

# Evidence of Identity: Breeder Documents and Beyond

Barry J. Kefauver  
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# Why Care?

- *“A false passport in the hands of a terrorist is as dangerous as a bomb” ... US 9/11 Commission.*
- From the Migration Policy Institute: The proliferation of counterfeit breeder documents continues to be a *“major cause for concern”*.
- Arrests in Pakistan of a father and son.
- One of the accused Dubai assassins was in possession of a genuine German ePassport.

# We Must Care

- Many nations of the world have invested time, money and great expectations in enhanced travel document programs.
- By all accounts, the current generation of ICAO-compliant travel documents is the best and most secure the world has ever known.
- However, there is a threat that affects virtually all issuing authorities: the kinds of documents, civil registry systems and other media and ways that are used to verify and/or validate an applicant's identity.
- Judgments are based in large part on the representations of the applicant.
- At several recent ICAO Symposia, speaker after speaker called for improvements and concerted effort on addressing and improving this situation.

# Breeder Documents

- Breeder documents are the fundamental physical evidence accepted by national authorities to establish a *prima facie* claim to an identity.
- The international travel document community is calling for a global focus on this problem to improve the foundations on which the world's travel documents rely.
- After this presentation, my intent is that "breeder documents" will mean much more to identity management, indeed the "beyond" of the title of this presentation..

# Identity Documents

## Travel Documents



- International treaty
- Globally interoperable
- Well organized multilaterally
- Existing systems and guidance
- Security features
- Founded on premise of machine readability

## Breeder Documents



- No international foundations
- Unlimited number
- No systems, no guidance, no generalized handbooks and above all, no interoperability
- No systems of security or other guardian features
- No Standards

# The Threat

- Although look-alike fraud is still quite common, it is expected that the use of biometrics will help to impede this type of crime.
- We live in an increasingly global context that more and more relies on high-quality identity documentation, which must include all underlying civil and administrative systems and processes.
- Although we have taken extensive and successful steps to improve the quality of identity documents, there remains to be addressed the foundations upon which these documents ultimately reside.
- These kinds of improvements have resulted in an increasingly prevalent global shift **from document fraud to identity fraud**, bringing even greater pressures on document issuing programs.

# More Than Ever Before

- The threat of an individual presenting a genuine passport that was issued on the basis of false evidence of identity documentation is very real.
- Presentation of these false documents and false claims of entitlement will be rewarded with a travel, residence or identity document.
- This document has far more credibility than ever before.
- Today's documents contain advanced security features of great capability and when present, generally attest to the veracity of the documents themselves, and, hence, the bearer.
- There is a much quicker and widespread presumption on the part of inspection authorities to "accept" the legitimacy of the documents and thereby, the bearer.

# Databases and National Civil Registries

- Birth certificates, cards of national identity and driving licenses, often, though not always have the information in these and other breeder documents in a national database.
- Increasingly governments have been focusing on these sources of information in addition to the documents themselves or in some cases in lieu of some documents.
- There are sometimes limitations of a legal or privacy nature that impedes the use and utility of these databases.
- Some countries are beginning to link these civil registry data sources, for example birth and death records, to serve as automatic checks and verifications.



# Establishing Identity

- The claim to an identity is tested by the national authority checking:
  1. what does the applicant “know” about the identity that is claimed;
  2. who “is” the applicant;
  3. what does the applicant “have” to support the claimed identity.

# Social Footprint

- Testing what the client “knows” about the identity they are claiming.
- Corroborating checks may extend to confirmation that the claimed identity is actually being used in the community.
- The concept of a “living identity” social footprint puts all the factors into perspective.
- Identifying and articulating better practice in this area is a task identified in ICAO’s long term concept of Vision.

# Introduction of Biometrics

- Checking who the applicant “is” will usually involve the collection and comparison with prior records of unique biometric information such as photos.
- Digital facial and/or fingerprint and/or iris images now allow automation of biometric comparisons at issuance and at border clearance.
- And in this regard, it **MUST** be noted that the documents must be inspected and the electronic security tools used.

# The Message

- One of the primary messages of this presentation is in the testing of what applicants “have” to support their claim to a particular identity.
- The civil registration and identity documents which accompany an application (that which the applicants “have”) are generally referred to as breeder documents.
- However, NOW we want to broaden the concept beyond documents, and broaden the message from this presentation.

# Components of an Operational Model

- The three components for establishing identity involve:
  1. **Evidence** that the claimed identity is valid, i.e. that the person was in fact born and, if so, that the owner of that identity is still alive.
  2. **Evidence** that the presenter links to the claimed identity – i.e. that the person claiming the identity is who they say they are and that they are the only claimant of the identity.
  3. **Evidence** that the presenter uses the claimed identity – i.e. that the claimant is operating under this identity within the community.
- This is the model for the **Evidence** of Identity.

# Current Work

- A Work Paper regarding the evidence of identity was presented to the ICAO TAG and approved for development
- A work group has been established and a comprehensive Table of Contents has been developed to guide the work toward a TR
- Work group volunteers have submitted draft inputs for aggregation into the initial draft
- Among a number of specific areas covered, examples:
  - \* Social Footprint
  - \* Birth Certificates
  - \* Civil Registries

# Framing Some Best Practices

## \*A Start\*

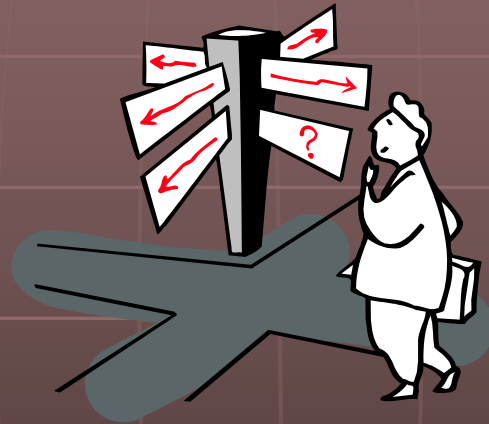
- Adherence to specific guidelines.
- Accept only original documents or copies certified.
- Accept only documents that are currently valid; request evidence of 'use in the community' documents that are less than one year old.
- Require at least one form of trusted photographic identification.
- Require documented evidence of any name change .
- Where the authenticity of a particular document is in any way questionable, verify the authenticity of that document with the source issuing authority.

# Summary

- One size does not fit all
- Use risk assessment and management
  - Direct-passport fraud
  - Indirect-financial transactions, elections and other uses of false identity documents
- Verify identity-related data against source data and with a trusted referee
  - Birth and death
  - Tax and property deeds
  - Privacy considerations must be in the conscious forefront
- Human resources: Greatest strength and greatest weakness
  - Training
    - As a minimum, new frontline staff should be trained to recognize the types of documents that they will most frequently be presented with.
    - Constant updating is a must-do challenge.
- Remember that biometrics are a TOOL
  - Personal appearance
  - Living identity
- Stay tuned to the ICAO initiative



*Thank you for your  
attention...*



**Barry J. Kefauver**  
**Jetlag10@earthlink.net**