

# DIGITAL PUBLIC GOODS

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# Acknowledgements

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Sattva Knowledge Institute (SKI), established in 2022, is our official knowledge platform at Sattva. The SKI platform aims to guide investment decisions for impact, shedding light on urgent problems and high potential solutions, so that stakeholders can build greater awareness and a bias towards concerted action. Our focus is on offering solutions over symptoms, carefully curating strong evidence-based research, and engaging decision-makers actively with our insights. Overall, **SKI aims to shift intent and action toward greater impact by influencing leaders with knowledge**. All of our content proactively leverages the capabilities, experience and proprietary data from across Sattva.

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# EXECUTIVE SUMMARY

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## Overview of DPGs

Digital public goods (DPGs) refer to new and enhanced service delivery of public goods such as healthcare, government schemes, and public infrastructure. DPGs in India can unlock over \$700 billion by creating new opportunities, and by optimising current service delivery systems. They are a form of shared infrastructure enabled by using open software, data, content and protocols.

Stacks, the building blocks of DPGs, comprise four primary layers that enable the development of a variety of end-to-end solutions. These include (i) an identity layer that allows personal records to be associated with an online identity; (ii) a data registry that acts as a single point of truth for both personal and institutional information, thus increasing compatibility amongst all stakeholders; (iii) data exchange that facilitates the safe exchange of data across systems, thus enhancing service delivery, innovation and customised solutions and (iv) an interface that allows applications to communicate through open APIs or software intermediaries, and third parties to build end-user solutions on the stack. Platforms built using this shared infrastructure approach are open, modular and interoperable in nature.

## Sector-wise DPGs

Across sectors, India is conceptualising, developing, and deploying almost 17 transactional stacks across sectors. Some of these are as follows:

- India Stack, which revolutionised payments in India, is now working on layers to deliver digital lending and insurance.
- The development of the National Health Stack is the key to India's universal health coverage mission.
- DESH-Stack, which intends to improve the skilling and livelihoods space in India, was announced in the Union Budget speech of 2022-23.
- The Open Network for Digital Commerce (ONDC) aims at shifting India's e-commerce from a platform-centric model into an open network. In addition to reducing e-commerce monopolies, this will also boost India's significant MSME sector.
- A number of other stacks in education, urban development, logistics, and agriculture follow a similarly mapped-out model with identity, data registries, and data exchange components, and are currently either under development or at a conceptual stage.



## Challenges associated with DPGs

As DPGs bring together all stakeholders on one network, they potentially give rise to threats relating to privacy violations, identity theft, and exclusion from essential public services.

- Data consolidation into a single source enhances the likelihood and scope of data theft.
- Inadequate governance and security frameworks on sensitive personal data might be used to perpetuate exclusionary biases.
- Sub-optimal internet speed and penetration in the country's rural locations might pose challenges for the deployment of DPGs at scale.
- Discrepancies in or lack of identity documents, which are the foundation of DPGs, could prevent beneficiaries from accessing essential public services.
- Lack of awareness of digital tools and their value proposition in the formal sector could result in low adoption of DPGs.
- Compromised or unusable formatting of datasets could hinder the development of applications by developers.
- Lack of private funding and government incentives prevent developers from leveraging the technology infrastructure.

## Role of philanthropic and social organisations

Philanthropic and social organisations play a significant role in promoting the adoption of the stack across vulnerable segments of the population:

- Philanthropic funders can collaborate with the government on programme advisory and support NGOs in expanding their ICT infrastructure and utilising these shared technologies for better service delivery. Additionally, they can assist developers in creating equitable and user-friendly solutions through funding and technical assistance.
- Local NGOs can facilitate the adoption of these digital platforms by increasing awareness and assisting key participants like nurses, teachers, and artisans with compliance and implementation. NGOs can also use DPGs to enhance the delivery of their services by integrating with these platforms, utilising insights from consolidated data in DPGs to pinpoint target audiences, as well as concentrating on the deployment of digital infrastructure through their programmes.



# CONTEXT

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Since the launch of UPI, the government has explored similar digital public goods in other sectors.

## BACKGROUND

- India has emerged as a pioneer in developing and deploying digital public goods at scale.
- It was one of the first developing countries to have a population-scale digital ID initiative, and has built digital payments infrastructure such as Unified Payments Interface (UPI).
- Since the launch of UPI in 2016, the government has sought to create similar digital public goods in a host of other areas such as digital lending, healthcare, agriculture, and livelihoods.

## CONTEXT

- In this primer, we provide an overview of government stacks in agriculture, education, logistics, e-commerce, financial inclusion, digital lending, education, healthcare, skill training, and others.
- The objective of this primer is to:
  - Develop an understanding of the concept of open digital ecosystems and their governance.
  - Dive deeper into each stack's building blocks and practical application in daily life.
  - Explore how philanthropic organisations can help promote the adoption of these stacks.





# OVERVIEW OF DIGITAL PUBLIC GOODS

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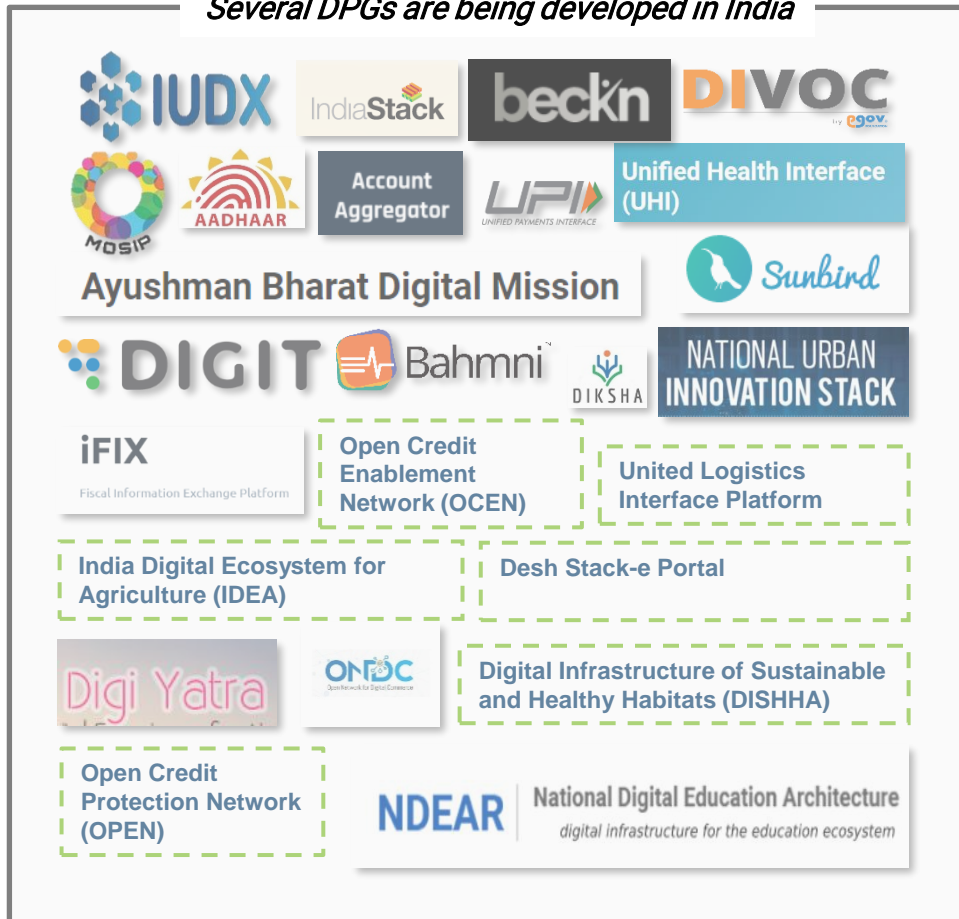


# Digital public goods have the potential to rapidly unlock large-scale economic, societal, and governance transformation.

Digital public goods (DPGs) have transformed service delivery by offering scale and interoperability...

...and hold the potential to transform the economy and society.

Several DPGs are being developed in India



**\$700+bn**

opportunity can be unlocked by digital public goods in India (BCG & ONI 2020).

- Includes creation of new value of **\$500+ billion** equivalent to 5.5% of India's GDP.
- Generation of **\$200+ billion** in savings to the country.



**\$88bn**

transacted through 3.6 billion UPI transactions. UPI transactions increased at a **785% CAGR** between 2017-2020.



**\$38bn**

expected transformation in **India's digital e-commerce** market by the implementation of an **open network for e-commerce**.



**48Mn**

vaccinations were facilitated through the government's **COWIN platform** for 45 million beneficiaries in eight months.



**Digital public goods refer to open software, data, standards and content that facilitate new and enhanced methodologies of delivering public goods.**

## Public goods..

Public goods refer to commodities or services that are provided **without the intention of profit and are made available to members of a society**, either by the government, or a private individual, or an organisation with the aim of benefitting the well-being of the public.

Examples:

- Infrastructure
- Healthcare
- Public services

## ..with open digital technologies...



**Open software (APIs)**  
Architecture that makes it **easy for one application to 'consume' capabilities** or data from another application.



**Open data**  
Data that can be freely used, re-used and redistributed by anyone. This is facilitated through **stacks**.



**Open standards**  
Standards that are openly accessible and usable by anyone. They establish protocols and building blocks that can help make apps more **functional and interoperable**.



**Open content**  
Content that is freely available and accessible for all.

## ...offer enhanced service delivery

### Adoptable

- Freely adopted by all stakeholders off existing technologies without having to reinvent the wheel

### Scalable

- Easy scalability across and within countries

### Adaptable

- Adapted to fit local-needs

### Collaborative

- Share resources and best practices

### Transparent

- Set of shared technical standards that bring all players onto one network

### Interoperable

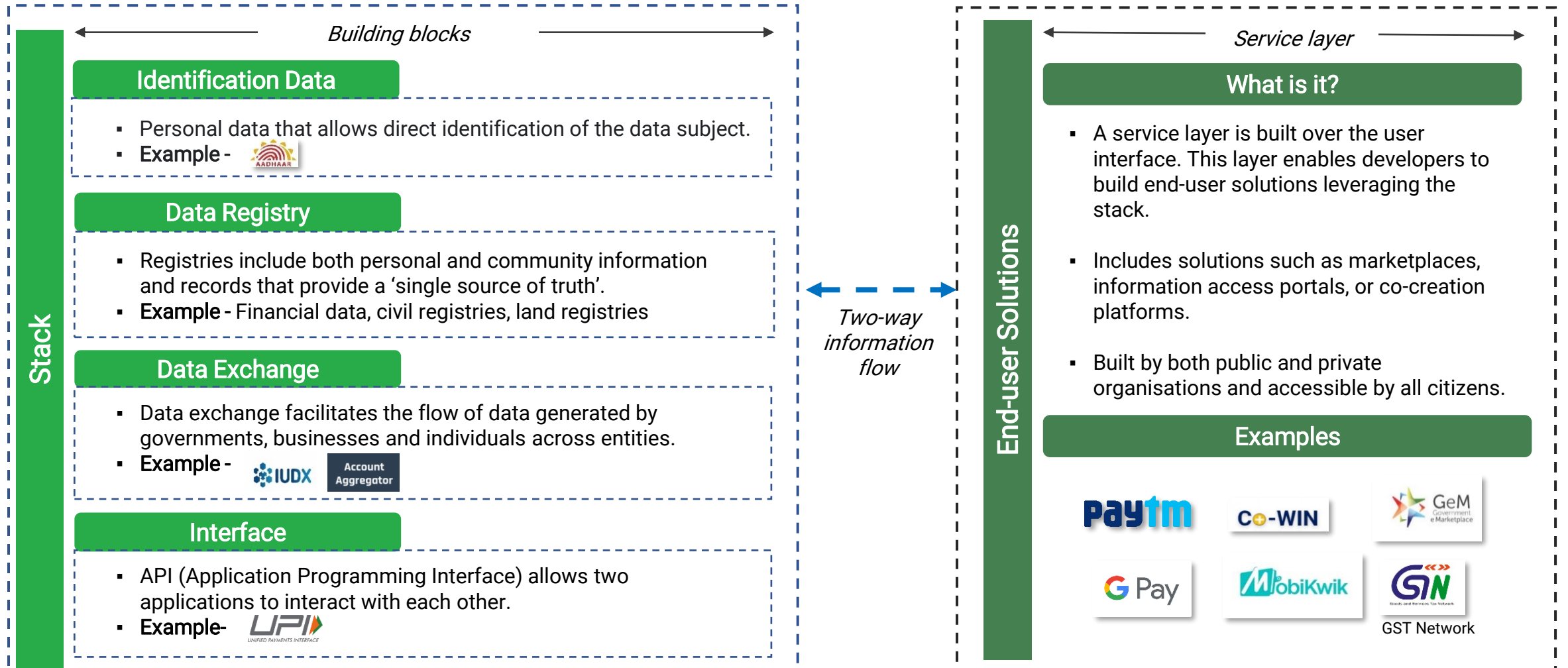
- Compatible as they are open source and do not lock the user into one technology vendor



# Stacks, the building blocks of DPGs, are made up of **identity, data registry, data exchange layers, along with a service layer** that enables developers to build end-user solutions over it.

Stacks facilitate the *open data and open standards* aspects of DPGs through different layers...

...while the service layer facilitates the *open software and open content* aspects.

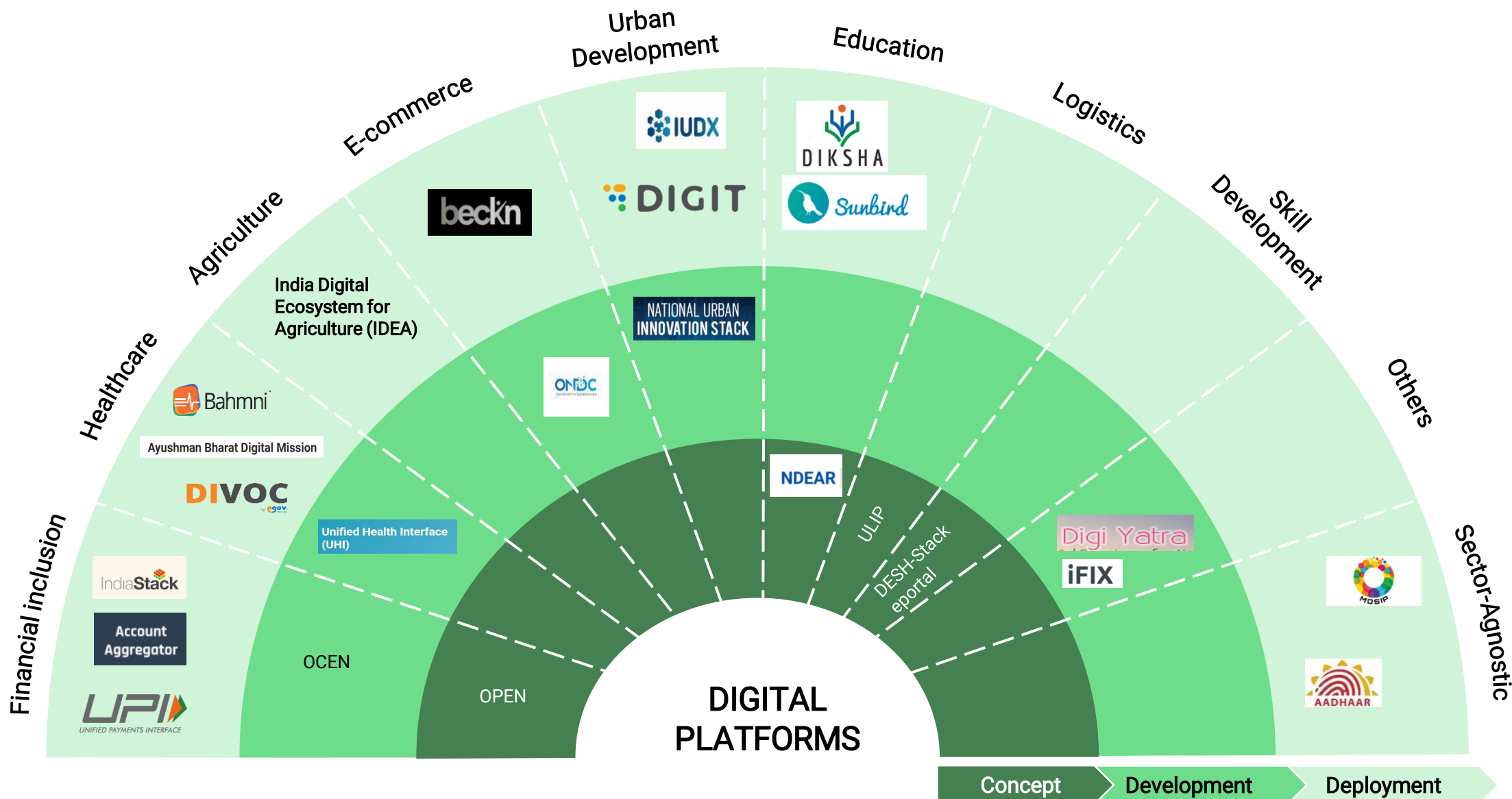


# SECTOR-WISE DIGITAL PUBLIC GOODS

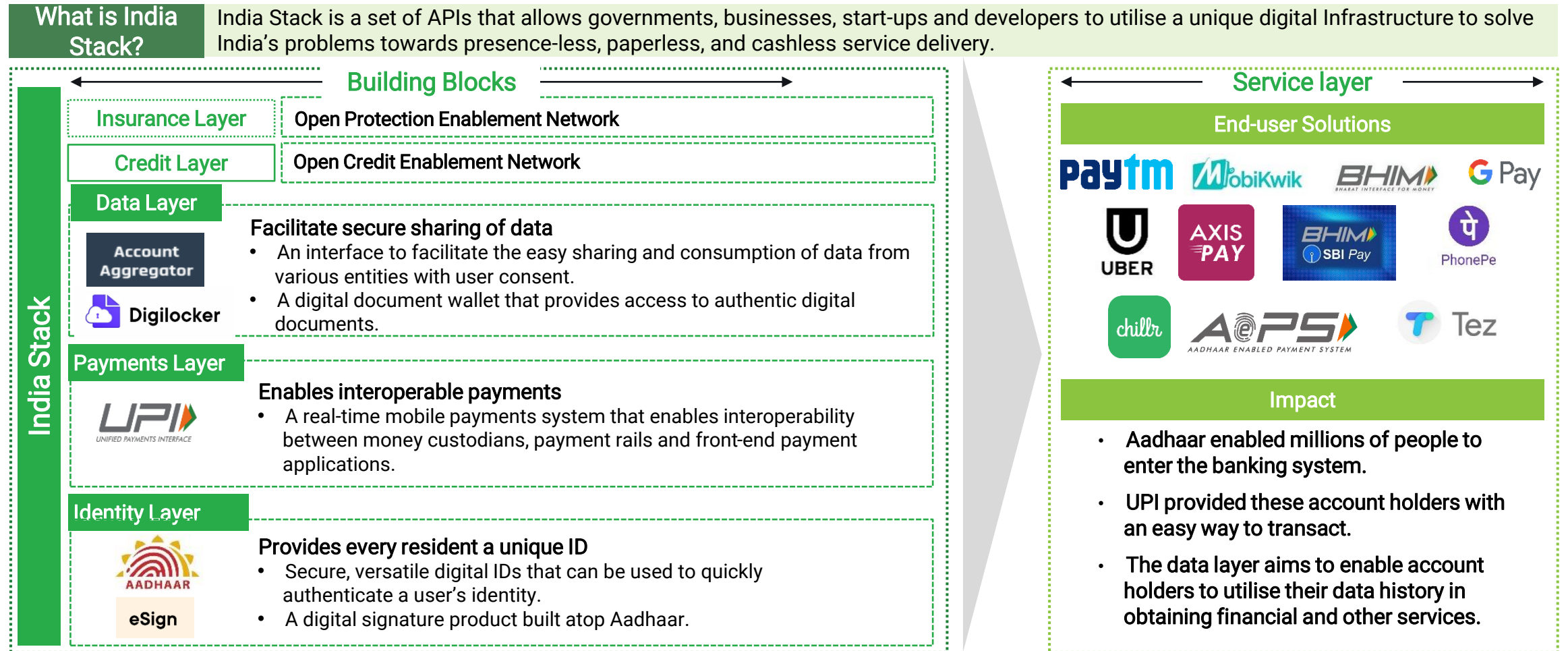
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Across sectors, India is **conceptualising, developing, and deploying** a variety of DPGs.



# India Stack, a set of open APIs connecting Aadhaar, eKYC, UPI, and other platforms offering digital services such as access to financial products, disbursement of welfare benefits.



MOSIP is an open-source platform meant for governments or international organisations to build a foundational identification system in a cost-effective way.

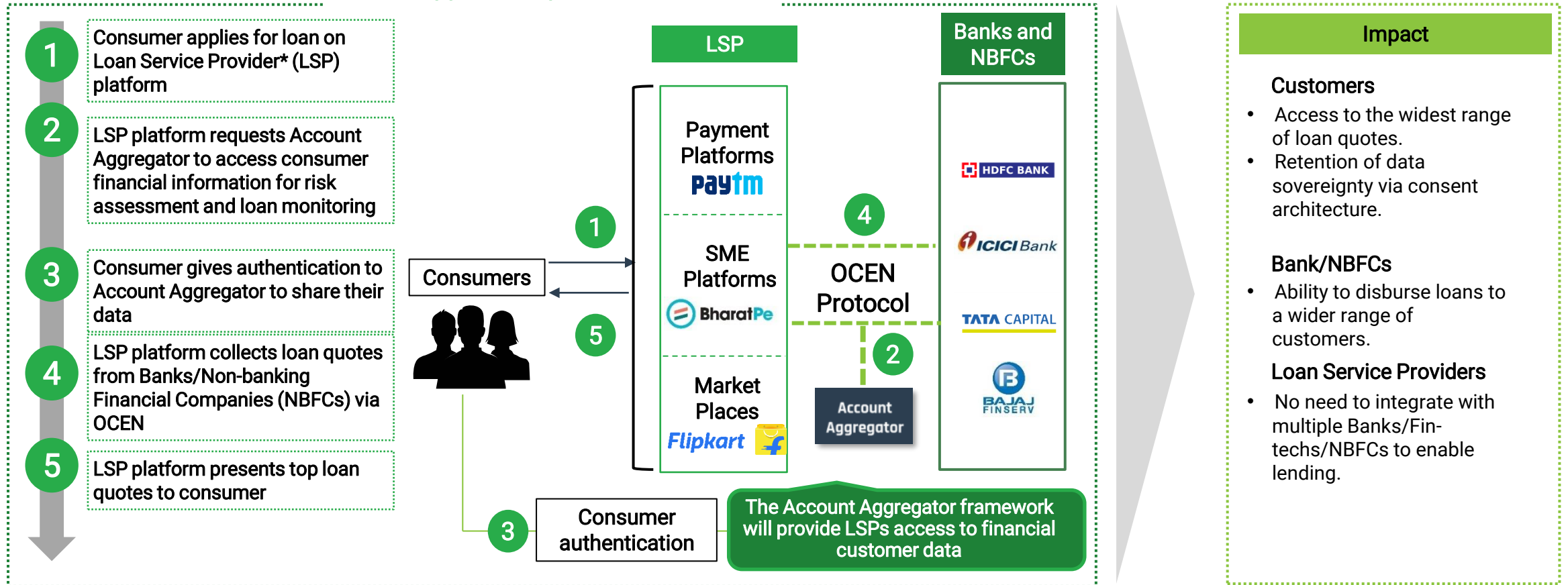


# Open Credit Enablement Network (OCEN) aims to provide a common language for lenders and marketplaces to build innovative financial credit products at scale.

## What is OCEN?

OCEN aims to digitise India's credit infrastructure by operating as a layer of APIs (Application Programming Interfaces) that standardises the loan disbursement, monitoring and collection process.

### Loan application process via OCEN



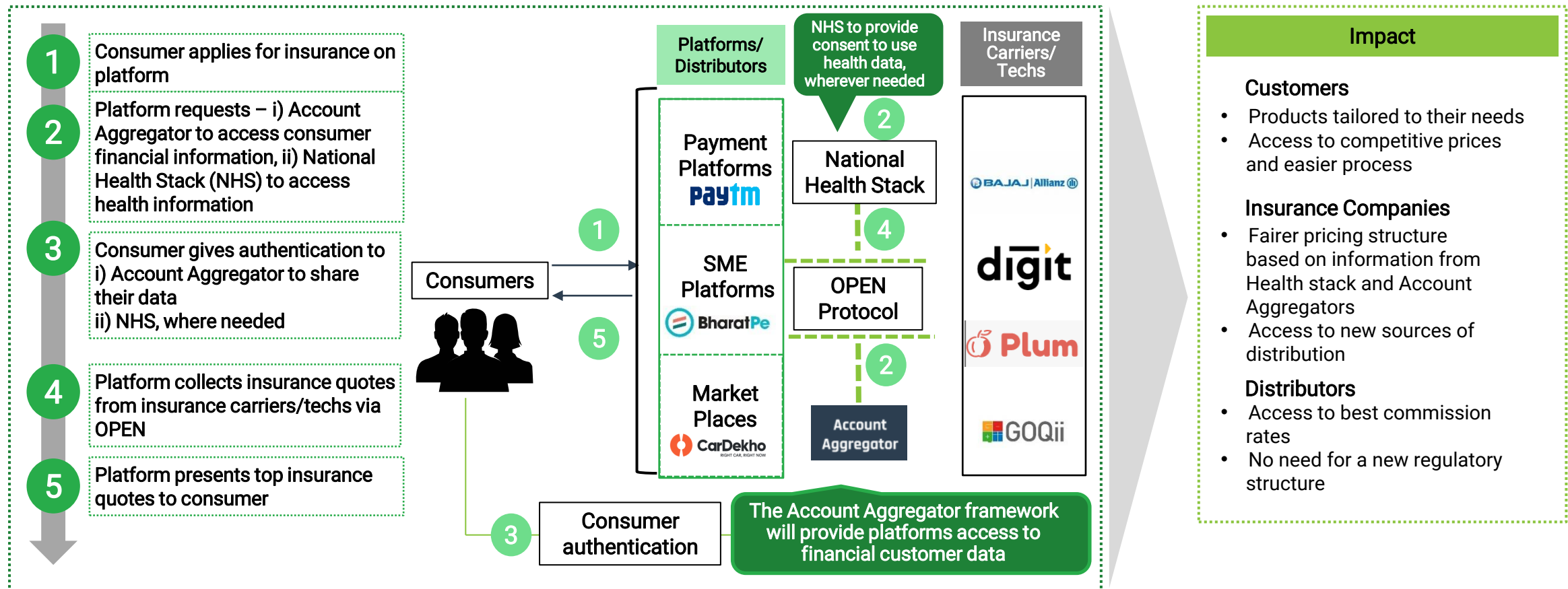
\* Loan Service Providers would be a new class of entities focused on origination of loans on behalf of NBFCs and banks who offer risk capital for lending.



# Open Protection Enablement Network (OPEN) aims to provide insurance companies and loan aggregators or distributors platforms with a common language for insurance distribution

**What is OPEN?** OPEN would operate as a layer of APIs that standardise insurance underwriting, distribution and claims processes.

## Insurance application process via OPEN



### Impact

- Customers**
  - Products tailored to their needs
  - Access to competitive prices and easier process
- Insurance Companies**
  - Fairer pricing structure based on information from Health stack and Account Aggregators
  - Access to new sources of distribution
- Distributors**
  - Access to best commission rates
  - No need for a new regulatory structure

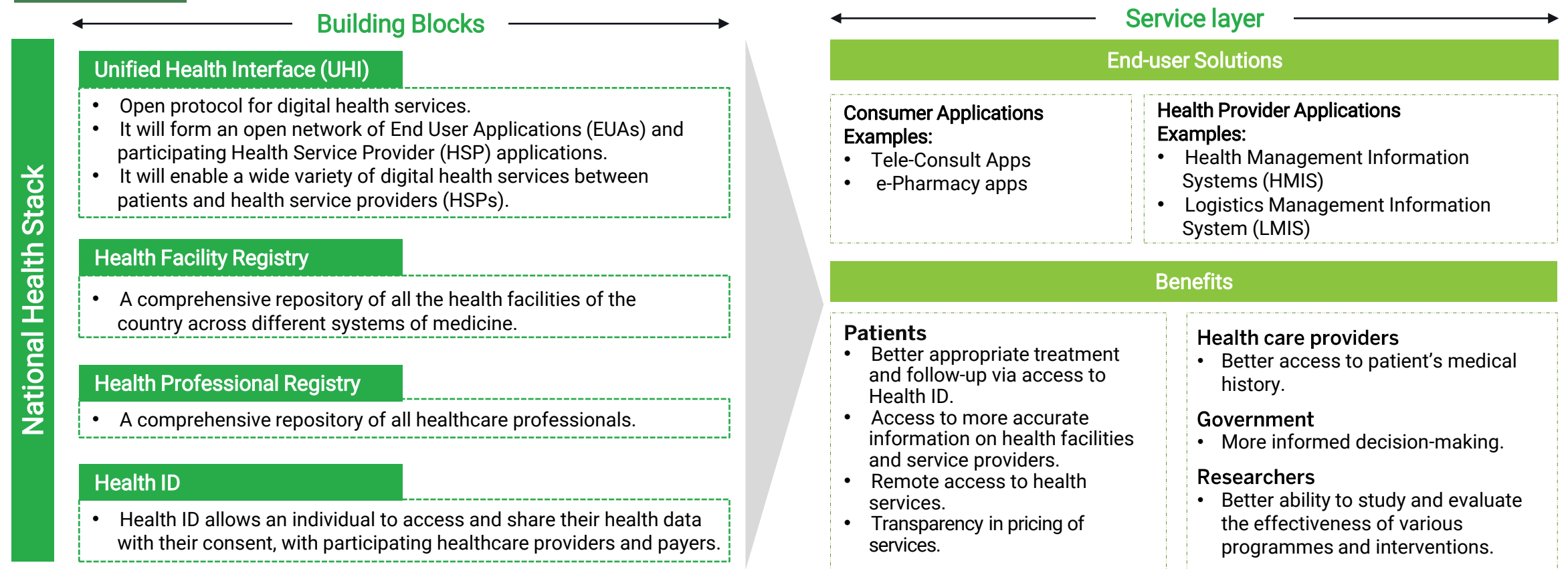
\* Loan Service Providers would be a new class of entities focused on origination of loans on behalf of NBFCs and banks who offer the risk capital for lending



# National Health Stack (NHS) is driving universal health coverage through a set of building blocks such as health ID, health registries and health information exchange.

## What is NHS?

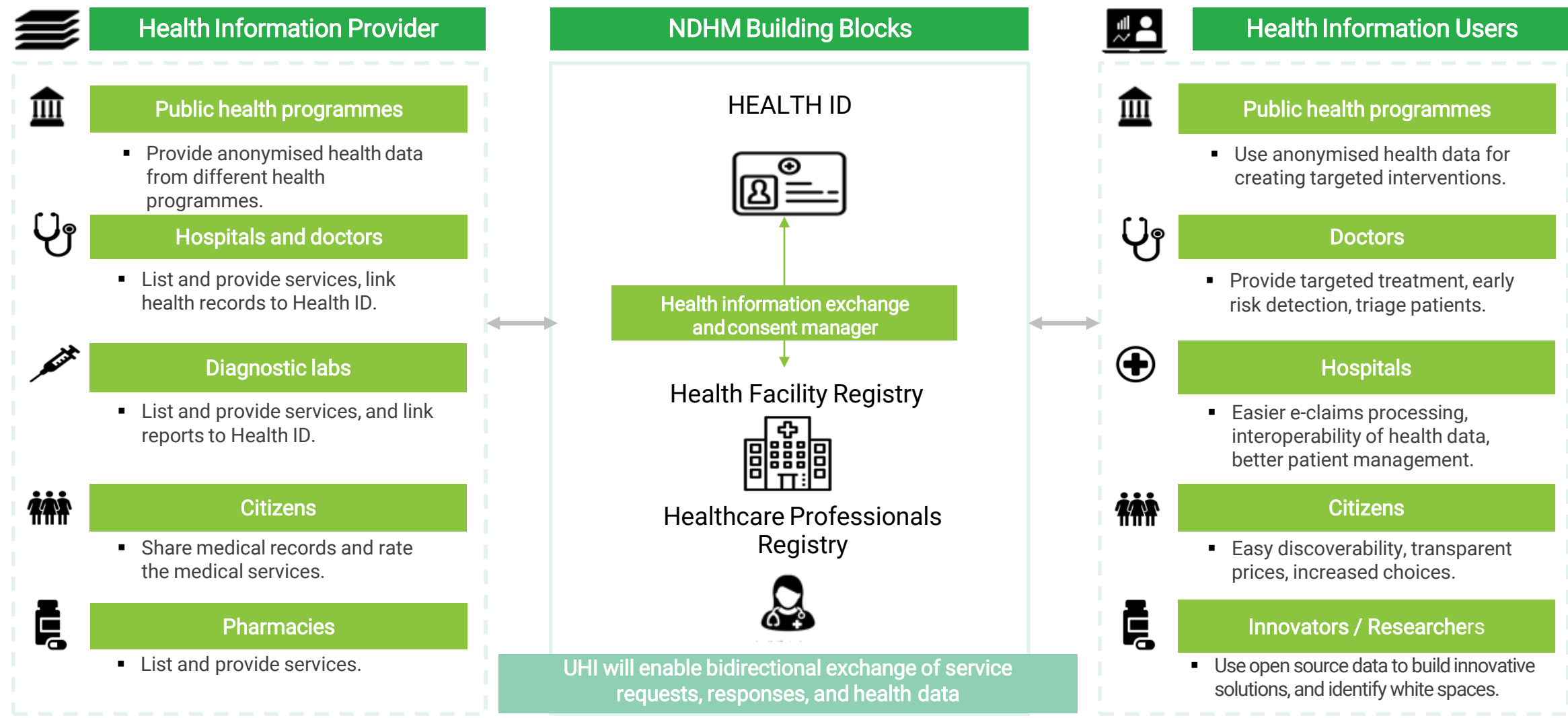
National Health Stack is a shared digital infrastructure usable by both Centre and State as well as private players.



- DIVOC is an open-source digital platform for **large-scale digital vaccination**, verifiable credentials, and public health programmes.
- Bahmni is an easy to use, complete, open **source Hospital Information and Electronic Medical Records System**.



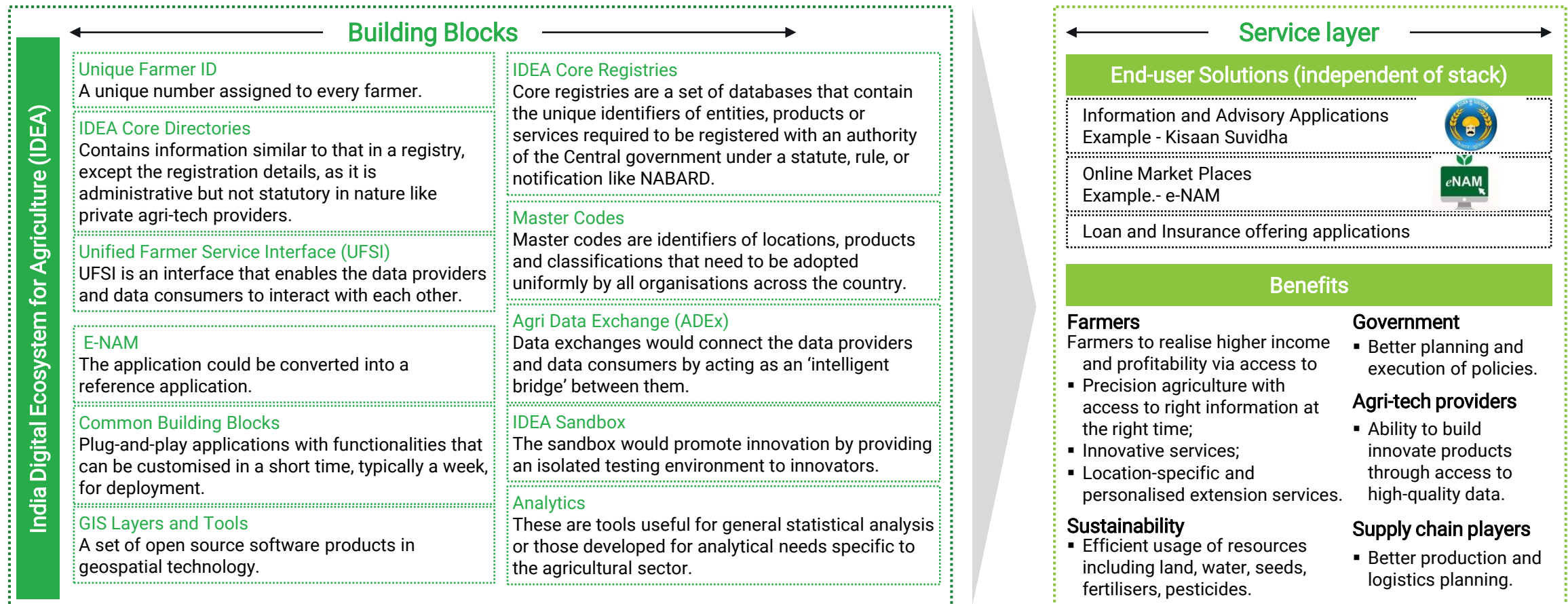
# Ayushman Bharat Digital Mission (ABDM) bridges the existing gap amongst different stakeholders of the healthcare ecosystem, enabling seamless delivery of services.



# India Digital Ecosystem for Agriculture's (IDEA) core has features such as unique farmer ID, data on weather, information and access to schemes, which aim to improve the efficiency of the sector.

## What is IDEA?

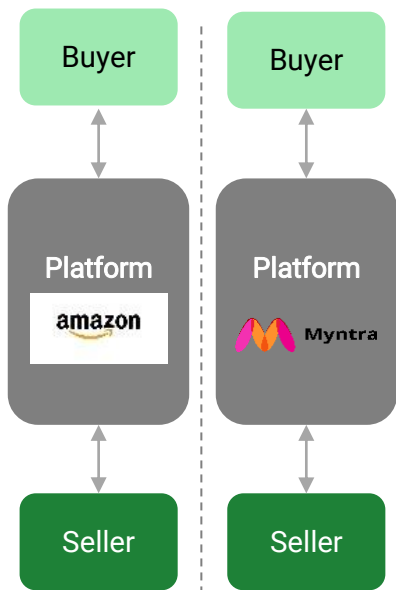
IDEA lays down the architecture for the Agri-stack in the country that would serve as a foundation to build innovative agri-focused solutions, leveraging emerging technologies and improving the welfare and income of farmers in India.



# Open Network for Digital Commerce (ONDC) aims to democratise digital commerce, moving it from a platform-centric model to an open-network one.

**What is ONDC?** Open Network for Digital Commerce is a network based on open protocol\* that will enable local commerce across segments, such as mobility, grocery, food order and delivery, hotel booking and travel, among others, to be discovered and engaged by any network-enabled application.

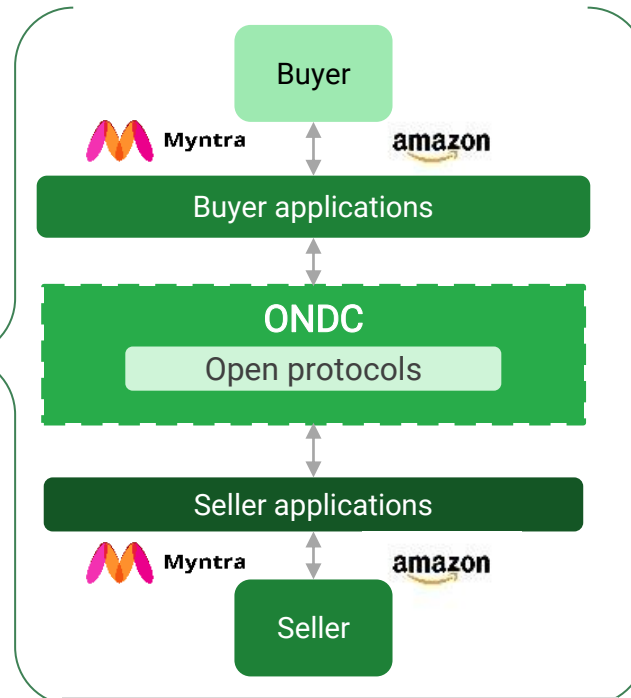
Shift from a current closed platform centric e-marketplaces...



- In this model, sellers need to separately register on each platform.
- Buyers also need to access separate platforms for various need.
- Platforms use proprietary software and do not interact with each other.



...to open network-centric e-marketplaces



- Sellers gain greater visibility as they can access multiple marketplaces by registering on a single portal.
- Allows for interoperability of platforms.

\*Open-Source Protocols are readymade tools to help existing software applications quickly adapt to the network



## Benefits

### Retailers and e-commerce platforms

- ONDC would provide open-source processes which would be available freely for others to use, redistribute and modify.
- All e-commerce companies would have to operate using the same processes.
- MSMEs and online retailers would be able to employ these processes.
- This would digitise the entire value chain of e-commerce.
- ONDC would bring all players in one network, where buyers and sellers would be able to transact irrespective of whether they are attached to any specific e-commerce portal.

### Buyers

- Buyers would gain access to larger number of products and better prices.

  Beckn Protocol forms an open network allowing buyers and sellers to connect to these open commerce networks using any platform of their choice and transact with each other.

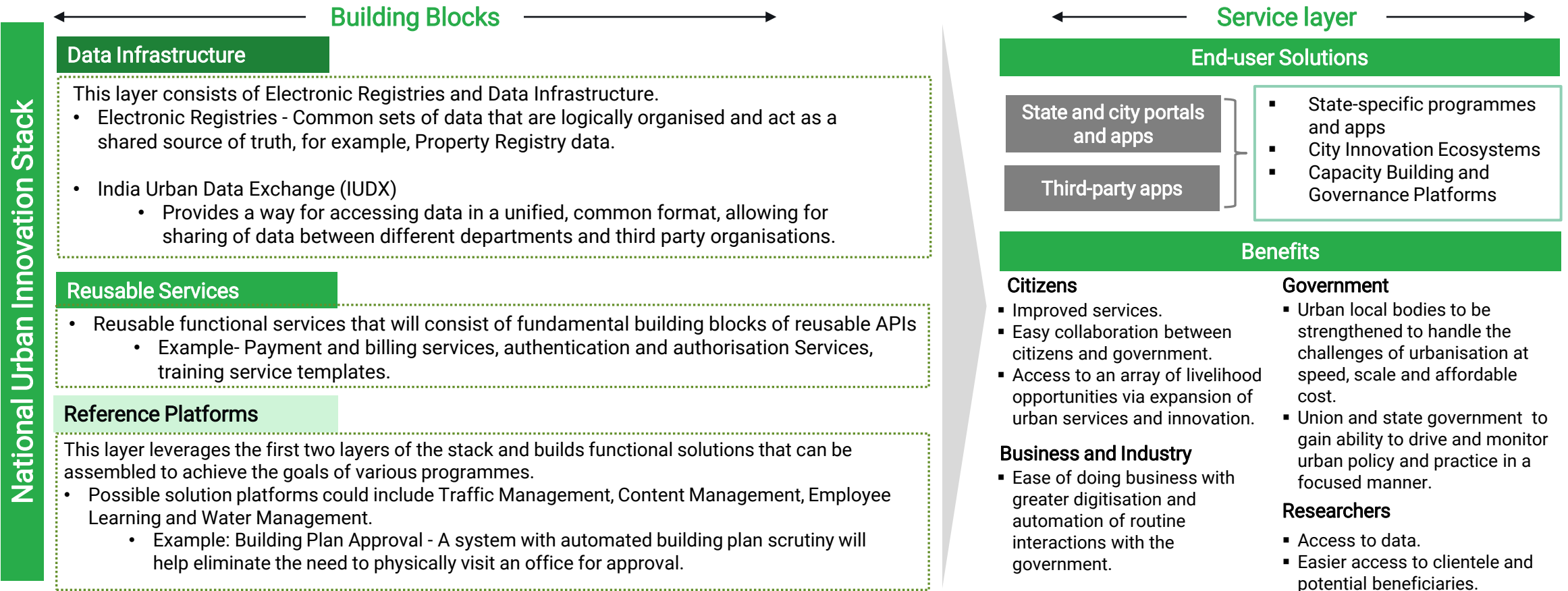
- ONDC is built upon Beckn Protocol.



# National Urban Innovation Stack (NUIS) aims to bring all public urban services on one platform to enable greater automation and digitisation of routine government interactions.

## What is NUIS?

A set of shared, modular digital building blocks that can enable all cities and states to build applications and services to unlock myriad urban solutions.



**DIGIT**

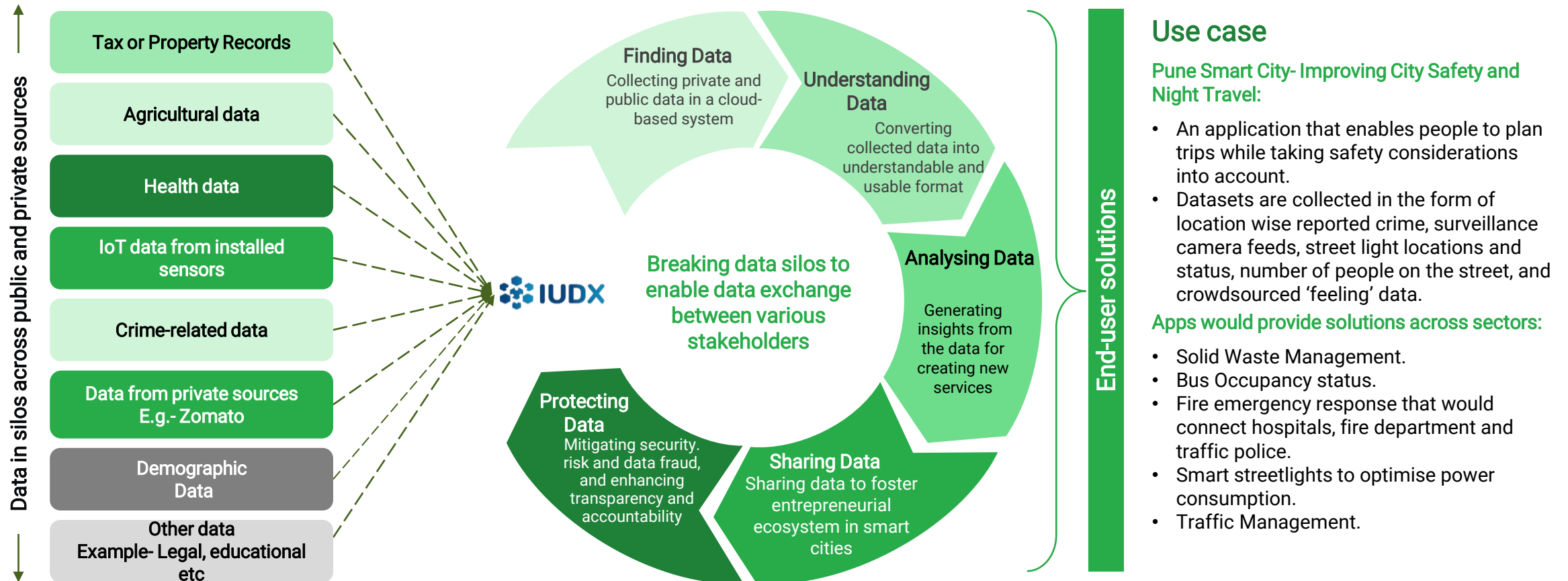
DIGIT Urban Stack is a set of Open APIs, services, and reference implementations, set up as a public good, to allow government entities, businesses, start-ups, and civil society to use a unique digital Infrastructure and build solutions for urban India at a large scale.



# India Urban Data Exchange (IUDX) interacts with different sectors to enable urban transformation through a set of cloud-based services.

## What is IUDX?

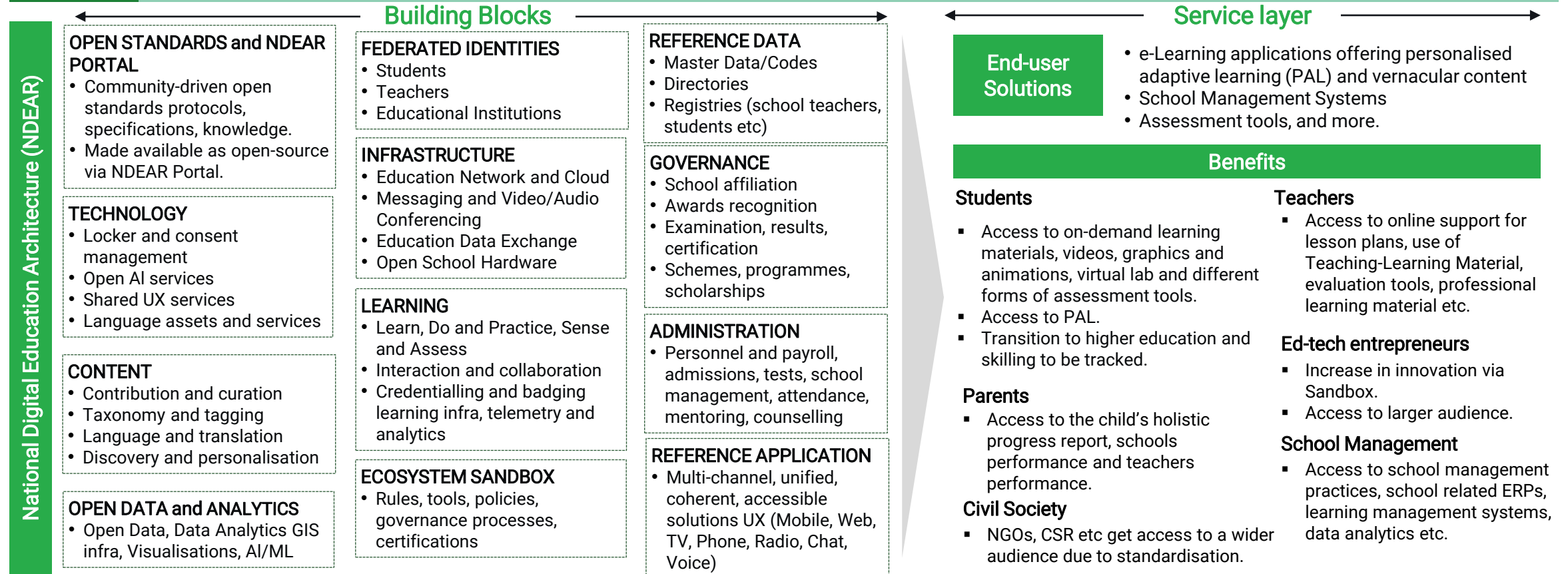
- IUDX is one of the main components of the NUIS. It will interact across various sectors with the potential to interact with other stacks in future.
- It is an open source software that provides a way for accessing data in a unified, common format, allowing for sharing of data between different departments in a city, as well as opening up data for third-party developers to create innovative new applications and citizen services.



# National Digital Education Architecture (NDEAR) is meant to enable a common set of principles and approaches to be followed in building, using and re-using technology for

## What is NDEAR?

An architectural blueprint for the education stack through which the Government will provide a framework where technology can be built by anyone.



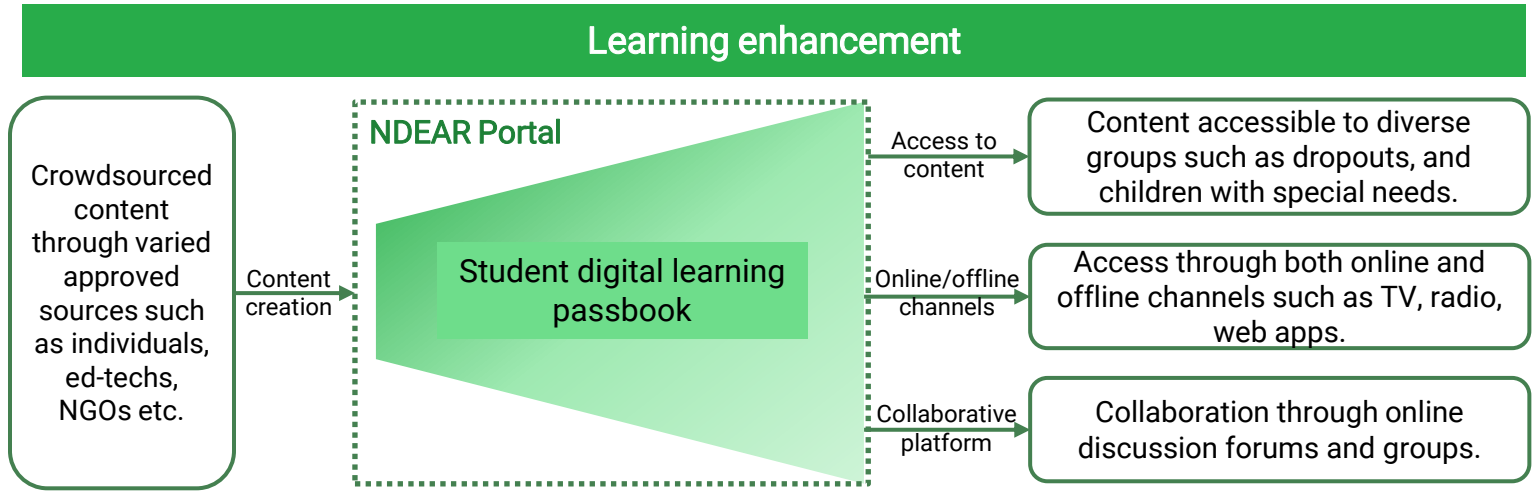
- Sunbird is an open-source repository of learning management micro-services that serve as building blocks for the creation of diverse teaching and learning solutions.



- DIKSHA is made using open-source technology from Sunbird.
- It offers various building blocks that support solutions for teaching and learning.
- Its components will be available as NDEAR building blocks.



# NDEAR enhances learning and administrative efficiency by providing each student with a digital passbook, facilitating content sharing and discussion forums across stakeholders.



- Digital learning passbooks will act as a digital diary that will help authorities and teachers keep a tab on progress of individual students as well as schools.
- Content is structured, curated and shared across channels - NCERT/ SCERT, NGOs, private organisations etc.

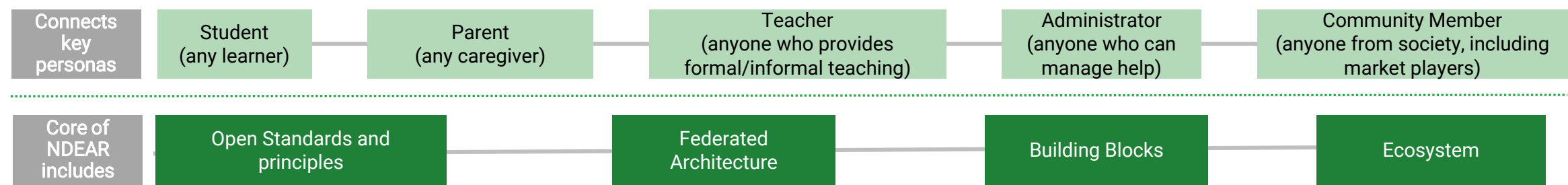
## Administrative efficiency

### Administrative efficiency across schools, state and national level educational institutions

- Schools/School management get access to school management practices, school-related ERPs, learning management systems, data analytics etc.
- Colleges, schools, workforces have easy access to a student's records through the portal.

### Policy advocacy

- Educational administrators use data analytics to bridge infrastructure gap, teacher availability gap, address dropouts and make informed policy choices.



# Unified Logistics Interface Platform (ULIP) acts as a **one-stop shop for all logistics needs** across private and public players.

## What is ULIP?

Unified Logistics Interface Platform (ULIP) is designed to enhance efficiency and reduce the cost of logistics in India by creating a transparent, one window platform that can provide real-time information to all stakeholders.

### Components of ULIP

#### Integration with existing data sources of ministries

- Authorisation, compliance and clearance are some of the critical activities of logistics.
- The integration with data points of ministries shall enable a holistic view and interlink the handshaking points.

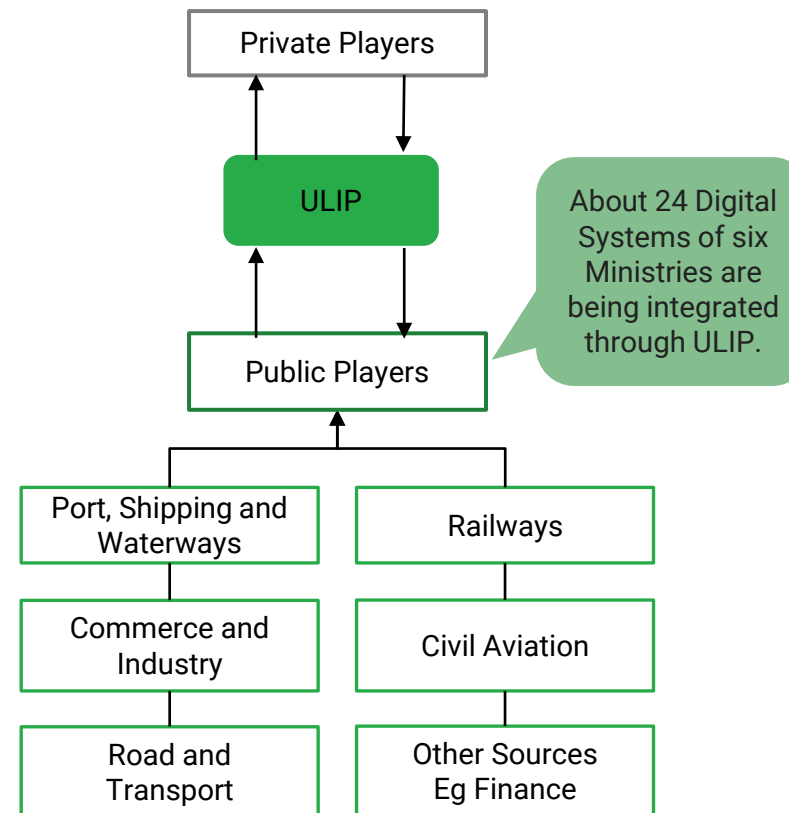
#### Data exchange with private players

- Enable the private players, logistics service providers, and industries to utilise the data available with ULIP, and
- Share their data (transportation, dispatch, delivery, etc.) with ULIP, thereby streamlining the processes to bring better efficiency through data exchange.

#### Unified document reference in the supply chain

- Enable a single digitised document reference number for all the documentation processes in a single platform.

### ULIP data exchange process



### IMPACTS

Paperless/only electronic data transfer regime leading to reduction in compliances and tedious documentation processes.

Standardisation of procedures and harmonisation of processes for seamless trade, thereby enhancing ease of doing business for all.

Efficient inventory management and real-time monitoring of cargo movement, while ensuring data confidentiality with end-to-end encryption.

Comprehensive reduction in logistic cost resulting in competitive costing.



# Digital Ecosystem For Skilling and Livelihoods (DESH) offers **digitally verifiable credentials**, consolidation of jobs and training on one portal and an open protocol.

## What is DESH?

DESH is envisioned to be a digital infrastructure/stack for the education and skills ecosystem to enable frictionless exchange for skill development, deployment and associated supply-chain and enabling services.

### Components of DESH

#### Electronic Registries

- A single source of truth containing data about accredited/authorised agencies, authorised professionals, training centres, certified platforms on the discovery network, and other key stakeholders in the ecosystem.

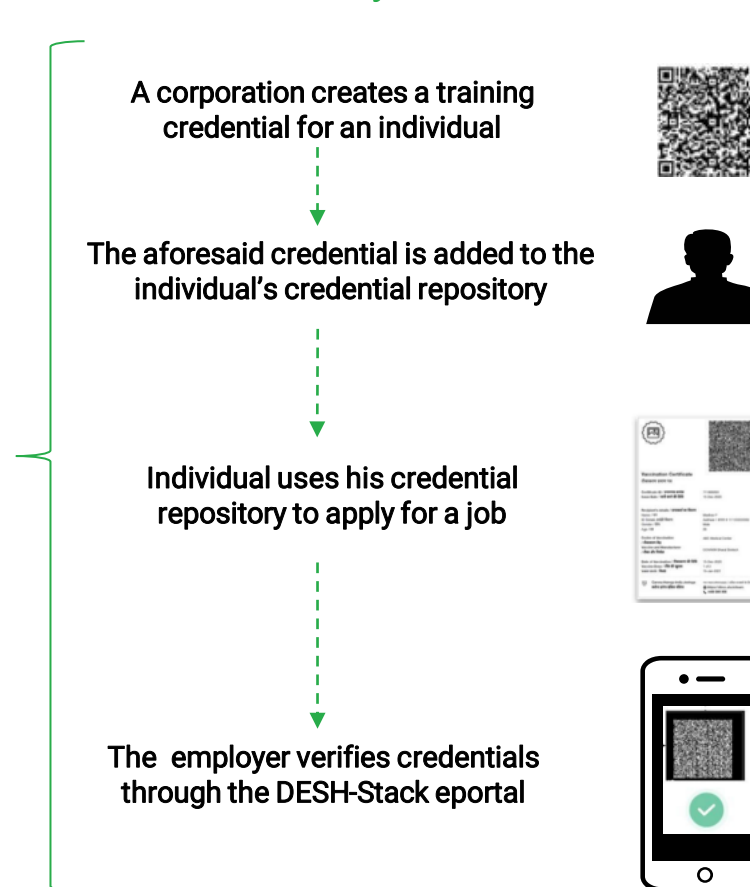
#### Verifiable Credentials

- An electronic standard for data representing credentials, allows certificates to be awarded in a digital, machine-readable format and makes them digitally verifiable.

#### Open Protocol

- Open networks and open protocols for the skilling ecosystem to enable interoperability over a nationwide, decentralised, open, secure and inclusive network.
- Bring service providers and users on a single open network reducing demand-supply gap in skilling, training and employment sector.

### Process to verify credentials



### IMPACTS

Enable any stakeholder to issue verifiable credentials reducing the information asymmetry and bringing trust in transactions.

Empower individuals to store verifiable credentials and act as a gateway for them to discover opportunities.

Facilitate individuals to discover skilling, training and job opportunities and employers to discover potential candidates.

Allow any stakeholder to be able to provide targeted financing for upskilling of individuals by using India Stack.



# iFIX facilitates real-time exchange of information across government entities and Digi Yatra enhances the travel experience.

## iFIX Fiscal Information Exchange Platform

## Digi Yatra

## Digital Yatra

### Purpose

- iFIX facilitates real-time seamless information exchange across government entities and departments in a standardised manner.

- Digi Yatra envisages a connected ecosystem enhancing the seamless travel experience for the passengers and improving security.

### Services

- iFIX provides standard APIs for the management of master data like Departments, Funds, Charts of Accounts, Expenditures (e.g. Schemes, Non-Scheme) and Projects.
- Client systems can register into iFIX and based on the permissions granted use the APIs to manage the master data and/or post-primary fiscal events e.g. Receipt, Bill, Payment.
- iFIX then makes this information available through Standard API for aggregated and disaggregated forms for other systems to query and leverage.
- As events flow into iFIX, it enables real-time correlation of various chains of events and provides visibility of the fiscal and cash positions of various assets, projects and agencies.

- Digi Yatra system has a digital ID backed by a strong verifiable government-issued identity like Aadhaar card, passport and others, enabling a seamless travel experience for passengers at all airports across India.
- Aims at enhancing security at Indian airports using Digi Yatra ID-based identification with real-time biometrics.
- The common Digi Yatra ID platform offers core passenger services viz. enrolment, authentication, consented profile sharing etc., and will be built as a shared national infrastructure with APIs for airports and apps to integrate.
- Digitises current manual processes to bring efficiencies like real-time notifications on flight delays etc.

### Use Cases

- National, state and local governments can use iFIX to exchange fiscal information.

- Digital Yatra platform that offers core services like enrolment, authentication, etc. along with open APIs for airports and other players to build on.



# CHALLENGES ASSOCIATED WITH DIGITAL PUBLIC GOODS

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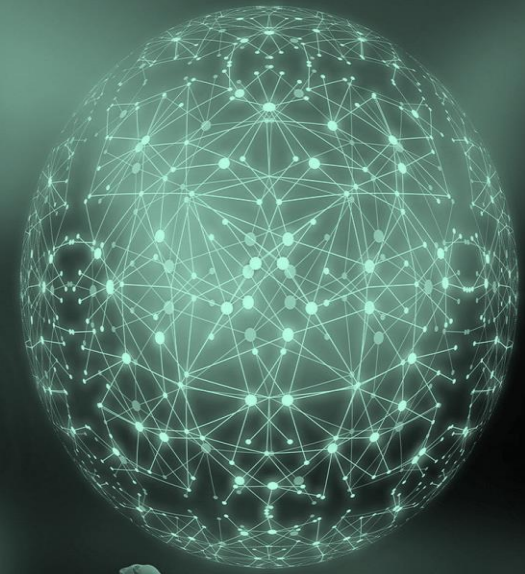
## Data security, discriminatory biases, and insufficient infrastructure raise concerns about the equitable implementation of DPGs.

Threat	Description	Threat	Description
<b>Data breach</b>	<ul style="list-style-type: none"> <li>Consolidation of large sets of personal, sensitive citizen data in a single source increases potential of data breach.</li> <li>Example: Two major data leakages were reported for Aadhaar where consumer data was shared over WhatsApp at minimal costs (<i>The Tribune 2022</i>).</li> </ul>	<b>Inaccessibility to government services</b>	<ul style="list-style-type: none"> <li>Lack of or discrepancies in identity documents may result in exclusion from government services and benefits.</li> <li>Example: Land records, that form the core of the Agri stack, are either dated, incomplete, erroneous or non-existent in India. The stack also fails to include tenant farmers in this case (<i>Digital Land Records Modernisation Programme 2021</i>).</li> </ul>
<b>Exclusionary bias</b>	<ul style="list-style-type: none"> <li>Sharing of personal sensitive without proper security safeguards may lead to creation of exclusionary biases.</li> <li>Example: Concerns raised on sharing and governance of sensitive health data such as a person's sexual orientation.</li> </ul>	<b>Low adoption by the informal sector</b>	<ul style="list-style-type: none"> <li>Lack of awareness on digital technologies in the informal sector may lead to low adoption of DPGs.</li> <li>Example: The adoption of UPI/India stack rose significantly after demonetisation. The lack of cash triggered the adoption of digital payments across consumers and sellers.</li> </ul>
<b>Sub-optimal infrastructure</b>	<ul style="list-style-type: none"> <li>Sub-optimal internet speeds could make data entry an onerous proposition for rural users as well as providers.</li> <li>India's internet penetration rate stood at 47% of the total population at the start of 2022 (<i>DataReportal 2022</i>).</li> <li>Example: Rural educational institutions and healthcare providers might struggle in digitised service delivery through these platforms.</li> </ul>	<b>Lack of innovative applications</b>	<ul style="list-style-type: none"> <li>Lack of private funding and government incentives prevent developers from leveraging the technology infrastructure.</li> <li>Compromised datasets or datasets in unusable formats can impact the quality of applications and make it challenging for the developers to leverage it.</li> </ul>








# ROLE OF PHILANTHROPIC AND SOCIAL ORGANISATIONS

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# Funders will play an important role in the development and adoption of ODEs and end-user solutions.

	Fostering innovation	Programme design and monitoring	Capacity building of NGOs	Government advisory
Social sector activity	<ul style="list-style-type: none"> <li>Provision of capital and incubators to innovators to promote inclusive, low cost and large-scale building blocks and end-user solutions.</li> </ul>	<ul style="list-style-type: none"> <li>Technical assistance with the technological design of Digital Platforms.</li> <li>Monitoring and evaluation tools and services to assess the impact of Digital Platforms-related programmes.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen ICT infrastructure and know-how among NGOs to enable them to participate in the Open Digital Ecosystem.</li> </ul>	<ul style="list-style-type: none"> <li>Advisory to government on DPG-related programmes:                             <ul style="list-style-type: none"> <li>Improve and refine the programme design.</li> <li>Implementation support and oversight of DPG projects.</li> <li>Development of monitoring and evaluation tools to assess programme efficiency and effectiveness.</li> </ul> </li> </ul>
Use Case	 <ul style="list-style-type: none"> <li>Gates Foundation has provided funds for several digital public goods, including DIVOC, DHIS2, CommCare, Mojaloop, and MOSIP, in addition to Digital Square which invests in a range of digital health DPGs.</li> </ul>	 <ul style="list-style-type: none"> <li>World Bank launched Africa Nenda, a technical assistance facility which aims to support African central banks, to build interoperable national payment systems.</li> <li>World Bank supported the first cross-country data collection effort on government-to-person payment methods that will help inform our understanding of the status digitisation of government payments stands and the opportunities going forward.</li> </ul>	 <ul style="list-style-type: none"> <li>GitHub's Skills-Based Volunteering programme engages their staff and leverage their skills and expertise to help social sector organisations solve complex business and technical issues.</li> </ul>	 <ul style="list-style-type: none"> <li>CSF has created 'Implementing Personalized Adaptive Learning (PAL) at Schools: A Guidance Note for States' to support states who are interested in deploying PAL in schools under the 'Use of ICT in School Education' policy of MHRD.</li> </ul>  <ul style="list-style-type: none"> <li>Digital Square works with more than 15 country governments and country-based technology experts to strengthen local capacity to implement and manage digital health programmes.</li> </ul>

Note: Most of the funders would not need any major internal changes as they already use digital tools for internal operations as well as service delivery.





# NGOs will play an important role to build trust and facilitate the adoption of Digital Platforms on the ground.

Significant changes in modality of operation...

NGOs will play an important role in facilitating adoption of DPGs

## Ecosystem Engagement

### Awareness-building:

- NGOs can spread awareness about the utility of stacks and solutions, and build on top of these stacks via awareness workshops and programmes.

### Capacity-building:

- NGOs can train grassroot level workers, nurses, lab technicians, school teachers to
  - Enable them to use end-user solutions.
  - Act as field agents who pass on the training to the rest of the community.

## Internal Adaptation

### Adoption of digital tools:

- Use data and building blocks for service delivery.
- Facilitate adoption of DPGs.

### Capacity-building:

- Digital training of existing staff and introduction of technology experts to utilise stacks for service delivery and further implementation.

### Data-based strategy and operation:

- NGOs can leverage increased access to data from various stacks (education, skilling, etc.) to develop more efficient programmes.

...leading to significant positive impact.

## Use Cases

### Improve adoption

Work with vulnerable and underprivileged sections to improve adoption on ground and hence access to government schemes and benefits.

### Enhanced service delivery

NGOs working on the ground with retailers, educational and healthcare institutions can handhold them through the process and ensure successful adoption and utilisation.

### Smarter data-based decisions

An NGO working towards prevention of communicable diseases uses data to better allocate resources by identifying the most affected communities and by forecasting trends.

### Transparent and efficient implementation of programmes

NGOs use eVIN (Electronic Vaccine Intelligence Network), which provides real-time information on vaccine stocks, flows, and storage temperatures across all cold chain points, to improve their immunisation efforts.

### Ease with building applications

An NGO builds an application to provide tele-medicine to people in rural areas by using building blocks provided by Health Stack.



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