



NATIONAL CIVIL IDENTIFICATION PROJECT (ICN)

In 2017, Law 13,444 created the Identificação Civil Nacional [National Civil Identification] (ICN), which aims to identify Brazilian Citizens in their interactions with the Government and the private sector to enable citizens' access to digitally-provided public and private services.

The implementation of the ICN is conducted by the Superior Electoral Court (TSE) in stages established in a technical cooperation agreement with the General Secretariat of the Presidency of the Republic and the Ministry of the Economy. The Executive Branch also represents the main user service of ICN, the GOV.BR platform when using authentication services.

In 2021, due to the changes in the Brazilian civil identification process and the risks inherent to a large project, the TCU conducted a monitoring action to evaluate the implementation of the ICN.

TCU's findings

The monitoring was conducted in the ongoing initiative and identified risks associated with the following aspects:

- **Funding:** the fund provided for in Law 13,444/2017 (FICN) was not operationalized, so the initiative was funded mainly by the Electoral Courts' ordinary budget;
- **Identification and authentication services' efficiency:** the inclusion of a natural person in the database has a processing queue of 21 days, and the biometric authentication service (match index) presents values that may jeopardize the user experience;
- **Update of the ICN database (BDICN):** fed by other databases, such as CPF and registry offices, the ICN still lacks data updating routines according to the primary databases;
- **Mapping out people in a vulnerable situation:** it is estimated that 3 million people lack civil registration, which is the gateway to personal identification;

- **TSE planning must be in harmony with ICN actions:** as it is being conducted using the TSE budget, the necessary actions to implement the ICN must be included in TSE's planning, especially in its Guiding Plan for Information and Communication Technology;
- **TSE Governance:** TSE's internal governance bodies must be important decision-making structures for the consistent course of the ICN. So, the risks identified in the operational sectors must be taken to the decision-makers promptly;
- **Prioritization of ICN services:** given the current limitations in the services provided by the ICN, priority was given to states that offered biometric databases to be included in the ICN, which may make it difficult for other states to use;
- **Estimated services demand:** The contracting of the Federal Data Processing Service (Serpro) as the IT operator was based on fragile estimates of the number of services;
- **Consent Management:** a requirement provided for by Law 13,709/2018 (LGPD), ICN still lacks a consent management module for users' consent to the use of their data in services provided to the private sector;
- **Incident management:** as it is a complex public policy involving several agents and sources of information to meet the demands of users, public and private sectors, it will be necessary to map out the flow of processes involving the responsibilities of the supporting agents.

Why are these findings relevant?

ICN funding competes with other initiatives by the Electoral Courts and is funded by the same budget under its expenditure ceiling and may be de-prioritized in future management.

The success of the initiative, taking into account the governance, the efficient use of biometrics, the provision of services by the IT operator, and the updating of its databases, will enable the design of a tool that will allow the recognition of the natural person in the various registers of the public sector, reducing the risk of fraud in social programs and criminal identification, due to the duplicities that exist today.

Also, it enables more efficient use of digital services by the public and private sectors, reducing costs for society, especially for economically vulnerable citizens.

What must be done

A list containing 19 risks to implementing the ICN was sent to the managers, along with an explanation of

their implications. Legal and best practice criteria, such as the ID4D (Identification for Development) compendium of the World Bank and ISO standards, were used.

Managers expressed their risk perceptions when deciding how to address them: accepting them, mitigating them, avoiding them, or transferring them. For those which shall be addressed, risk management will be monitored in the other stages of the audit.

To this end, the TCU ordered the managers to periodically send information and documents related to the progress of the actions that make up the ICN.

Recent Decisions

Court decision **1,453/2022-TCU-Full Court**, Rapporteur Minister Vital do Rêgo.

COURT DECISIONS:

Court decision: **ACÓRDÃO 1453/2022**
- **PLENÁRIO**

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