law, registered information must be updated every 24 months (from the date of last interview) or whenever there is a change in the family's composition, address or socioeconomic conditions.





**B. Data Verification:** Data input by the citizens or received through surveys is verified through a multi-layered system involving both manual as well as electronic based checks.

- **Electronic verification:** Cadastro Único cross-references data with other federal systems such as RAIS (Employment records database) to validate income claims, CPF (Individual taxpayer registry) to verify individual identity and Social security databases to identify pensioners.

- **Source verification:** Periodic cross-checks with other data sources are run to ensure accuracy of data including comparison with death certificates, formal workers' incomes and receipt of contributory policies etc.

- **Manual verification:** For data fields which could not be verified through the above-mentioned mechanisms are verified through a manual verification process conducted at the level of municipalities. Some municipalities involve community leaders and organizations to review the list of registered households, ensuring that local knowledge helps identify inaccuracies or fraud.



## The Institutional Setup

Cadastro Único shares responsibilities between the federal government, states, federal districts and municipalities. The three levels of government work together to strengthen and consolidate this repository.

**A. Ministry of Social Development and Fight against Hunger (MDS):** Responsible to coordinate, monitor and supervise the implementation and execution of the repository, continuously assessing the quality of the information it provides and defining strategies for its improvement. MDS is also responsible for drafting regulations, rules and instructions to guide the work of states and municipalities. Training and capacity building of the municipalities is also the responsibility of MDS.

**B. State Governments:** State governments provide technical support to municipalities. Their responsibilities include developing strategies for access to civil documentation, conducting training; supporting the improvement of municipal infrastructure; identifying, monitoring and supporting solutions to problems faced by the municipalities in the management of the registry; and supporting the identification and registration of the extremely poor in the repository.

**C. Municipalities:** Their responsibilities include identification of areas where low-income families live; collection of data from families through home visits, task forces or fixed service stations inclusion of new families and updating of existing family data in the Cadastro Único system, as well as verification of registration inconsistencies.



## 6.2

## Haryana Parivar Pehchan Patra (Family Based depository of all citizens residing in the State of Haryana, India)

Closer to home, State Governments have also now started to look at building such family-based repositories with States like Haryana and Karnataka taking the lead. Presented below is a case study of the Parivar Pehchan Patra, Haryana.

The Government of Haryana launched the Parivar Pehchan Patra (PPP) in July 2019 with a vision to deliver citizen centric services and schemes through a data-backed governance model. The objective of PPP is to provide transparency in the delivering of citizen centric services as well as to reduce exploitation and eliminate bogus/duplicate beneficiaries existing in various welfare schemes of the State.



### The Approach

In order to implement such an ambitious project, the implementation strategy of the Government of Haryana had 5 key elements which are as follows:

**A. Data Design:** As a first step, the data design and system architecture for PPP database were deliberated and finalized. Following were the key activities undertaken for the same:

- Defining the basic minimum socio-economic data elements to be captured for each family member in the PPP database with the larger objective of making the database suitable for scheme/service delivery as and when the need arises.

- Standardization of data structures (as defined by [www.egovstandards.gov.in](http://www.egovstandards.gov.in)) throughout the applications/databases of PPP
- Defining the data exchange protocols in PPP to ensure data sharing and data enrichment from various heterogeneous sources of information.





**B. Data Collection:** The data collection and collation for the database was done on a voluntary and self-declaration basis from the citizens of the State although various modes and methodologies were adopted to accelerate the pace of data collection:

- **Formulating base dataset** – A base dataset was created through the two family-level databases available with the State – SECC and PDS databases.

- **Consent based registrations** – This is an on-going process wherein the citizens either verify their existing data in PPP or provides his/her family information to PPP. The data so collected is verified by the citizen by physically signing the PPP form and is uploaded in the system.

- **PPP Camps** – Data was also collated by targeting specific sections of the society through focused camps such as school camps, fair price shop camps, industry camps etc. This aided in increasing the coverage of PPP across the State.

**C. Data Verification:** Once significant amount of citizen data was collated in the database, the data verification of this self-declared data was initiated. Three different approaches were adopted depending upon the availability of information for verification against each field.

- **Electronic Verification** – The first preference of verification was accorded to electronic verification wherein data was validated through the existing datasets including HRMS, Aadhar (for name), CBDT (for income) etc.

- **Source Based Verification** – In case electronic verification of fields could not be done or any database was not available for verification of a specific field, then verification was done through the respective custodian dataset of the concerned field. E.g. Government Pensioners through Pensioners dataset, Date of Birth verification through birth certificates etc.

- **Physical Verification** – For fields where neither electronic nor source-based verification was possible, on-ground physical verification was conducted. Local Committees and Sector Committees were constituted across the State for the same and department level functionaries such as Labour Inspectors, Patwaris, Kanungos, Gram Sachivs etc. were also involved wherever required. E.g. Verification of caste category by Patwaris, Income verification through Local Committees.



**B. Services led data enrichment:** In order to further boost the quality of the data maintained in PPP, linkages to various critical services & schemes were setup. The beneficiaries who come to avail any of the linked services/benefits were required to provide their Parivar Pehchan Number and all their requisite information was pre-fetched from PPP database. This activity not only helped to increase the coverage and acceptability of PPP but also helped to maintain the recency of data. E.g. Integration with the Civil Registration System - Births & Deaths helped PPP to update the family structure in its database as soon as any one of the events (birth or death) is registered by the family.

**C. Legal Backing:** Once the PPP database was created with a significant level of confidence and linkages with services was initiated, the process for providing a legal backing for the same was started. This involved introduction of the Haryana Parivar Pehchan Act and setting of an independent Authority to manage the Parivar Pehchan Patra database.



## The Institutional Setup

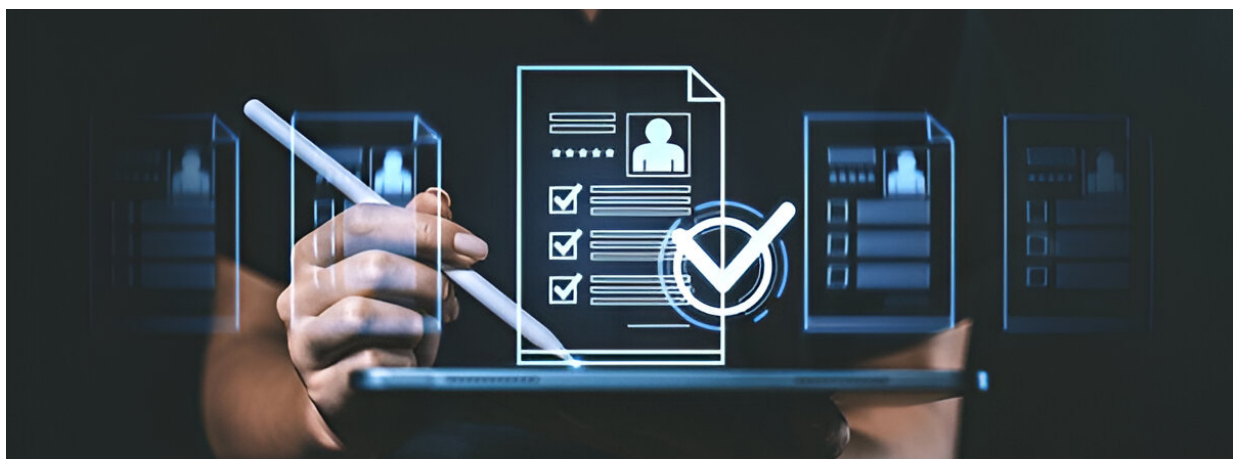
Managing such a state-wide initiative requires robust teams and structures to be curated both at central, district, block and village levels. Following are some such key structures which form the backbone of PPP:

**A. Citizen Resources Information Department:**

The Citizen Resources Information Department (CRID) of the State of Haryana is the core department responsible for implementation of PPP. The key responsibility of the department is to lend the necessary administrative and financial support necessary for the program on a day to day basis.

**B. Haryana Parivar Pehchan Authority:**

Haryana Parivar Pehchan Authority is an independent Authority created under CRID with a key responsibility of curating and maintain the common repository of the citizens created under the program. The Authority is responsible for data verifications, data update and the overall quality of data maintained the repository.

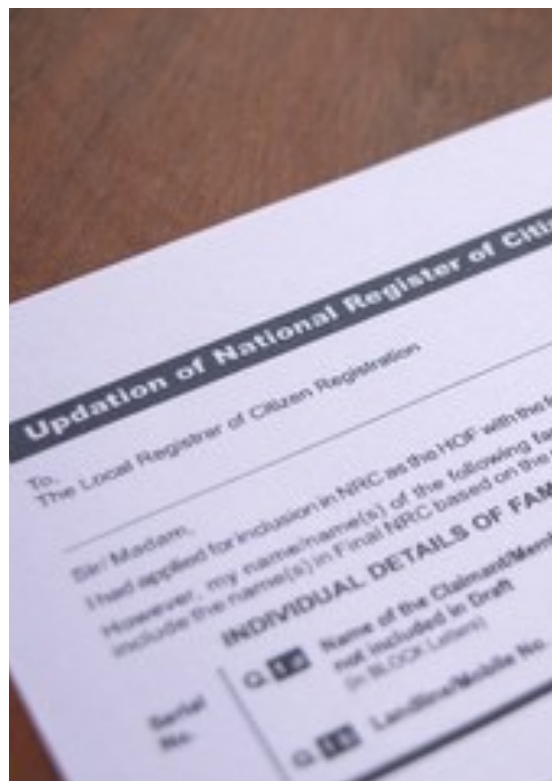




**C. District Citizen Resource Information Officers:**

Additional Deputy Commissioners of the State have been redesignated as District Citizen Resource Information Officers wherein their key responsibilities include managing & maintaining the data quality of their respective districts in PPP and supervising various block/village level PPP institutions such as local & sector committees.

- D. Local Committees & Sector Committees:** Local committees were setup for each 250-300 households in the State which are responsible for data verification & update related to respective households. Further, Sector Committees have been setup at the block/zonal level which act as the appellate for verifications conducted by the Local Committees falling



## 07

# Our recommendations

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It is quite clear that families shall form the centre piece of most of the welfare delivery systems of the future. This is also evident from the fact that there has been a significant push in various states across the India to implement a family-based repository of citizens which can be used for effective service delivery. Although there cannot be a “one-size fits all” approach for implementation, however, there are four key pillars which will lay the foundation for building a robust family repository for any Government:

## A. Define guidelines for formulating the structure of a family

Defining a “family” is a complex task, however, it is one of the key pillars for building a welfare delivery focused family-based database of beneficiaries. Family structures in a country like ours are diverse, fluid, and culturally specific. However, for policy and data purposes, a pragmatic, definition must be arrived at which balances clarity, inclusiveness, and administrative feasibility. Since no single definition of a family exists in the country,

various perspectives may be looked at to arrive at parameters which may be used to determine whether two or more citizens belong to the same family.

- **Sociology perspective:** As per Sociology, the common definition of a Family is a resilient socially recognized group which is usually joined by blood, marriage, or adoption.
- **Psychology perspective:** As per the American Psychological Association, family is defined as a group of individuals united by biology or by marital, adoptive, or other intimate ties. The family is the fundamental social unit of most human societies, but its form and structure can vary widely, including the biological family, extended family, stepfamily, and even groups of friends.
- **Legal perspective:** In August 2022, the Supreme Court of India expanded the definition of a family by stating that familial relationships may take the form of domestic, unmarried partnerships or



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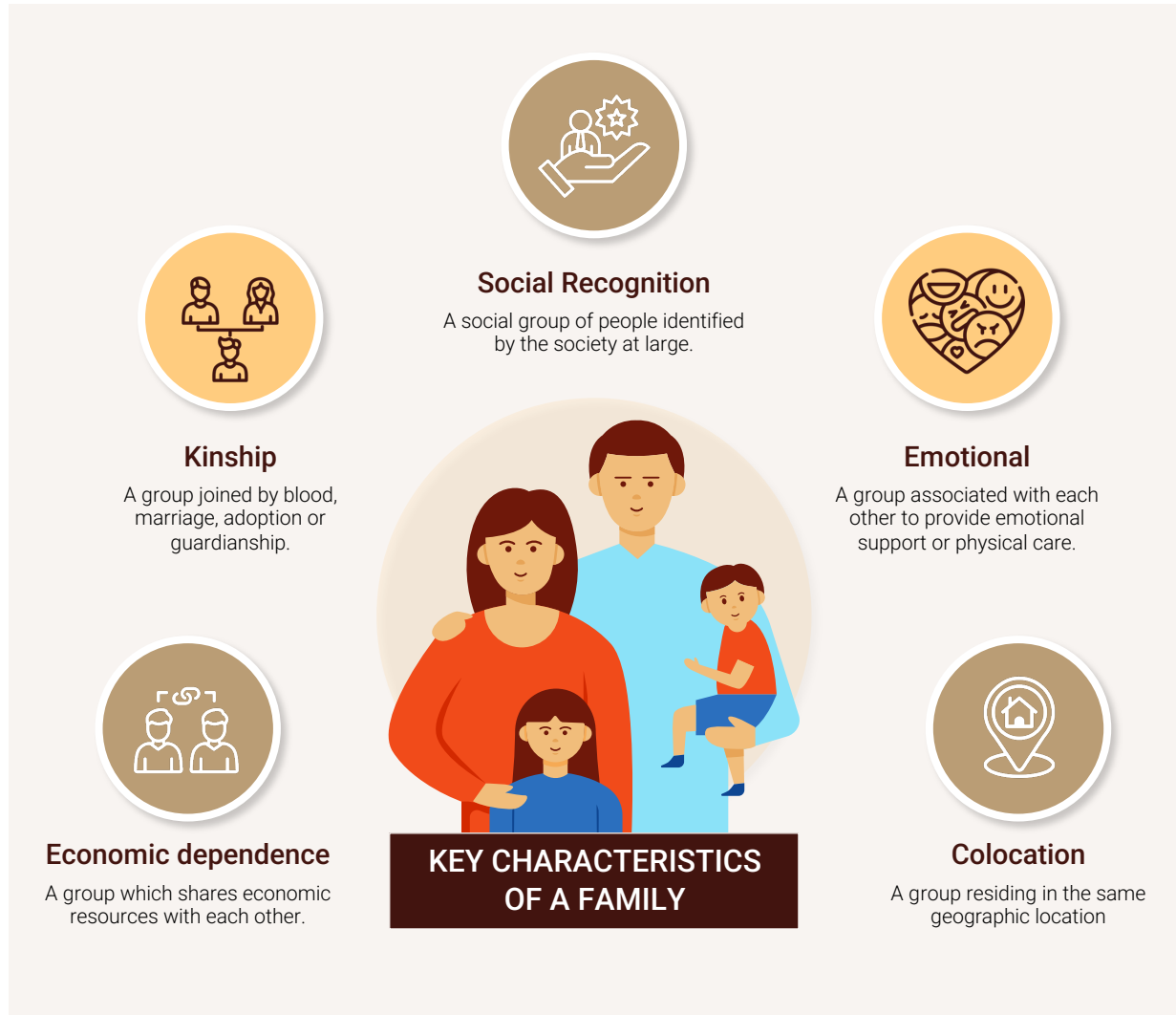
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- **Legal perspective:** In August 2022, the Supreme Court of India expanded the definition of a family by stating that familial relationships may take the form of domestic, unmarried partnerships or

queer relationships. A household may be a single parent household for any number of reasons, including the death of a spouse, separation, or divorce. Similarly, the guardians and caretakers (who traditionally occupy the roles of the "mother" and the "father") of children may change with remarriage, adoption, or fostering.

- Further, Under Hindu Law, a Hindu Undivided Family is a family which consists of all persons lineally descended from a common ancestor and includes their wives and unmarried daughters.
- **Census/Survey perspective:** Many assessments/studies define a Family as a resilient socially recognized group which is usually joined by blood, marriage, or adoption AND living in the same address. The collocation requirements for a family for such studies is added to maintain practicality since the questions needed to identify non-residential family members would be burdensome and the information pertaining to the same shall be costly to obtain.



Considering the above-mentioned perspectives of a family, it can be deduced that there are five key characteristics for a family.





Hence, a family may consist of a designated Head of the Family along with members who satisfy at least two or more of the above-mentioned characteristics with respect to the head of the family. A member may be allowed create or move to a new family only in one of the following scenarios



**Marriage:** If an adult member gets married and moves to a separate physical location that his/her current family.



**Disownment:** In case the head of the family legally disowns any member of his/her family, then that member may be allowed to create a separate family.



**Divorce:** If two adult members of the family are legally divorced, one of the spouses may be allowed to move out of the family.



**Relocation/Migration:** In case one or more members of the family relocate to a new address, then those members may be allowed to move out of the family.

### Dos and Don'ts

- ✓ Central Government may publish generic guidelines pertaining to the characteristics which can be used and picked up by the States to define parameters for a family in their States.
- ✓ Any State Government looking to implement a family-based welfare delivery system may formulate rules based on these guidelines which shall contain the key characteristics that any member would need to fulfil to be a part of a family.
- ✓ Once the family characteristics are defined, State Government may define processes and procedures for maintaining the structure of families including addition/deletion of members, merge members from two different families, splitting members from a family etc.
- ✗ Considering a country as diverse as ours with such varied demographics, Governments should refrain from formulating a definition of family. Rather only loosely coupled characteristics pertaining to a family should be defined.

## B. Formulate a Consent Management Framework

With the Data Personal Data Protection Act 2023 coming into force, consent management becomes an important pillar for implementing a family-based repository for welfare scheme delivery. Any consent must be informed, specific, and revocable. Effective consent management also requires implementing strong authentication methods to prevent unauthorized data access and data breaches. A well-defined governance framework and regular audits are necessary to ensure compliance and trust.

- I. **Explicit Informed Consent:** Implement a consent management framework where explicit and informed consent is obtained for each specific purpose of data use. Clear, concise, and accessible language will be used to ensure citizens understand what they are consenting to.
- II. **Granular Consent Options:** Allow citizens to provide consent separately for different types of data processing and specific welfare schemes or services. This ensures that data is only used for purposes the citizen has explicitly agreed to.
- III. **Revocability of Consent:** Allow citizens to easily withdraw consent at any time. Withdrawal of consent should be processed immediately, with the data no longer used for the revoked purpose.
- IV. **Transparency in Data Use:** Develop a transparent communication strategy that informs citizens about how their data will be used, who it will be shared with, and for what duration.

### Dos and Don'ts

- ✓ The State Government may engage a technical partner to design the solution for a family-based welfare delivery system. One of the key components of the solution should be a consent management framework compliant with the Digital Personal Data Protection Act, IT Act and the Aadhar Act.
- ✓ Any citizen consent taken in the system must be for a specific purpose and for a specific timeline.
- ✗ The system should avoid taking any blanket consent from citizens. This usually provides avenues for misrepresentation of information and eventually generates mistrust in the system.

### C. Setup Institutional Structures with a Legal Backing

With such sensitive information pertaining to citizen and his/her family being collated in the repository, it is imperative to provide a legal and institutional backing to the same to ensure deterrents for unauthorised use of the data.

The Governments may designate a separate cell/authority/board/department which shall act as the custodian of the family level repository. E.g., Department of Personnel & Administrative Reforms (e-Governance) is the custodian department for the family repository Kutumba in Karnataka. This cell/authority/board/department shall draw its powers with relation to the family repository through an Act and its subsequent rules defined by the State. E.g., The State of Haryana implemented the Haryana Parivar Pehchan Act 2021 which laid the foundation of Haryana Parivar Pehchan Authority for managing the family repository created by the State.

Institutional setup shall also be critical to ensure the proper functioning of the family repository within the State. This shall include:

- I. **Technical & Functional team:** A central technical and functional team shall be required manage and maintain the family repository and the execute the necessary integrations as and when necessary.
- II. **Grievance Redressal:** A strong grievance redressal mechanism is an important component of the institutional setup as this shall help to ensure the confidence of the citizens as well as the departments in the family repository.
- III. **Ground level support:** The States shall be required to designate existing personnel or engage additional manpower at least the district and block level who shall be responsible for maintenance of the quality of the family and citizen data in the repository for their designated geographical area.

### Dos and Don'ts

- ✓ Central Government may recommend an amendment in the Seventh Schedule of the Indian Constitution to include "Family based repository for social protection and welfare delivery" as a subject in the Concurrent List.
- ✓ Any State Government looking to implement a family-based welfare delivery system may provide a legal backing, preferably through an Act and subsequent Rules.
- ✓ It is recommended that either, Finance Department, Chief Secretary Office or Chief Minister's Office in the State should be nominated as the nodal for implementation of such a project since it shall require coordination & involvement of multiple departments and State level entities.
- ✗ Governments should not fall into the trap of considering this as an IT implementation project while designing their institution setup. Rather, building stringent processes/procedures and strong IEC and change management campaigns shall be the key for success.



#### D. Provision Hardware Infrastructure for current & future needs

Considering the size of data and the complexities associated with the creating and managing the family-based repository, many States would neither have the physical infrastructure nor the manpower to manage the same which shall be required for hosting such repositories. The Central Government may setup a data factory which may act as a shared storage and processing facility for all such initiatives undertaken by the States. The States may use the resources on pay-per-use basis in the facility. Such shared infrastructure would help reduce total cost of ownership of the repository for the States and shall provide the Central Government with an avenue to analyse and assess the data being received from across all such initiatives which can in turn help drive informed data backed decision making.



#### Dos and Don'ts

- ✓ Central Government may consider setting up a data factory for storage of citizen data generated from all such family based initiatives.
- ✓ States usually lack the wherewithal to manage such complex initiatives which may involve the use of technologies such as AI & NLP. Hence, shared infrastructure on a pay-per-use basis such National Government Cloud should be the way to go for States
- ✗ State Governments should not try to build indigenous data centres to manage the family-based database. This would not only increase the total cost of ownership for such initiatives but also exposes the data generated in such initiatives to potential risks and leakages.

# 08

## Conclusion

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As India moves toward greater digitization, financial inclusion and more mature service delivery systems, the focus shall shift from individual targeting to family-based targeting of benefits. A family-based repository shall be a foundational shift in welfare governance and has the potential to make welfare delivery more responsive, transparent, and equitable, especially in a country as diverse and dynamic as India. But its success depends on government readiness at all levels—technological, legal and administrative.











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