



ID4D

GLOBAL DATASET 2025

Trends in Identification for Development

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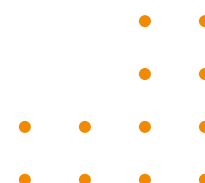
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For country level-aggregates: World Bank. 2025a. Identification for Development (ID4D) data (Dataset). DataBank. [https://databank.worldbank.org/source/identification-for-development-\(id4d\)-data](https://databank.worldbank.org/source/identification-for-development-(id4d)-data).

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ABOUT US

This publication is developed by World Bank Group's Digital and AI Vice Presidency, with support from the Digital Public Infrastructure and Services Umbrella Multi-Donor Trust Fund (DPI and Services TF).

DPI refers to the foundational digital building blocks—such as digital identity, data sharing, and digital payments—that enable governments and economies to deliver services at scale.

The DPI and Services TF aims to increase the adoption and productive use of safe, inclusive, and interoperable digital building blocks and digitally enabled services. Operating as a One World Bank effort, it mobilizes expertise across digital transformation, social protection, health, financial inclusion, agriculture, governance, and education, among others. It also collaborates closely with Project FASTT on fast payment systems.

The DPI and Services TF is based on three pillars:

- **Knowledge:** generating evidence and translating standards into practical tools
- **Action:** supporting country-level DPI strategies, safe and inclusive building blocks, and sectoral digital transformation
- **Convening:** strengthening the global DPI community through peer learning, standards alignment, and digital public goods.

The work supported by the DPI and Services TF is anchored in cross-cutting commitments to **inclusion and gender equity, human-centric design, reusability through digital public goods, safeguards, data protection, and evidence-based implementation.**

Building on the foundations laid by the Identification for Development (ID4D)-Digital Government-to-Person Payments (G2Px) Multi-Donor Trust Fund (2016-2026), the DPI and Services TF is structured around three workstreams:

- The ID4D Initiative helps countries realize the transformational potential of identification systems for the Sustainable Development Goals—from foundational ID and civil registration to next-generation digital identity and trust services. Its mission is to enable all people to access services and exercise their rights by improving the inclusivity, design, and governance of ID and trust service ecosystems. Learn more at id4d.worldbank.org.
- The G2Px Initiative transforms Government-to-Person (G2P) payments to accelerate financial inclusion, women's economic empowerment, resilience, and government efficiency. It helps countries modernize their G2P ecosystems through recipient-centric frameworks and evidence-based guidance on sustainable, inclusive models. Learn more at www.worldbank.org/g2px.
- The Data Sharing workstream enables secure, interoperable, and privacy-respecting data sharing across sectors at national scale, advancing high-value use cases and inclusive benefits.

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ABBREVIATIONS

BRR	Birth registration rates
CSO	Civil Society Organizations
DPI	Digital public infrastructure
HIC	High income country
ID4D	Identification for Development
LIC	Low-income country
LMIC	Lower-middle-income country
SSA	Sub Saharan Africa
UMIC	Upper-middle income country

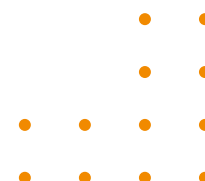


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INTRODUCTION

Lacking proof of legal identity¹ remains a major barrier to social, economic, and civic participation worldwide. Without proof of legal identity, individuals face obstacles when accessing financial services, government programs, healthcare, education, and formal sector jobs (World Bank 2019). As transactions increasingly move online, forms of digital ID that allow people and businesses to prove their identity, anytime and anywhere, have become a cornerstone of trust in the digital economy and a key element of an economy's digital public infrastructure (DPI) (Clark et al. 2025).

Since 2016, the World Bank's Identification for Development (ID4D) initiative has tracked global progress toward universal access to identification, estimating government-recognized proof of legal identity ownership (hereafter "ID") at the economy, regional, and global levels. Beginning in 2021, this effort expanded to include data on access to, and use of, online digital IDs (hereafter "digital ID") that enable remote authentication for online transactions (Metz et al. 2024). This report presents the latest update of the ID4D Global Dataset, leveraging the ID4D-Global Findex Database, drawing on data collected between April – December 2024, to assess both foundational and digital ID worldwide.²

The findings show continued progress, but large gaps remain. Globally, an estimated 800 million people still lack proof of legal identity, with the gap heavily concentrated in low income countries (LICs) and Sub Saharan Africa (SSA). For the first time since this data was collected, there is no longer a statistically significant gender gap in adult ID ownership at the global level; however, significant gender disparities remain for certain economies and regions. People with less education, those living in poverty, and rural populations also remain disproportionately excluded. Although many economies have built government recognized digital ID systems, an estimated 2.8 billion people still do not have access to these systems. Furthermore, in many economies with digital ID ecosystems, a relatively small share of the population owns a digital ID, and an even smaller share has actually used it.

This paper is structured as follows:

- Section 1 summarizes key trends in foundational ID ownership globally and across regions, including the demographic determinants of ID ownership, common barriers preventing people from obtaining IDs, and the concrete difficulties those without them face.
- Section 2 assesses progress on providing access to digital IDs, explores the gap between ownership and use, and examines the link between digital ID and access to online government services.
- Section 3 outlines priority actions for closing gaps in foundational and digital ID and ensuring that these systems deliver meaningful value for all.

Annexes A-D provide details on methodology and data sources. The Global Findex Microdata can be downloaded at microdata.worldbank.org.

¹ Proof of legal identity for adults is typically provided through foundational ID systems such as national IDs, population registries, and civil registration (World Bank 2019), or through functional IDs issued for specific purposes such as passports, drivers' licenses, or voter IDs. For children below the legal age of ID eligibility, it is provided through birth registration. The target of providing proof of legal identity for all, including birth registration, is enshrined in the Sustainable Development Goals (SDG 16.9).

² For details on the methodology and databases used, see Annexes A-C.

ESTIMATING THE GLOBAL ID COVERAGE GAP

For most people, proving their identity is effortless. They present an ID card to open a bank account, register a SIM card, or access social services. But for around one in ten people globally, proving who they are is a challenge.

This 2025 update of the ID4D Global Dataset estimates that around 800 million people worldwide lack proof of legal identity. This is down from 850 million in 2021 and 1 billion in 2017, thus representing meaningful progress, but gains remain uneven.

Infographic 1.1: Global ID trends at a glance. 800 million people globally still lack proof of legal identity, 2.8 billion lack access to digital IDs.

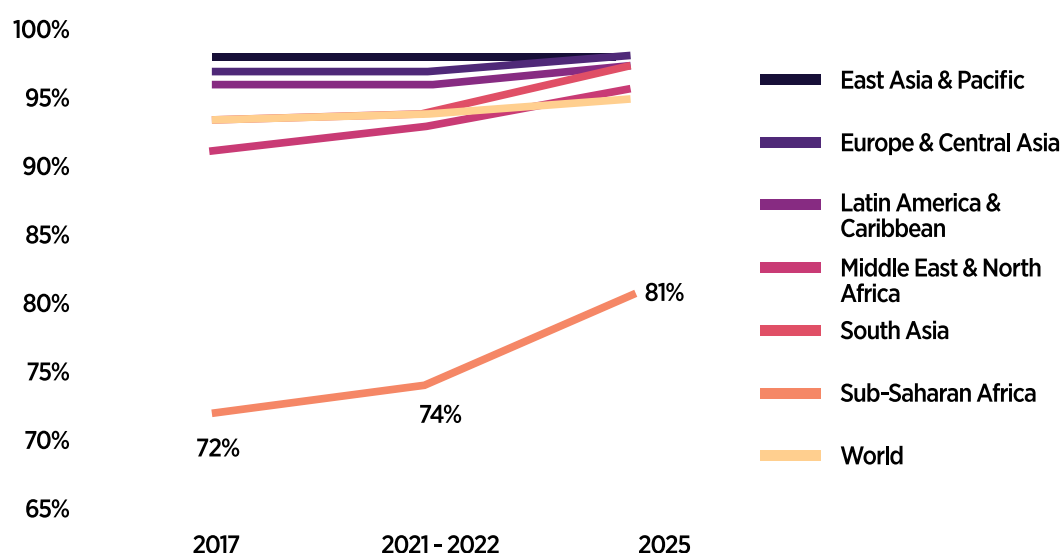


Note: For breakdown of methodology, see Annex A-C. Source: ID4D Global Dataset

The identification gap is still heavily concentrated in SSA, which accounts for more than 400 million people without proof of legal identity—half the global total—while all other regions have achieved near-universal coverage (Figure 1.1). Of the 800 million people without proof of legal identity, an estimated 450 million are children whose births were never registered.³

These estimates rely primarily on the ID4D-Index survey, part of the Global Index Database, which provides nationally representative data across 141 economies for respondents aged 15 and above who are also above the minimum legal age to obtain their economy’s foundational ID. Where ID4D-Index data are unavailable, the analysis draws on alternative sources, including administrative records, voter registration rates, and birth registration statistics. For children (those under age 15, or the minimum legal age to obtain the foundational ID), estimates are based on UNICEF’s published under-5 birth registration rates (BRR). Economy-level total estimates are then summed to produce regional, income-group, and global totals of people without proof of legal identity.⁴

Figure 1.1: Adult ID ownership has become near universal across most regions, but SSA lags farthest behind
(% of adults age 15+)



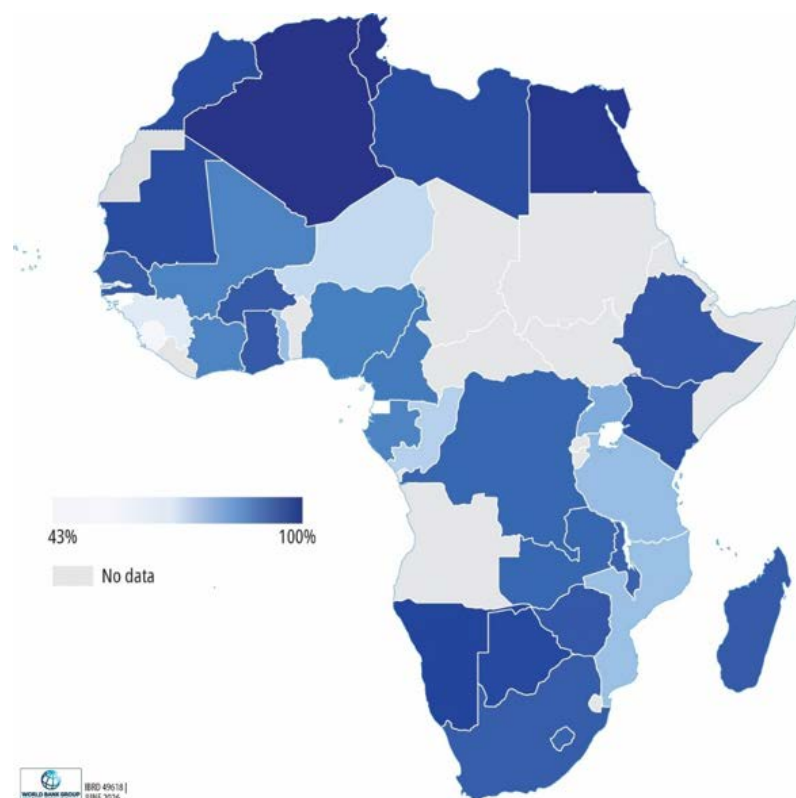
Note: Graph shows the mean percent of adults who own an ID, by region, calculated with global weights. Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID. Source: ID4D-Global Index Database, 2017, 2021-2022, and 2025.

Adult ID coverage across SSA varies considerably by economy (see Map 1.1). Nine economies have achieved near-universal adult ID coverage (90 percent or above), including Burkina Faso, Ethiopia, Zimbabwe, Kenya, Mauritania, Botswana, Namibia and Mauritius. In the same region, however, eight other economies struggle with adult ID coverage rates below 70 percent, including Guinea, Mozambique, Niger, the Republic of the Congo, Sierra Leone, Tanzania, Togo, and Uganda, where coverage falls to a global low of 43 percent. Outside Africa, Lao PDR is the only economy with adult ID coverage rates below 70 percent. The remaining African economies cluster between 70 and 89 percent, with several hovering just below 80 percent.

³ See Annexes A-C for detailed methodology and data sources.

⁴ For economies where Index data are unavailable, a tiered approach is applied: administrative data are used first, followed by voter registration data for low- and lower-middle-income economies or birth registration data for upper-middle- and high-income economies. For details on the proxy data used and the data selection hierarchy, see Annex A. For details on the Databases used per economy, see Annex D. This is the same methodology used in the 2021 Dataset, and full details can be found in Clark et al (2022).

Map 1.1: Adult ID coverage in the Africa region ranges from 43 to 99 percent, with the lowest levels in West and Central Africa (% of adults age 15+)



*Note: Map shows the mean percent of people who own an ID in SSA, by economy, calculated with country weights. Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID.
Source: ID4D-Global Findex Database 2025.*

Across the three Findex waves, several economies have closed sizeable coverage gaps. Ethiopia rose from 64 percent in 2017 to 87 percent in 2021-2022 and 91 percent in 2025.⁵ Togo increased foundational ID coverage by 22 percentage points between 2021 and 2025, from 40 percent to 62 percent. Outside SSA, Pakistan increased coverage from 87 percent in 2017 to 88 percent in 2021 and 93 percent in 2025. Bangladesh increased foundational ID coverage from 83 percent to 89 percent over the same period.

However, progress has not been uniform. In some economies, including Niger and Sierra Leone, 2025 estimates fall below those recorded in 2021-2022. The picture is also incomplete for several lower income economies where Findex data over time is not available, but foundational ID coverage is known to be low, including Djibouti, Yemen Republic, and the Syrian Arab Republic in the MENAAP region.

For children, birth registration rates (BRR) show a similar regional divide. While most economies have achieved near-universal registration, economies such as Angola, Chad, Ethiopia, Papua New Guinea, Somalia, Yemen Republic, and Zambia remain among the furthest behind. Global coverage has continued to improve gradually: according to UNICEF's 2024 update, the

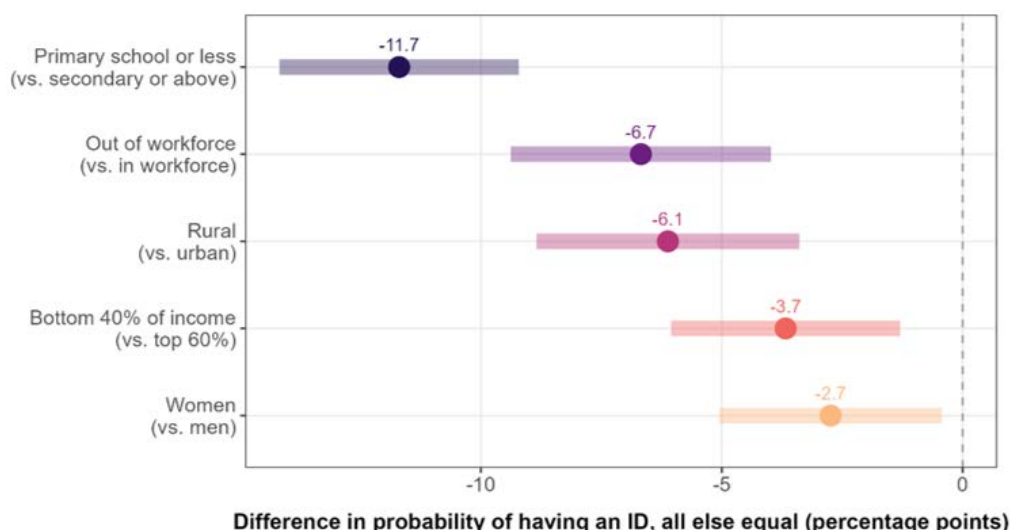
⁵ Note: For Ethiopia, the survey asked about the local kebele ID system, which has historically been the primary identity document for adults. However, Ethiopia has implemented a new national ID system (Fayda) which is currently scaling up registration nation-wide and was not captured at the time of the survey.

global under-5 birth registration rate stood at 77 percent, up from 75 percent in 2019 and around 63 percent two decades earlier (UNICEF 2024). South Asia accounts for the largest share of recent gains, with India, Bangladesh, and Nepal making notable progress, while SSA remains the region with the lowest coverage and the slowest pace of improvement, with Eastern and Middle Africa stagnating at around 41 percent (UNICEF 2024). These economy-level differences underscore the high variation in proof of legal identity coverage worldwide. While some economies are making meaningful progress, others face challenges that keep large shares of their populations without proof of legal identity.

Who Owns an ID

The latest ID4D-Findex data disaggregates adult ID ownership rates across demographic groups that have historically faced unequal access to ID. In LICs that also have foundational ID coverage below 90 percent, the marginal effects model shows that education is the strongest predictor of ID ownership: adults with only primary education or less are 11.7 percentage points less likely to own an ID than their more educated counterparts (Figure 1.2). Those outside the formal workforce in LICs with ID coverage below 90 percent, including women working at home, elderly people, and youth without formal employment, are 6.7 percentage points less likely to own an ID. Similarly, all else equal, those living in rural areas are 6.1 percentage points less likely to own an ID compared to their urban counterparts. Finally, in LICs with ID coverage below 90 percent, adults in the poorest 40 percent of households are 3.7 percentage points less likely to have an ID compared to those in the richest 60 percent, and women are 2.7 percentage points less likely than men.

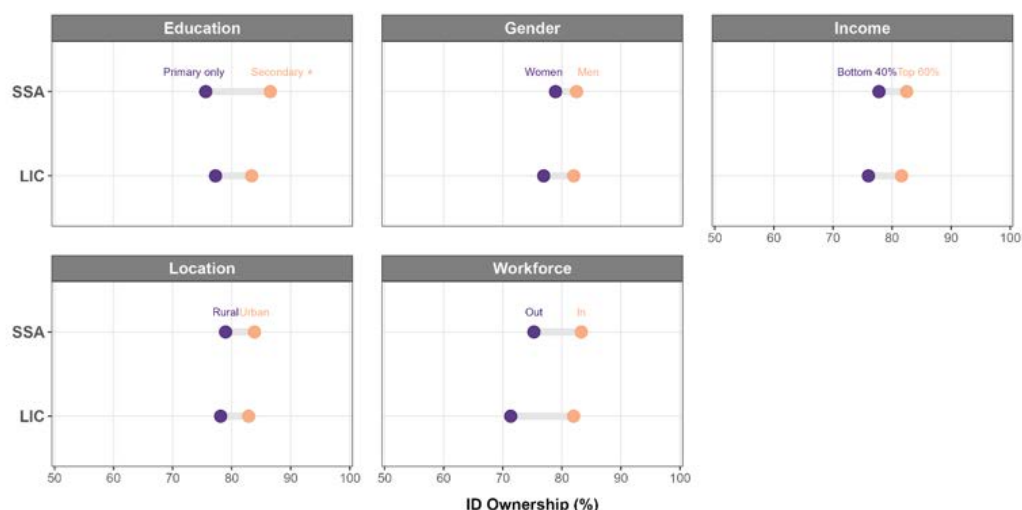
**Figure 1.2: Education is the strongest predictor of not having an ID in LICs
(% of adults age 15+)**



Note: Graph shows marginal effects from a logit model in which the dependent variable is whether the person has an ID, estimated for low-income economies with foundational ID coverage rates below 90 percent. Models use survey weights and design-based standard errors, and include economy fixed effects. Estimates are reported with 95 percent confidence intervals. Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID. Source: ID4D-Global Findex Database 2025.

In other developing regions, ID coverage reaches most adults, and demographic characteristics have minimal bearing on ownership. In SSA and LICs, however, adults with less education, lower incomes, and those living in rural areas or not working face significantly lower ownership rates than their counterparts (Figure 1.3). These disadvantages often compound: a woman in a rural area is also more likely to have limited education and live in poverty, multiplying the obstacles she faces (Clark et al. 2022).

Figure 1.3: ID Coverage gaps are largest for less educated, out-of-workforce, and rural adults (% of adults age 15+)



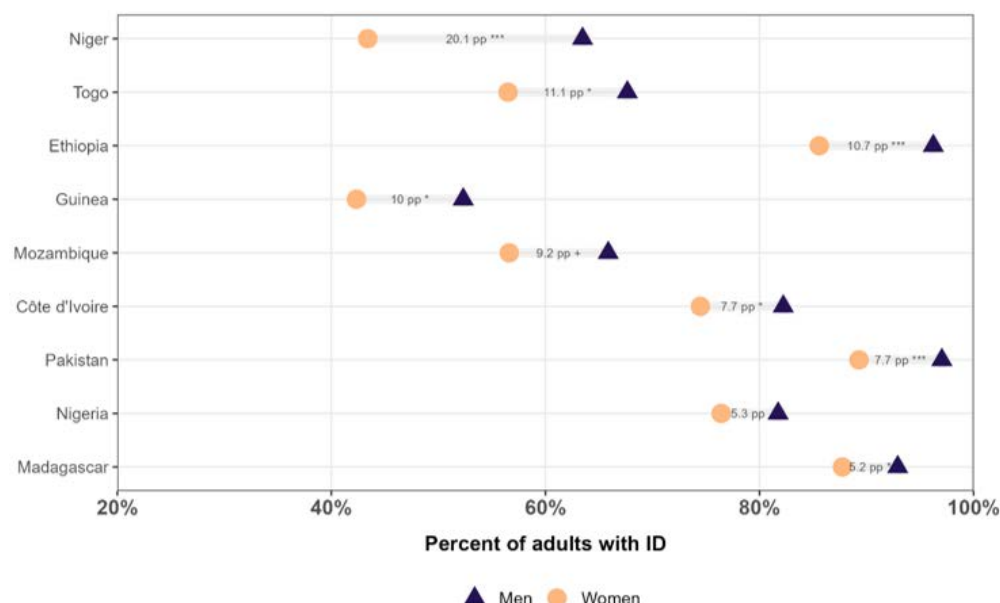
Note: Graph shows average ID ownership by demographic subgroup in SSA and LICs, calculated with global weights. Information on rural versus urban location is only available for the subset of economies where face-to-face data collection was possible in 2024. Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID. Source: ID4D-Global Index Database 2025.

For the first time since Findex data collection, in the 2024 round of data collection, there is no statistically significant association between gender and ID ownership at the global level.⁶ However, significant gender gaps persist in specific contexts. In economies with adult ID coverage below 90 percent, women remain significantly less likely than men to have an ID, all else equal. (Figure 1.2). In LICs, 23 percent of women lack an ID compared to 18 percent of men; in SSA, the figures are 21 percent and 18 percent, respectively.

In some economies the disparity is far wider. Nine economies, of which eight in SSA, still exhibit significant gender gaps above 5 percentage points (figure 1.4). In Niger, for example, women's ID ownership lags men's by 20 percentage points. In Togo and Ethiopia, gender gaps continue to be above 10 percentage points. Outside of SSA, the gender gap has narrowed substantially in Pakistan, from around 22 percentage points in 2021 to about 8 percentage points in 2025. Nevertheless, Pakistan continues to have one of the highest gender gaps around the world (men 97 percent, women 89 percent). In Bangladesh, where ownership rates between men and women were roughly equal in 2021, women are around 4.7 percentage points less likely than men to hold an ID in 2025, though this difference is not statistically significant at the 95 percent confidence level.

⁶ At the global level, the difference in ID ownership between men and women is not statistically significant at the 95 percent confidence level.

Figure 1.4: Gender gaps remain above 5 percentage points in 9 economies, all but one of which are in SSA (% of adults age 15+)



*Note: Graph shows countries with a gap in ID coverage between men and women greater than 5 percentage points. . Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID. Data on Ethiopia based on existing Kebele ID system and not Fayda. Stars denote statistically significant differences at the 99.9 (***), 99 (**), 95 (*), and 90 percent (+) levels. Source: ID4D-Global Index Database 2025.*

Barriers to Obtaining an ID

The 2025 Findex data confirms that barriers to identification disproportionately affect those already at society's margins: people with less formal education, those outside the workforce, and women, who are overrepresented in both categories. For these individuals, the absence of an ID is not just an administrative gap; it is a barrier to opening a bank account, accessing government services, registering a business, or owning property. Without deliberate intervention, these barriers can trap the most vulnerable in cycles of exclusion.

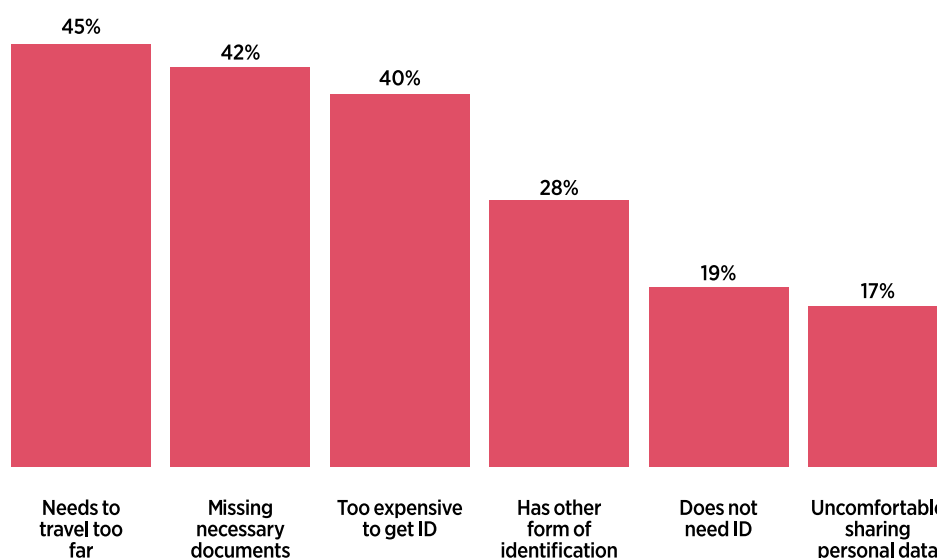
The share of adults reporting specific barriers to obtaining an ID has remained largely consistent since 2021. Although the questions on barriers to ID ownership were surveyed across 30 low-coverage economies, the analysis of barriers is restricted to the eight developing economies with adult ID coverage rates below 70 percent to ensure sufficient statistical power for the subset of respondents without an ID⁷. Across these economies, distance to registration centers and lack of required documents represent the two largest obstacles. More than two in five adults without an ID (45 percent) in these economies report that registration centers are too far away (Figure 1.5). A similar share (42 percent) report lacking required documents, such as a birth certificate they never received, proof of residence, or other paperwork necessary to obtain an ID. In rural areas, registration can require a full day's travel, multiple bus fares, and lost wages. For many people, the cost of the journey alone can be prohibitive.

Beyond distance and documents, 40 percent of adults without an ID in low-coverage economies report that registration fees are too high. Another 28 percent of adults say they already hold an alternative form of identification. Similarly, 19

⁷ These economies are Guinea, Mozambique, Niger, the Republic of the Congo, Sierra Leone, Tanzania, Togo, and Uganda.

percent say they simply do not need an ID, pointing to contexts where informal markets dominate, healthcare is inaccessible, or government services rarely reach rural areas, reducing the perceived value of formal identification. Finally, 17 percent report feeling uncomfortable sharing personal information with registration authorities, potentially reflecting concerns about surveillance, data misuse, or past experiences of discrimination.

**Figure 1.5: Distance and lack of documents are the two largest barriers to ID ownership
(% of adults age 15+)**



Note: Graph shows reasons (multiple selection) for not having the economy's foundational or primary ID, reported by those without one in the eight economies with ID coverage rates below 70 percent: Guinea, Mozambique, Niger, the Republic of the Congo, Sierra Leone, Tanzania, Togo, and Uganda. Means are calculated with global weights. Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID. Source: ID4D-Global Findex Database 2025.

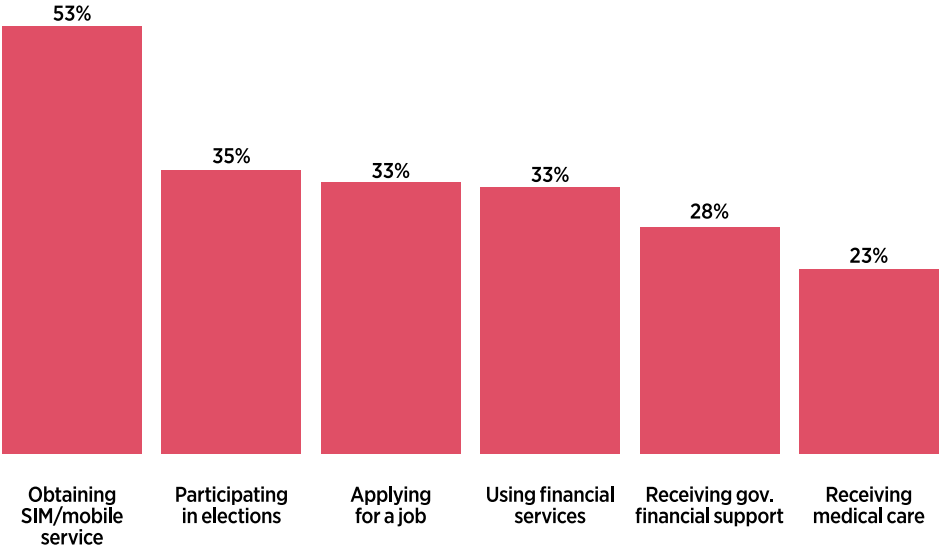
Closing the “last mile” of ID access requires systems designed to be accessible for all, as outlined in the Principles on Identification for Sustainable Development and ID4D Practitioner’s Guide. This means bringing registration services to where people live, offering simple and user-centric enrollment pathways, deploying mobile or community-based registration units, eliminating fees that exclude the poor, and simplifying documentation requirements for those without birth certificates. Meaningful engagement with local communities and civil society organizations is equally important. Civil society organizations (CSOs) bring essential local knowledge, help identify context-specific barriers, and strengthen accountability in service delivery. Incorporating their input from design through implementation improves system trust, supports grievance redress, and promotes enrollment approaches that reflect community needs (Eichholtzer 2022). Together, these strategies help implement ID systems that are inclusive and responsive to the needs of the most vulnerable.

Difficulties Without an ID

The consequences of not having an ID are immediate and concrete. In economies with ID coverage rates below 70 percent, more than half of adults without an ID (53 percent) report that obtaining a SIM card is a major challenge, the single most reported difficulty (Figure 1.6). Indeed, between 157 and 160 economies worldwide require an ID to register or activate a prepaid SIM card (Yongo et al. 2021; GSMA 2025). With mobile phones serving as the primary gateway to banking, job applications, and emergency services, the lack of ID is preventing millions from accessing the most basic entry point to the digital economy. In many economies, holding an ID is also a legal requirement, so the absence of it can entail regulatory or legal consequences beyond exclusion from services.

Beyond mobile access, more than one-third of adults without an ID (35 percent) cannot participate in elections, and 33 percent report difficulty applying for formal jobs, limiting them to informal work without labor protection, while the same share (33 percent) are blocked from financial services, preventing them from opening bank accounts, accessing credit, or saving money securely. Another 28 percent report difficulty accessing government support programs, even when they qualify, and one in five (23 percent) struggle to receive medical care when they need it.

Figure 1.6: Obtaining a SIM card is the most reported difficulty for adults without an ID, Findex data
(% of adults age 15+)



Note: Graph shows difficulties accessing various services, benefits, and rights (multiple selection) as a result of not having the economy's foundational or primary ID, reported by those without one in the eight economies with ID coverage rates below 70 percent Guinea, Mozambique, Niger, the Republic of the Congo, Sierra Leone, Tanzania, Togo, and Uganda. Means are calculated with global weights. Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID. Source: ID4D-Global Findex Database 2025.

These burdens are likely to fall disproportionately on women and other marginalized groups, including poor, rural, and less educated populations (Casher et al. 2024). The people who need government services most are precisely those prevented from accessing them. Without IDs, they may struggle to find formal employment and be excluded from legal protections and economic opportunities that identification could help provide.

PROGRESS ON DIGITAL ID FOR ONLINE TRANSACTIONS

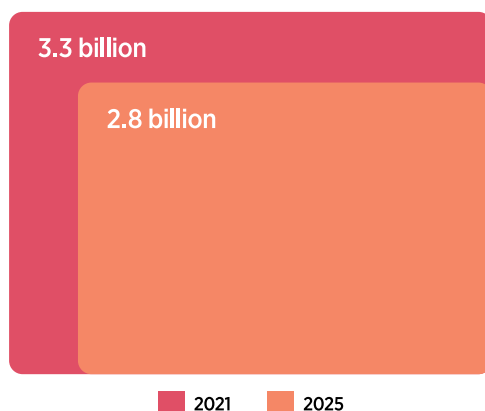
As more transactions move online, economies are prioritizing development of digital ID ecosystems as part of their DPI (Clark et al. 2022). “Online” digital IDs (henceforth “digital IDs”) enable end-to-end digital transactions by facilitating remote authentication of a person’s identity at anytime, anywhere⁸. This functionality is essential for accessing digital services across the public and private sector that require high levels of trust and security, such as when applying for government benefits, registering to vote, filing taxes, applying for a passport, opening bank accounts, signing high-value contracts, and more. In some cases, a foundational ID system, such as a national ID, provides digital ID capabilities; in others, a separate entity, such as a Digital Ministry, or an ecosystem of multiple public and private sector entities provide this capability (World Bank 2022).

In 2021, the ID4D Global Database began tracking availability of digital ID systems that provide fully remote, secure, digital authentication for online transactions. As of 2025, 89 economies had digital ID systems of which 51 were in high-income countries (HICs), up from 80 economies in 2021 (Metz et al. 2024). This means that approximately 2.8 billion people live in economies without access to digital IDs capable of supporting online authentication for official purposes, down from 3.3 billion in 2021 (Figure 2.1)⁹.

⁸ Systems providing online digital ID credentials and associated digital authentication solutions need to have: (i) strong “binding” between the digital credentials and the real-life ID holder; (ii) the operationalization and active use of the system; and (iii) the ability of the credential to support remote digital authentication across multiple platforms or services. See Metz et al. (2024) for more elaborate definition of digital IDs.

⁹ Annex B provides a detailed breakdown of the methodology.

Figure 2.1: Roughly 2.8 billion people globally live in economies without access to digital ID, down from 3.3 billion in 2021



Note: Graph shows the estimated number of people living in economies without access to a digital ID system. Figures are calculated at the economy level using a binary indicator of whether an economy has an operational digital ID system; the total population of economies coded as having no such system is then summed to produce a global total. For further details, see Annex. Source: Metz et al, 2024; World Bank. (2025a); World Population Prospects 2024 (UNDESA).

While digital ID capability is growing, progress remains uneven. More than three-quarters of those without access to digital IDs (2.2 billion people, or 79 percent) live in LICs and lower-middle-income countries (LMICs). Approximately 93 percent of the population in LICs and 41 percent of the population in LMICs live in economies that do not provide access to digital IDs. HICs and upper-middle-income countries (UMICs) account for only 600 million of the global population without access to digital IDs. The digital ID gap mirrors the foundational ID gap. In SSA, the region with the lowest coverage for foundational ID systems, only Benin, Cabo Verde, Mauritius, and Uganda provided access to digital ID systems at the time of data collection in 2024. Because digital ID systems typically rely on foundational ID systems to establish proof of a person’s legal identity during onboarding, it is important to continue addressing both these gaps simultaneously to leave no one behind. Without a strong foundational layer, digital ID deployment risks reaching only the share of the population that is already documented, reinforcing rather than narrowing existing exclusion.

Unpacking Digital ID Ownership and Use

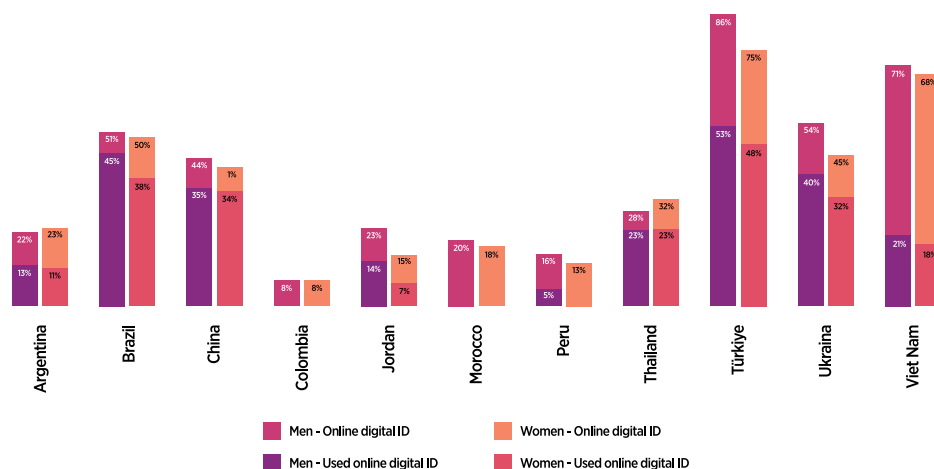
Digital ID ownership refers to whether a respondent personally holds a government-recognized credential that enables remote authentication for online transactions (Metz et al. 2024). Online digital ID use (hereafter “digital ID use”) refers to whether the respondent has actually used that credential—for example, through a mobile application or website—to confirm their identity online. The ID4D-Global Findex Database 2025 piloted new questions on digital ID ownership and use for 66 of the 89 economies that had deployed such systems at the time of data collection. As with foundational IDs, where around 1 in 5 of those without one say they do not need it (Figure 1.5), the data show that simply building a digital ID system is not sufficient for adoption.

The gap between ownership and use varies substantially across economies. To illustrate regional variation, the analysis in Figure 2.2 draws on a diverse cross-section of LMICs and UMICs with operational digital ID systems as of 2024, spanning different geographic areas. In Viet Nam, more than 70 percent of adults own a digital ID, yet fewer than 20 percent overall have used it. In Türkiye, ownership reaches 80 percent, but usage is around 50 percent (Figure 2.2).

Importantly, although the gender gap in foundational ID may be closing in most economies (Figure 1.4), it is now re-appearing in digital ID ownership and use (Figure 2.2). In Jordan, Türkiye, and Ukraine, women are significantly less likely than men to

own and use digital IDs. More data is needed to unpack these gaps; however, it is likely that lower smartphone ownership and digital literacy rates for women are contributing to this disparity.

Figure 2.2: Digital ID use lags ownership across all selected economies, and a gender gap is re-emerging



Note: Graph shows digital ID ownership and use across selected economies, by gender, calculated with country weights. Economies were selected to represent a cross-section of relatively large lower-middle- and upper-middle-income economies with operational digital ID systems across different geographic regions. Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID. Source: ID4D-Global Findex Database 2025.

Onboarding processes vary across these systems. In Brazil, Conta gov.br offers tiered onboarding: a basic “bronze” account is created with a national taxpayer number (CPF) and an email account, while higher-assurance “silver” and “gold” accounts are bound to the holder through authenticated internet banking or facial-recognition biometric verification against a national biometric database, which can be the driver’s license (CNH), the electoral card, or the National ID Card (CIN) database. When a person enrolls for the National ID Card (CIN), their account is granted as gold (Governo Digital, n.d.). In Ukraine, the Diia mobile application binds the national ID, biometric passport, and electronic signatures to the device, enabling end-to-end authentication for a wide range of public and private services (European Commission, 2024). In Morocco, the Carte Nationale d’Identité Électronique (CNIE) and the companion Mon identité numérique mobile application provide three levels of authentication assurance: weak (password only), substantial (one-time password or card), and strong (card combined with PIN or biometrics). The CNIE is used across public services including social benefits, scholarship applications, tax filing, vehicle registration, and passport renewal (Direction Générale de la Sécurité Nationale & Agence de Développement du Digital, n.d.).

As with foundational ID, people only enroll in and use digital IDs to the extent that these systems are trusted, accessible, and provide tangible value. Implementation of digital ID and other DPIs must be accompanied by investments in broader systems to enable digital service delivery across sectors, such as online banking, health, education, and employment services, and designed to be accessible, safe, and user-friendly (Clark et al. 2025). Without broad acceptance and seamless integration with services that matter to people and businesses, digital ID adoption and use will remain low. Growth will also be slower in contexts where people lack smartphones, internet connectivity is unreliable, digital literacy is low, or overall trust is limited.

Breaking this cycle requires action on both supply and demand. Governments must expand availability, eliminate barriers, and build confidence in these systems through appropriate safeguards¹⁰ and applying a human-centered approach and inclusion-first design (Clark et al. 2025). They must also demonstrate value by communicating what benefits digital IDs

¹⁰ See, for example, the DPI Safeguards Initiative: <https://www.dpi-safeguards.org>.

unlock, accepting them for essential services, ensuring authentication works reliably, and building trust that personal data will be protected (Clark & Daly 2019; World Bank 2025c).

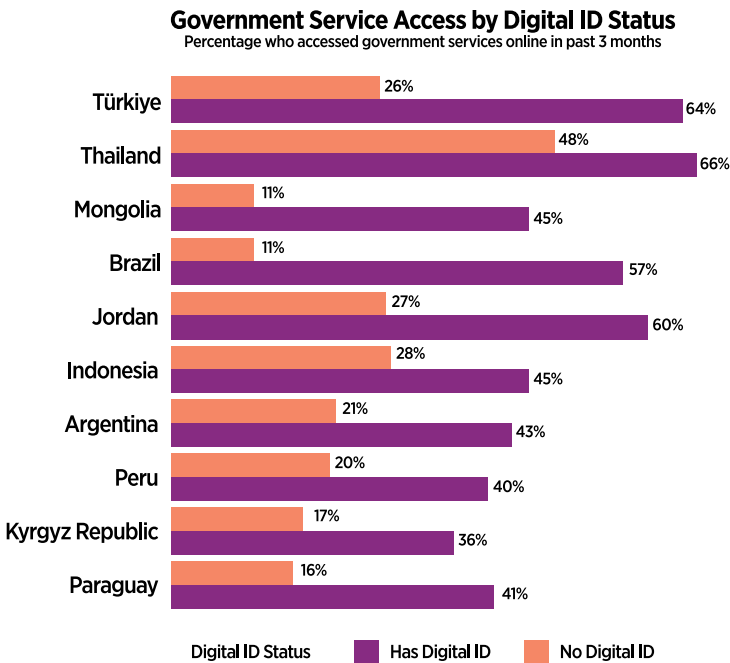
Like other technologies, digital IDs can amplify existing inequalities unless deliberately designed to counter them. For example, women in some economies are already less likely to have foundational IDs, smartphones, and lower levels of digital literacy, all of which can be pre-requisites to obtaining or using a digital ID. Where ID coverage is incomplete or digital infrastructure is limited, requiring a shift to online services and authentication is likely to exclude the most marginalized.

Accessing Digital Government Services

Facilitated by digital ID access and coverage, governments worldwide are moving services online. Registering for social assistance, paying taxes, and accessing healthcare increasingly are offered through online portals and applications. By enabling remote authentication for end-to-end transactions, digital ID can increase convenience for users and allow governments and the private sector to deliver services more efficiently, reduce fraud, and expand reach.

The ID4D-Global Findex Database 2025 shows that digital ID ownership correlates with higher rates of online government service access across all 10 economies examined (Figure 2.3).¹¹ In developing economies with digital government services and remote authentication, adults who own a digital ID access government services online at rates two to three times higher than adults without one, though this correlation may also reflect common drivers such as digital literacy, device ownership, or internet access rather than a direct effect of digital ID ownership.

Figure 2.3: Adults with digital IDs access online government services at two-to-three times the rate of those without



Note: Graph shows the percentage of adults in each group (digital ID holders and non-holders) who accessed government services online in the past three months, calculated with country weights. The sample comprises developing economies (non-high income) with sufficient sample size (digital ID ownership of 4 percent or higher), selected by highest online government service access rates and ranked by adult population. Includes respondents ages 15 and over who are also above the eligible age for obtaining the ID. Source: ID4D-Global Findex Database 2025.

¹¹ Economies were selected to represent a cross-section of relatively large lower-middle- and upper-middle-income economies with operational digital ID systems across different geographic regions that had both data on digital ID ownership and online government service access.

The relationship between digital ID ownership and online government service use is not straightforward. Holding a digital ID may directly enable greater access, but it is also possible that people who already want to use online services are more likely to obtain a digital ID, or that underlying factors such as digital literacy, income, or connectivity drive both ID adoption and service use. Non-holders are disproportionately rural, less educated, and poorer, so as governments expand online service delivery, the design question is whether digital pathways are introduced alongside accessible alternatives or as substitutes for them.

CLOSING THE GAP: WHAT COMES NEXT

The ID4D Global Dataset 2025 update shows some progress in legal and digital ID ownership and use for service delivery. At the same time, it highlights that the challenge of identification, and its value to people, extends beyond the need to simply enroll people or issue more credentials. As evidence shows, ownership or availability without utility is unlikely to drive adoption and productive use. Closing the identification gap requires serious investments across the ID ecosystem—including civil registration, foundational ID systems, and more advanced forms of digital ID. Proof of identity, whether in-person or online, should empower people and unlock tangible value such as access to banking, healthcare, government services, and formal employment. This requires eliminating the barriers that block access: distance, cost, missing documents, and distrust. It also requires designing systems that prioritize accessibility and meet the needs of those most systematically excluded: women, adults with limited education, and the poor and rural populations, particularly in SSA and LICs.

Four recommendations emerge from the data:

- (i) **Start early:** More than half of the 800 million people without proof of legal identity are estimated to be children whose births were never registered. Strengthening civil registration systems is essential for delivering on the promise of proof of legal identity from birth and is an essential investment for a strong identity ecosystem.
- (ii) **Design for inclusion:** ID systems must work for those who need them most, not just those who are easiest to reach. This means enabling mobile registration, simplifying documentation requirements, eliminating fees, designing interfaces for low literacy, and implementing accessible authentication methods.
- (iii) **Provide real value:** IDs gain value through use and trust. Governments and the private sector must focus on a “services first” approach to identification, ensuring that IDs are accepted and they reduce friction in accessing high-impact services, such as banking and financial services, health, education, social protection, business or property registration, and formal employment.
- (iv) **Build digital ID for inclusion and use:** Digital ID systems must be designed so that onboarding does not assume smartphone ownership or digital literacy at first contact, and so that credentials are accepted across high-impact public and private services. Without these conditions, digital ID risks reinforcing existing exclusion rather than closing it.

The World Bank's ID4D Initiative is working with economies to implement these principles, supporting governments as they strengthen foundational ID and civil registration systems, and build the next generation of digital ID ecosystems to deliver trust in the digital era. The next round of ID4D-Global Findex data collection in 2027 will show whether these approaches are working and how economies are advancing. The goal is not simply to count credentials issued, but to ensure that everyone can prove their identity when needed—in person or online—in a way that protects rights and facilitates access to services and economic opportunities.

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Annex A: ID4D Global Coverage Estimates and Methodology

The global analysis of people without proof of legal identity draws on multiple complementary data sources to estimate global identification coverage as of 2025. Following the methodology established and described in the ID4D Global Dataset 2021, Volume 1 report, we estimate global ID coverage by dividing each economy's population into "children" and "adults" based on a cutoff age determined by the age of eligibility for the adult ID and the available data sources. We apply under-five birth registration rates to the child population and the most appropriate available metric to the adult population, then aggregate across economies to generate global, regional, and income-level estimates.

Detailed information on data sources and calculation methodology is included below.

ID4D-Findex Survey Data

The ID4D module of the 2025 Global Findex Database provides a direct demand-side measure of adult ID ownership, collected through nationally representative surveys conducted by Gallup, Inc. between April and December 2024. The Findex samples are representative of the global adult population aged 15 and above who is also above the eligible age for obtaining the ID, with approximately 1,000 respondents per economy. Where 2025 data were unavailable, earlier rounds were used as a second-best alternative: 2021 Findex data for most cases, and 2022 Findex data for the small number of economies where fieldwork for the 2021 round was delayed into 2022 due to COVID-19 mobility restrictions. See Annex D for the complete list of economies and data years included. Samples are designed to generate reliable estimates disaggregated by gender, age, income, education, employment status, and geographic location. The Findex estimate of ID ownership is the metric used for the adult population in every economy where the data is available.

In some economies that had achieved or approached universal foundational ID coverage in the 2021 Findex round, foundational ID coverage was not re-surveyed in 2024. For the purposes of our analysis, we carried forward the assumption of universal coverage for these economies, using most recent values from 2021 data. The identification module was adapted to local contexts using economy-specific terminology for foundational ID credentials and, where applicable, digital ID systems. For the full survey instrument, see Table A.1.

Table A.1: Global Index Identification module

Label	Question	Answer options
FIN46	Do you personally have [insert local terminology for a/an identity card]? * Total sample	(1) Yes, (2), No, (3) Don't know, (4) Refused
FIN47	Has your [insert local terminology for identity card] information ever been used without your permission for illegal purposes? * If answer to FIN46 = "Yes" (Note: FIN47 was piloted for the first time in the 2025 round of the ID4D-Global Index Database and falls outside the scope of this analysis. Data on ID misuse can be found under World Bank, 2025a)	(1) Yes, (2), No, (3) Don't know, (4) Refused
FIN48	Please tell me whether each of the following statements is A REASON why you do not have [insert local terminology for a/an identity card]? Is it because...? *If answer to FIN46 =/= "Yes"	(1) You have another form of identification issued by the government, (2) You don't need an ID for any purpose, (3) It is too expensive, (4) You don't have the necessary documents, (5) You need to travel too far to apply, (6) You do not feel comfortable giving your personal information
FIN49	Have you ever had any difficulty doing any of the following activities because you did not have [insert local terminology for a/an identity card]? *If answer to FIN46 =/= "Yes"	(1) Receiving financial support from the government, (2) Using financial services, (3) Obtaining a SIM card/mobile phone service, (4) Participating in elections, (5) Applying for a job, (6) Receiving medical care
FIN50	Do you personally have [insert local terminology for a mobile/digital ID]? * Total sample (in economies identified to have digital IDs for remote transactions)	(1) Yes, (2), No, (3) Don't know, (4) Refused
FIN51	Have you ever used your [insert local terminology for mobile/digital ID] on a phone or computer to confirm your identity online? * If answer to FIN50 = "Yes"	(1) Yes, (2), No, (3) Don't know, (4) Refused

Birth Registration Data

For children—i.e., those below the age of eligibility for the adult ID—the calculations use the under-5 birth registration rates (BRR) compiled by UNICEF (2025) as the official indicator for SDG Target 16.9. This includes survey data from Multiple Indicator Cluster Surveys (MICS) and Demographic and Health Surveys (DHS), supplemented by administrative data from civil registration and vital statistics (CRVS) systems where survey data is unavailable. For UMIC and HIC economies that lack Index and Admin data, BRR are also used as a proxy for adult ID coverage, on the assumption that economies with near-universal birth registration also have near-universal adult ID coverage.

Administrative Data from ID Agencies

Administrative data on ID system registrations were collected through direct outreach to national ID authorities between 2021 and 2022¹², building on previous data collection rounds in 2019. This includes reported registration totals and, where available, disaggregation by age and gender. While administrative data provides valuable system-level information, it also has potential

¹² Due to the time and resource constraints, and the availability of Index data in most economies, ID4D discontinued regular collection of administrative data on ID system coverage as of this edition of the Dataset.

data quality issues including duplicate records, deceased persons remaining in registries, and gaps between registration and credential possession. It is therefore used only as a secondary source in 12 economies where Findex data is unavailable.

Voter Registration Data

Voter registration rates and eligible ages from the International Institute for Democracy and Electoral Assistance (IDEA, 2025) serve as a tertiary proxy for adult ID ownership in economies lacking both Findex and administrative data in LICs and LMICs. To measure voter registration rates, we use data on the number of registered voters from parliamentary or presidential election, taken from IDEA's voter turnout database, which covers 195 economies with elections from 2006–2025. We then divide registered voters by the number of eligible voters for the election year, using legal voting age information from the ACE Electoral Knowledge Network (n.d.).

Estimation Methodology

Data Selection Model

For economies with multiple available metrics, our primary estimation model selects data sources in the following hierarchical order based on data quality and relevance. This hierarchical approach outlined in Table A.2 prioritizes survey-based measures that directly capture individual ID ownership over administrative proxies, while recognizing that optimal data sources vary by economy, income level, and context.

Table A.2: Data selection hierarchy

Adult metric Selection Rule	Child Metric
Findex > Admin > Voter (if LMICS, LICs) OR BRR (if UMICs, HICs)	BRR

For a more detailed discussion of the assumptions behind this hierarchy, i.e., that admin or voter data is a better proxy for adult ID ownership in lower income economies, while birth registration rates are a better proxy for adult ID ownership in higher income economies, see Clark et al. (2022).

Cutoff Age Determination

The cutoff age between “child” and “adult” populations varies by economy according to the data source used:

- Findex data: Cutoff equals the minimum age of eligibility for obtaining the ID, or age 15 (the minimum Findex survey age), whichever is higher.
- Administrative data: Cutoff equals the ID eligibility age, or age 5, whichever is higher (ensuring BRR applies to children 0-4).
- Voter registration: Cutoff equals the voting age (typically 18).
- Birth registration (when used for adults): Cutoff set to age 15 for consistency.

Coverage Rate Calculations

Coverage rates are calculated as follows for each metric:

- ID4D-Findex: Survey-weighted mean ID ownership rate among respondents at or above the ID eligibility age in the survey year (see description of Findex survey weighting below)

- Administrative data: Number of registered individuals divided by the population at or above the ID eligibility age in the data year, censored at 100 percent where registrations exceed population
- Voter registration: Number of registered voters divided by the voting-age population in the most recent election year, censored at 100 percent where registration exceeds population.
- Birth registration: Under-5 BRR as reported by UNICEF for the official SDG16.9 tracking

Population Estimates

To calculate global ID coverage, we apply the above coverage rates to the latest population estimates by age and sex from the United Nations World Population Prospects 2024 (UNDESA 2024). For each economy, the population is divided at the cutoff age, with birth registration rates applied to children and the selected adult metric applied to those at or above the cutoff. For a complete breakdown of the methodology, see Clark et al. (2022).

Box 1. Comparing survey and administrative data on ID coverage

Why estimates differ

Administrative and survey data on ID ownership often do not match. The two sources measure different things, for different populations, and at different points in time. These differences are expected, and understanding their origins helps users interpret the data correctly rather than dismiss either source.

Strengths and limitations of administrative data

Supply-side data, drawn from administrative sources such as ministry records, is an important source of basic cross-country indicators and can be gathered at relatively low cost. There may, however, be several limitations from the perspective of measuring ID ownership. Some administrative systems can only report the total number of registrations or credentials issued, which may not account for deaths or migration, or for people who registered but never received their credential, or who subsequently lost or had it stolen. Administrative data also rarely allows disaggregation by gender, income, age, or location at the level needed to identify which population segments face the greatest barriers to obtaining an ID.

What survey data adds

Demand-side data, such as the Global Findex Database, measures whether individuals report personally owning and using an ID. Where administrative data counts the number of registrations or credentials issued, demand-side data captures the share of adults who recognize themselves as ID holders and report active use. The two can diverge: a person registered in the system, but who never received the credential, no longer holds it, or does not recognize it as a valid ID would be counted as covered by administrative data but not by survey data. That gap points to the need for awareness campaigns, outreach, or policies that encourage meaningful use.

Survey data has its own limitations. Respondents may misunderstand which credential the question refers to in economies with multiple government-recognized IDs, leading to undercounting of ownership. Conversely, respondents may report owning an ID they do not in fact hold, due to embarrassment or to concerns about how

their answer will be used, leading to overcounting. The ID4D team mitigates these risks through pre-survey validation of credential terminology with country teams, and through post-survey triangulation against administrative records and operational engagements where possible.

Not all demand-side data are directly comparable. Surveys of individuals cannot be compared directly with surveys of household heads, since ID ownership and use can differ considerably across household members.

Timing

Survey data captures coverage at a point in time. In economies with active registration campaigns between fieldwork and publication, survey estimates may diverge from current administrative records, particularly where mass enrollment has progressed quickly, as in Benin. See Annex D for the fieldwork dates by economy.

Using both sources together

Used in combination, supply- and demand-side data help countries understand the ID coverage landscape and identify opportunities to expand inclusive access to and use of identification systems.

Annex B: Digital ID Access Estimates and Methodology

The global estimate of people without access to digital ID draws on the framework established in Volume 2 of the ID4D Global Dataset series, updated in this note with new data as of mid-2024. For a full breakdown of the methodology, please refer to Metz et al. (2024).

Definition and Coding

Digital ID refers to the availability of government-recognized digital credentials that allow individuals to securely authenticate their identity remotely to access online services and transactions. Each of the economies in the Database is coded as “Yes” or “No” based on three criteria:

- (i) strong binding between the digital credential and the real-life identity holder, established through rigorous identity proofing and robust authentication;
- (ii) active operational use by members of the general population, not limited to pilot users or government staff; and
- (iii) the ability to support authentication across multiple platforms or services.

Systems in pilot phase or relying solely on minimal authentication (for instance, an ID number combined only with a one-time password) at the time of data collection (2024) were coded as “No.” For a full breakdown of which economies were marked as having access to digital IDs, please refer to the table in Annex D.

Estimation Method

The global estimate of people without access to digital identity is the sum of the total 2024 population of all economies coded as “No”, using population estimates from the United Nations Department of Economic and Social Affairs, Population Division (2024).

Limitations

Even in economies coded as “Yes,” uptake of digital identity varies substantially due to differences in internet connectivity, device availability, digital literacy, and system design. The indicator captures system-level capability, not individual-level access or use. Additionally, digital ID systems are evolving rapidly, and the coding reflects a snapshot as of mid-2024 for all demand-side survey data collected in 2024. For estimates on access to digital ID in a country, estimates were further updated in 2025. A “Yes” coding does not imply that the system meets good-practice standards for a digital ID, including interoperability, modularity, user-centricity, data protection, privacy, or inclusion (for example, see Clark et al. 2025 for a list of characteristics an ID system should meet to qualify as a DPI). For a detailed discussion of the indicator definitions, coding criteria, and economy-level nuances, see Metz et al. (2024).

Annex C: Global Findex Survey Methodology

The indicators in the Global Findex Database 2025 are drawn from survey data covering more than 148,000 people in 141 economies, representing 96 percent of the world's population (refer to table A.3 for a list of the economies included). The survey was carried out between April 2024 and December 2024 by Gallup, Inc., as part of its Gallup World Poll, which since 2005 has annually conducted surveys of approximately 1,000 people in each of more than 160 economies and in more than 150 languages, using randomly selected, nationally representative samples. Fieldwork periods varied by economy, averaging 51 days and ranging from 7 to 161 days. The target population is the entire noninstitutionalized civilian population ages 15 and up.

Interview procedure

In most LIC and LMICs, Global Findex data were collected through face-to-face interviews. In these economies, an area frame design¹³ was used for interviewing. In most HICs, telephone surveys were used (refer to the methodology document attached below for detailed information on surveying in each economy). In 2024, face-to-face interviews were again conducted in 22 economies after phone-based surveys had been employed in 2021 as a result of mobility restrictions related to COVID-19. In addition, an abridged form of the questionnaire was administered by phone to survey participants in Algeria, China, the Islamic Republic of Iran, Libya, Mauritius, and Ukraine because of economy-specific restrictions. In just one economy, Singapore, did the interviewing mode change from face to face in 2021 to phone based in 2024 (refer to map A.1 for all changes in survey mode between 2021 and 2024 in the methodology document here: <https://www.worldbank.org/en/publication/globalfindex/methodology>).

Data preparation

Data weighting was used to ensure a nationally representative sample for each economy. Final weights consisted of a base sampling weight, which corrects for unequal probability of selection based on household size, and a poststratification weight, which corrects for sampling and nonresponse error. Poststratification weights use economy-level population statistics on gender and age and, where reliable data are available, education or socioeconomic status. The methodology document below shows the data collection period, number of interviews, approximate design effect, and margin of error for each economy, as well as sampling details where relevant.

Additional information about Global Findex data, including the complete database, can be found at <http://globalfindex.worldbank.org>.

Additional information about the survey methodology per economy can be found in the methodology document at: <https://www.worldbank.org/en/publication/globalfindex/methodology>

Additional information about the methodology used in the Gallup World Poll can be found at: <http://www.gallup.com/178667/gallup-world-poll-work.aspx>.

¹³ An area frame design is a sampling method that divides land into nonoverlapping segments using visible boundaries, such as roads or streams. These segments are then used to select samples for data collection, to ensure comprehensive and unbiased estimates. A reproducibility package is available in the Reproducible Research Repository at <https://reproducibility.worldbank.org/catalog/299>.

Annex D: Foundational and digital ID credentials, data sources, and survey dates, by economy.

Table A.3: Foundational and digital ID credential names per economy and the source of data used for the Global ID coverage estimates and ID4D-Global Findex data collection.

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
Afghanistan	Tazkira	No	N/A	F21	Aug 08, 2021	Sep 27, 2021
Albania	National ID System/Electronic Identity Card	No	N/A	F25	May 15, 2024	Jun 26, 2024
Algeria	National Population Register (RNP)/Biometric, Electronic National Identity Card (CNIBE)	No	N/A	F25	Sep 25, 2024	Oct 20, 2024
Andorra	Administrative Identification Number (NIA)	Yes	Electronic certificate	BRR		
Angola	Civil and Criminal Identification Integrated Management Platform (PGIBI)/Integrated ID	No	N/A	A19		
Antigua and Barbuda	Civil Registry (no national ID or similar)	No	N/A	BRR		
Argentina	National Registry of Persons System/National Identity Document (DNI)	Yes	a digital identity from RENAPER	F25	Jul 06, 2024	Aug 12, 2024
Armenia	National ID System/ID Card	Yes	an eID or mobile ID	A21		
Australia	Civil Registry (no national ID or similar)	Yes	the MyGovID app	BRR		
Austria	Central Civil Status Register (ZPR)	Yes	an ID Austria	F25	May 13, 2024	Jun 11, 2024
Azerbaijan	National ID System/ID Card	Yes	an Asan Imza mobile ID	F25	Aug 05, 2024	Sep 06, 2024
Bahamas, The	Civil Registry (no national ID or similar)	Yes	My Gateway SSO	BRR		
Bahrain	Civil Registration System (CRS)/Bahrain ID Card	Yes	Bahrain eID	F25	Aug 20, 2024	Sep 13, 2024
Bangladesh	Voter Registration List/National Identity Card (NIC)	No	N/A	F25	Sep 07, 2024	Dec 29, 2024

¹⁴ Note: Names of foundational and digital ID credentials were collected and verified in early 2024; Findex data were collected in late 2024. Credential changes introduced between early 2024 and the publication of this note in mid 2026, including the launch of new credentials, are not reflected in this table.

¹⁵ Abbreviations used in this Table: F25 = ID4D-Global Findex Data, 2025 (2024 fieldwork); F22 = ID4D-Global Findex Data, 2022; F21 = ID4D-Global Findex Data, 2021; A21 = Administrative Data, 2021; A19 = Administrative Data, 2019; VRR = Voter Registration Rate; BRR = Birth Registration Rate.

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
Barbados	National Identity Management System/National Identification Card	No	N/A	BRR		
Belarus	National Automated System/Passport	No	N/A	A19		
Belgium	Population Registry/Belgian Electronic Identity Card (Eid)	Yes	an eID or Itsme account	F25	May 16, 2024	Jul 12, 2024
Belize	Civil Registry (no national ID)	No	N/A	BRR		
Benin	Physical Persons National Register (RNPP)/National Identity Card ¹⁶	Yes	the Mobile ID Bénin app	F21/F25 ¹⁷	Sep 08, 2024	Oct 01, 2024
Bhutan	Bhutan Civil Registration System/Citizenship Identity Card (CID)	Yes	Bhutan Digital Identity Service:	VRR		
Bolivia	Unique Identification Registration System/National ID	Yes	a Ciudadania Digital account in AGETIC	F25	Aug 19, 2024	Oct 07, 2024
Bosnia and Herzegovina	MKR Register/Identity Card	No	N/A	F25	May 21, 2024	Aug 22, 2024
Botswana	National ID System/National Identity Card (Omang)	No	N/A	F25	Sep 09, 2024	Oct 03, 2024
Brazil	Natural Persons Register (CPF)	Yes	a Conta gov.br	F25	Jul 31, 2024	Sep 10, 2024
Brunei Darussalam	Central Registry/Smart Identity Card	Yes	e-Darussalam account	BRR		
Bulgaria	Unified System for Civil Registration and Administrative Services of the Population/Identity Card	No	N/A	F21	Sep 14, 2021	Oct 26, 2021
Burkina Faso	National Identification System/Burkinabe National Identity Card (CNIB)	No	N/A	F25	Jul 20, 2024	Aug 17, 2024
Burundi	National Identification Register/National Identity Card	No	N/A	BRR		
Cabo Verde	National Civil Identification and Authentication System (SNIAC)/ National Identification Card (CNI)	Yes	Electronic identity card	A19		
Cambodia	Khmer National Identity Card	No	N/A	F25	Oct 25, 2024	Dec 18, 2024
Cameroon	National Identity Card (CNI)	No	N/A	F25	Jun 04, 2024	Jul 07, 2024

¹⁶ The 2025 Findex survey in Benin asked about the Carte nationale d'identité. Benin's foundational credential, however, is the Carte "C'est Moi," under the World Bank-supported WURI program. For further information on Benin's ID system, see Tassot & Alberro (2024). Because the survey did not capture ownership of the relevant credential for the 2024 round of data collection, Benin's foundational ID coverage estimates rely on 2021 data while the 2025 the digital ID estimate is retained.

¹⁷ Benin's foundational ID coverage estimates draw on 2021 Findex data, while the digital ID estimate draws on 2025 data.

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
Canada	Civil Registry/Passport (no national ID)	Yes	a digital ID credential, such as a bank login that can be used on government websites	F25	May 15, 2024	Jul 06, 2024
Central African Republic	National ID System/National Identity Card (CNI)	No	N/A	A21		
Chad	National Biometric Population Register (RNBP) & Integrated Population and Secured Titles Management System (SIGPTS)/National Identity Card	No	N/A	F22	Oct 09, 2022	Nov 12, 2022
Chile	National ID System/ID Card	Yes	a ClaveÚnica	F25	Aug 09, 2024	Oct 05, 2024
China	National Citizen Identity Information Center (NCIIC)/Resident Identity Card	Yes	a National Government Service Platform account	F25	Aug 08, 2024	Dec 13, 2024
Colombia	Civil Registry Information System (SIRC)/Citizenship Card	Yes	a Cédula digital	F25	Oct 01, 2024	Nov 26, 2024
Comoros	National Identity Card	No	N/A	F25	Sep 07, 2024	Oct 10, 2024
Congo, Dem. Rep.	Civil Registry (no national ID)	No	N/A	F25	Aug 18, 2024	Sep 30, 2024
Congo, Rep.	The National File/Biometric National Identity Card	No	N/A	F25	Jul 03, 2024	Aug 13, 2024
Costa Rica	Civil Registry System/Citizenship Card	No	N/A	F25	May 21, 2024	Jul 04, 2024
Côte d'Ivoire	National Register of Natural Persons (RNPP)/National Identity Card	No	N/A	F25	Jul 20, 2024	Aug 14, 2024
Croatia	National ID System/Identity Card	Yes	a digital ID such as eID, eOsobna, or the Certilia Mobile.ID app	F25	Sep 13, 2024	Nov 15, 2024
Cuba	Unique National Identity System (SUIN)/Identity Card	No	N/A	BRR		
Cyprus	Population Registry/Identity Card	Yes	an eID	F25	May 16, 2024	Sep 07, 2024
Czech Republic	National ID System/Identity Card	Yes	a digital ID such as an eCitizen card, NIA ID, eGovernment Mobile Key, Bank ID, or some other digital ID	F25	May 03, 2024	Jun 25, 2024
Denmark	Civil Registration System (CPR)/Health Insurance Card (card, mobile app)	Yes	a MitID	F25	Jun 24, 2024	Aug 01, 2024
Djibouti	National Register of Natural Persons/National Identity Card	No	N/A	VRR		
Dominica	Civil Registry (no national ID)	No	N/A	BRR		

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
Dominican Republic	Certificate Administration System/Identity and electoral card (CIE)	No	N/A	F25	Jul 09, 2024	Aug 06, 2024
Ecuador	System for the Issuance of Identity Documents and Electronic Passports (SEDIP)/Unified Registration and Identification System/ (SURI)/Identity Card	No	N/A	F25	Aug 22, 2024	Sep 25, 2024
Egypt, Arab Rep.	National Citizen Database/National ID Card	No	N/A	F25	Aug 23, 2024	Sep 16, 2024
El Salvador	Systems of the National Registry of Natural Persons/ Unique Identity Document (DUI)	Yes	an Identidad Digital on the simple.sv/ platform	F25	Jul 03, 2024	Sep 06, 2024
Equatorial Guinea	National ID System/National Identity Document (DNI)	No	N/A	A21		
Eritrea	National ID Card	No	N/A	BRR		
Estonia	e-Identity System	Yes	an ID-Kaart, Digi-ID or Mobiil-ID	F25	May 13, 2024	Jun 27, 2024
Eswatini	National Population Register/National ID Card	No	N/A	F25	Sep 11, 2024	Jan 22, 2025
Ethiopia	Kebele ID System/Kebele ID Card	No	N/A	F25	Oct 15, 2024	Nov 29, 2024
Fiji	Civil Registry (no national ID)	No	N/A	BRR		
Finland	Finnish Population Information System/Identity Card	Yes	a digital ID such as an eID card (Henkilökortti), BankID, or Suomi.fi e-Identification	F25	May 15, 2024	Jul 01, 2024
France	Secure Electronic Titles File (Fichier TES)/National Identity Card (CNI)	Yes	FranceConnect or FranceConnect+	F25	May 13, 2024	Jun 14, 2024
Gabon	National ID System/National Identity Card	No	N/A	F25	Sep 17, 2024	Oct 19, 2024
Gambia, The	Gambian National ID Card	No	N/A	F25	Sep 16, 2024	Dec 10, 2024
Georgia	Civil Registry/Electronic ID Card	Yes	Electronic ID card	F25	Jun 29, 2024	Aug 27, 2024
Germany	Personal Identity Document	Yes	an Online-Ausweis card or Ausweis App	F25	May 13, 2024	Jun 13, 2024
Ghana	National Identification System (NIS)/GhanaCard	No	N/A	F25	Oct 07, 2024	Nov 06, 2024
Greece	Integrated Information System of National Population (OPSED)/Identity Card	Yes	an EU Digital Identity	F25	Jun 12, 2024	Jul 19, 2024
Grenada	Voter Registry/Voter ID Card	No	N/A	BRR		
Guatemala	Person Identification System/Personal Identification Document (DPI)	No	N/A	F25	Jun 06, 2024	Sep 07, 2024

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
Guinea	National ID Card	No	N/A	F25	Oct 05, 2024	Oct 25, 2024
Guinea-Bissau	Biometric Identity Card	No	N/A	BRR		
Guyana	National Register/Guyana Identification Card	No	N/A	A19		
Haiti	National Identification Register/Unique National Identity Card (CINU)	No	N/A	VRR		
Honduras	National Identification System (SIN)/National Identification Document	No	N/A	F25	Jun 03, 2024	Aug 29, 2024
Hong Kong SAR, China	Hong Kong Identity Card (HKID)	Yes	an iAM Smart account	F25	Aug 24, 2024	Oct 30, 2024
Hungary	Register of citizens' personal- and address data/Personal Identification Document	Yes	an eSzemélyi ID Card or mobile app	F25	May 27, 2024	Jun 21, 2024
Iceland	Population Register/ID Card	Yes	a digital ID such as Electronic ID, Identity app, or IceKey	F25	Jun 11, 2024	Jul 13, 2024
India	Aadhaar System/Number	Yes	a Meri Pechaan log-in	F25	Aug 20, 2024	Oct 22, 2024
Indonesia	Population Administration Information System (SIAK)/ Electronic Citizen Identity Card (e-KTP)	Yes	an Identitas Kependudukan Digital (IKD)	F25	Aug 21, 2024	Oct 04, 2024
Iran, Islamic Rep.	Iranian ID System/National Identity Card	Yes	an Electronic ID Card (دستم‌شویه تراک) (ی‌لَم)	F25	Oct 14, 2024	Oct 21, 2024
Iraq	The Iraqi National ID Card (INID) System/Iraqi National Identity Card (INID)	No	N/A	F25	Aug 20, 2024	Nov 28, 2024
Ireland	Civil Registry/Personal Public Service (PPS) number (no national ID)	Yes	a MyGovID account	F25	May 13, 2024	Jun 13, 2024
Israel	Israeli Identity Card	Yes	Government Identification System – various credentials (biometric ID card, Gov.ID app)	F25	Jul 07, 2024	Aug 16, 2024
Italy	National Register of the Resident Population (ANPR)/ Electronic Identity Card (CIE)	Yes	a Carta d'identità elettronica (CIE) or SPID account	F25	May 09, 2024	Jul 24, 2024
Jamaica	Civil Registry (no national ID)	No	N/A	F21	Sep 17, 2021	Nov 24, 2021
Japan	Social Security and Tax Number System ("My Number System")/ Individual Number Card ("My Number Card")	Yes	an Individual Number Card (個人番号カード) / MyNumber Card (マイナンバーカード)	F25	Jul 03, 2024	Oct 05, 2024
Jordan	Smart Civil Status Card	Yes	Sanad	F25	Sep 30, 2024	Nov 04, 2024

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
Kazakhstan	National Register of Identification Numbers/ID Card	Yes	an Electronic ID Card (Жеке кыәлік) or an e.Gov login and password	F25	Jul 29, 2024	Sep 03, 2024
Kenya	National Integrated Identity Management System (NIIMS)/ID Card	No	N/A	F25	Oct 07, 2024	Oct 28, 2024
Kiribati	National ID	No	N/A	VRR		
Korea, Dem. People's Rep.	Resident Register/Citizen Card/Pyongyang City Resident Card	No	N/A	BRR		
Korea, Rep.	Resident Registration System (RRS)/ Resident Registration Card (RRC)	Yes	a Digital Certificate (공인인증서)	F25	Aug 16, 2024	Oct 08, 2024
Kosovo	Civil Status Registration System (CSRS), ID and Passport System (IPS)/ID Card	Yes	an identity card (LETËRNJOFTIM / ЛИЧНА КАРТА) or eKosova login and password	F25	Jun 05, 2024	Sep 27, 2024
Kuwait	Kuwait ID System/Kuwait Civil ID	Yes	an eID card or Kuwait Mobile ID app	F25	Sep 18, 2024	Dec 19, 2024
Kyrgyz Republic	Unified State Register of the Population of Kyrgyzstan/ eID card	Yes	an eID card (eID-карта) or Cloud electronic signature (BEC / ОЭП)	F25	Aug 05, 2024	Sep 10, 2024
Lao PDR	National ID	No	N/A	F25	Sep 21, 2024	Nov 01, 2024
Latvia	Register of Natural Persons/Identity Card (eID)	Yes	an eID card, eID mobile app, or another digital ID	F25	May 20, 2024	Jul 02, 2024
Lebanon	National ID System/ID Card (bitaaqat al hawiya)	No	N/A	F25	Jul 19, 2024	Aug 12, 2024
Lesotho	National Identity Register/National Identity Card	No	N/A	F25	Sep 05, 2024	Jan 13, 2025
Liberia	National Identification Registry (NIR)/National ID Card	No	N/A	F21	Jul 27, 2021	Sep 06, 2021
Libya	Personal Card	No	N/A	F25	Jul 21, 2024	Aug 31, 2024
Liechtenstein	National ID System/Identity Card	Yes	eID.li mobile app	BRR		
Lithuania	Residents Register/Identity Card	Yes	Electronic ID Card	F25	Jun 11, 2024	Aug 26, 2024
Luxembourg	National Registry of Natural Persons (RNPP)/Identity Card	Yes	Electronic ID Card; GouvID mobile app	BRR		
Macao SAR, China	Macao SAR Resident Identity Card	Yes	Macao Public Services One Account portal	BRR		
Madagascar	National identification system/National Identity Card (CIN)	No	N/A	F25	Jun 07, 2024	Jul 24, 2024

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
Mali	Population Database of the Civil Status Administrative Census (RAVEC)/NINA Card	No	N/A	F25	Jul 18, 2024	Oct 13, 2024
Malawi	National Registration and Identification System (NRIS)/ National Identity Card (NIC)	No	N/A	F25	Sep 27, 2024	Oct 12, 2024
Malaysia	National Registration Identity Card (NRIC)	No	N/A	F25	Aug 02, 2024	Sep 24, 2024
Maldives	Population Registry/National Identity Card	Yes	eFaas	A19		
Malta	National Identity Management System (NIDMS)/E-ID Card	Yes	an Electronic ID Card or e-ID Account	F25	Apr 10, 2024	Jun 03, 2024
Marshall Islands	Civil Registry (no national ID)	No	N/A	BRR		
Mauritania	National Population Registry (RNP)/Identification Card	No	N/A	F25	Aug 15, 2024	Sep 06, 2024
Mauritius	Mauritius National Identity Scheme (MNIS)/Mauritius National ID Card	Yes	MauPass	F25	Aug 19, 2024	Oct 13, 2024
Mexico	The Federal Registry of Voters/Voting Card	No	N/A	F25	Jul 31, 2024	Sep 17, 2024
Micronesia, Fed. Sts.	Civil Registry (no national ID)	No	N/A	VRR		
Moldova	State Register of Population (RSP)/Identity Card	Yes	an M-Pass or the mobile ID app	F25	Jul 03, 2024	Sep 10, 2024
Monaco	National ID System/Monegasque Identity Card	Yes	mConnect mobile app & digital ID	BRR		
Mongolia	Civil State Registration/Citizen Identity Card	Yes	the E-Mongolia app	F25	Aug 15, 2024	Sep 16, 2024
Montenegro	Register of Montenegrin Citizens/Identity Card	Yes	an eID (Elektronska lična karta)	F25	Aug 30, 2024	Oct 25, 2024
Morocco	National Digital Identity System/National Electronic Identity Card (CNIE)	Yes	a carte nationale d'identité électronique (CNIE) or the Mon identité numérique app	F25	Sep 09, 2024	Oct 02, 2024
Mozambique	Identity Card (BI)	No	N/A	F25	Oct 16, 2024	Dec 22, 2024
Myanmar	Citizen Scrutiny Card (Naing Ngan Thar Sisityay Card)	No	N/A	F21	Oct 09, 2021	Nov 11, 2021
Namibia	Electronic National Population Registration System (eNPRS)/National Identification Card (NID)	No	N/A	F25	Sep 21, 2024	Oct 21, 2024
Nauru	National ID	No	N/A	BRR		
Nepal	National Identity Card System	No	N/A	F25	Jul 27, 2024	Sep 06, 2024
Netherlands	Personal Records Database (BRP)/Dutch Identity Card	Yes	a DigiID	F25	May 13, 2024	Jun 20, 2024

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
New Zealand	Civil Registry/Driver Licence (no national ID)	Yes	a RealMe account	F25	Apr 24, 2024	May 30, 2024
Nicaragua	Identity Card	No	N/A	F25	Jul 20, 2024	Dec 28, 2024
Niger	National ID System/National Identity Card	No	N/A	F25	Aug 14, 2024	Sep 14, 2024
Nigeria	National Identity Management System (NIMS)/NIN slip, National Electronic Identity Card (e-ID card)	No	N/A	F25	Oct 21, 2024	Nov 12, 2024
North Macedonia	National ID System/ ID Card	Yes	the eID app	F25	Jun 20, 2024	Oct 05, 2024
Norway	National Population Register/National ID Card	Yes	a digital ID such as MinID, BankID, Buypass ID, or Commfides	F25	May 03, 2024	Jun 24, 2024
Oman	Omani ID Card	Yes	Tam	F25	Nov 04, 2024	Dec 10, 2024
Pakistan	National Identification System/National Identity Card (NIC)	No	N/A	F25	Jul 31, 2024	Oct 02, 2024
Palau	Civil Registry (no national ID)	No	N/A	BRR		
Panama	Identification System/Personal Identity Document	Yes	the MiCedulaD app	F25	Jul 08, 2024	Aug 22, 2024
Papua New Guinea	National Identity Register System/National Identity Document (NID)	No	N/A	VRR		
Paraguay	Identity Card	Yes	an Electronic Identity account (cuenta de Identidad Electrónica)	F25	Aug 19, 2024	Oct 09, 2024
Peru	Unique Registry of Identification of Natural Persons (RUIPN)/ National Identity Document (DNI)	Yes	a DNI electronico	F25	Aug 23, 2024	Oct 27, 2024
Philippines	Philippine Identification System (PhilSys)/Philippine Identification Card (PhilID)	No	N/A	F25	Sep 05, 2024	Nov 27, 2024
Poland	Register of Identity Cards (RDO)/Identity Card	Yes	an E-dowód or a Profil zaufany (PZ) login	F25	Aug 05, 2024	Sep 26, 2024
Portugal	Civil ID System/Citizen Card (CC)	Yes	a Chave Móvel Digital (CMD) or the Autenticação.gov mobile app	F25	May 02, 2024	Jun 28, 2024
Qatar	Qatari ID Card (QID)	Yes	Electronic ID card	BRR		
Romania	National Register of Persons (RNEP)/Electronic Identity Card	No	N/A	F21	Sep 04, 2021	Oct 06, 2021
Russian Federation	Automated System “Russian Passport”/Internal Passport	No	N/A	F25	Jul 15, 2024	Oct 04, 2024
Rwanda	National Population Register (NPR)/National Identity Card (NID)	No	N/A	VRR		

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
Samoa	Civil Registry (no national ID)	No	N/A	VRR		
San Marino	National ID System/Identity Card	No	N/A	BRR		
São Tomé and Príncipe	Civil Identification System/Identity Card (BI)	No	N/A	A21		
Saudi Arabia	Automated Central System (ACS)/Saudi National ID Card	Yes	an Absher account	F25	Jun 23, 2024	Jul 22, 2024
Senegal	National Identification System/Biometric Identity Card (CEDEAO)	No	N/A	F25	Oct 07, 2024	Oct 27, 2024
Serbia	National ID System/ Biometric ID Card	Yes	an eCitizen account	F25	May 20, 2024	Aug 16, 2024
Seychelles	National Population Database (NPD)/National Identity Card	No	N/A	A21		
Sierra Leone	National Civil Registration System (NCRS)/National Identity Card	No	N/A	F25	Oct 03, 2024	Nov 09, 2024
Singapore	National Register/National Registration Identity Card (NRIC)	Yes	SingPass	F21	Nov 23, 2021	Jan 17, 2022
Slovak Republic	REGOB/Identity Card	Yes	an eID card	F25	Jun 21, 2024	Aug 06, 2024
Slovenia	Central Population Register (CRP)/Identity Card	Yes	an EU Digital Identity	F25	Apr 18, 2024	Jul 08, 2024
Solomon Islands	Civil Registry (no national ID)	No	N/A	VRR		
Somalia	Civil Registry (no national ID)	No	N/A	BRR		
South Africa	National Population Register (NPR)/Smart ID Card, Green ID book	No	N/A	F25	Aug 27, 2024	Oct 04, 2024
South Sudan ¹⁸	National ID System/National Identity Card	No	N/A	F21	Oct 13, 2021	Dec 14, 2021
Spain	National Identity Document (DNI)	Yes	Electronic ID card	F25	May 13, 2024	Jun 11, 2024
Sri Lanka	National Persons Registry/National Identity Card (NIC)	No	N/A	F25	Aug 25, 2024	Nov 17, 2024
St. Kitts and Nevis	National Registration System/National Identification Card	No	N/A	BRR		

¹⁸ Note that for South Sudan, the 2021 Findex survey asked only about the “National Identity Card” (NIC) only, while the country also issues a Nationality Certificate (NC). A recent [ID4D Diagnostic of the country](#) indicates that the NIC has been issued to only 18,500 people (approximately 0.3 percent of the population, while the NC is held by around 10.5 percent of the population. Given that the 2021 Findex coverage rate was 13.2 percent, it is likely respondents to the survey were reporting on both types of credentials.

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
St. Lucia	Voter Registration System/National Identification Card	No	N/A	BRR		
St. Vincent and the Grenadines	Voter Registration/National Identification Card	No	N/A	BRR		
Sudan	National Civil Register (NCR)/National ID	No	N/A	VRR		
Suriname	Population Register/Identity Card	No	N/A	BRR		
Sweden	Population Register/National Tax Board's ID Card	Yes	a Bank ID or Freja eID	F25	Jul 02, 2024	Aug 24, 2024
Switzerland	Identity Card	Yes	a SwissID	F25	May 13, 2024	Jun 14, 2024
Syrian Arab Republic	Civil Registry/Identity Card	No	N/A	VRR		
Taiwan, China	Household Registration/National Identification Card	No	N/A	F25	Jun 28, 2024	Jul 22, 2024
Tajikistan	ID/Passport Database/National ID Card	No	N/A	F25	Jul 04, 2024	Aug 13, 2024
Tanzania	National ID Database/Identity Card	No	N/A	F25	Jun 03, 2024	Jul 05, 2024
Thailand	Population Identification Number System/Thai Citizen Identification (CID) ("SmartCard")	Yes	the ThaID app	F25	Sep 10, 2024	Dec 13, 2024
Timor-Leste	National Identity Card	No	N/A	VRR		
Togo	DGDN Database/National Identity Card	No	N/A	F25	Sep 21, 2024	Oct 14, 2024
Tonga	National Identity Card	No	N/A	A19		
Trinidad and Tobago	National Identification Card	Yes	a ttconnect ID	F25	Sep 30, 2024	Dec 05, 2024
Tunisia	National ID System/National ID Card	No	N/A	F25	Jul 26, 2024	Aug 25, 2024
Türkiye	Central Population Management System (MERNIS)/ Republic of Turkey Identity Card (TCKK)	Yes	a digital ID such as an e-Devlet password, mobile signature, or an electronic signature	F25	Sep 09, 2024	Nov 02, 2024
Turkmenistan	Database of passportization and registration of the population/ National passport	No	N/A	BRR		
Tuvalu	Civil Registry (no national ID)	No	N/A	BRR		
Uganda	National Identification Register/National ID Card	Yes	UgPass	F25	Nov 19, 2024	Dec 11, 2024
Ukraine	Unified State Demographic Register/Passport	Yes	an eID card, e-passport, or electronic signature in the Diia app	F25	Aug 13, 2024	Aug 29, 2024

Economy	Foundational ID System/ Credential ¹⁴	Digital ID(s)	Digital ID System/ Credential	Data used for adult ID estimate ¹⁵	Findex survey start date	Findex survey end date
United Arab Emirates	Emirates ID System/UAE ID Card (“Emirates ID”)	Yes	the UAE Pass app	F21	Oct 19, 2021	Nov 17, 2021
United Kingdom	Civil Registry (no national ID)	Yes	BritCard	F25	May 13, 2024	Jun 14, 2024
United States	Civil Registry (no national ID)	Yes	a Login.gov account	F25	Jun 28, 2024	Aug 01, 2024
Uruguay	Civic Identification/Identity Card	Yes	a digital ID such as Usuario gub.uy, cedula de identidad con chip, Abitab, or TuID	F25	Aug 13, 2024	Oct 26, 2024
Uzbekistan	Unified Population Register/ID Card	Yes	an Electronic ID Card or One ID	F25	Jun 13, 2024	Aug 12, 2024
Vanuatu	Register VIZ Database/Vanuatu National ID Card (VNIC)	No	N/A	A19		
Venezuela, RB	National Identification System/Identity Card	No	N/A	F25	Nov 08, 2024	Dec 20, 2024
Viet Nam	Citizenship ID Card Issuance and Management System (IDCIM)/ Citizen ID Card (CCCD)	Yes	a VNeID	F25	Jun 23, 2024	Sep 01, 2024
West Bank and Gaza	Palestinian Population Registry/West Bank and Gaza Strip ID	No	N/A	F21	Aug 16, 2021	Sep 22, 2021
Yemen, Rep.	Identity Card	No	N/A	F22	Nov 07, 2022	Jan 10, 2023
Zambia	National ID System	No	N/A	F25	Dec 03, 2024	Dec 21, 2024
Zimbabwe	Zimbabwe Population Registration System (ZPRS)	No	N/A	F25	Jul 27, 2024	Aug 25, 2024

Annex E: Foundational and Digital ID Gender Gaps (ID4D-Global Findex Database 2025)

Table A.4: Foundational and digital ID coverage of 2025 Findex countries

Economy	ID coverage (total)	ID coverage (male)	ID coverage (female)	ID Gender gap (male -female)	Digital ID coverage (total)	Digital ID coverage (male)	Digital ID coverage (female)	Digital ID Gender gap (male - female)
Albania	98%	98%	97%	0.20%	N/A	N/A	N/A	N/A
Algeria	100%	99%	100%	-0.55%	N/A	N/A	N/A	N/A
Argentina	99%	99%	100%	-1.15%	23%	22%	23%	- 1.14%
Australia	96%	96%	96%	0.72%	68%	69%	66%	2.94%
Austria	58%	63%	54%	9.64%	45%	46%	43%	2.71%
Azerbaijan	100%	100%	100%	0.00%	11%	12%	10%	2.18%
Bahrain	98%	98%	99%	-1.35%	59%	58%	60%	-1.93%
Bangladesh	89%	92%	87%	4.70%	N/A	N/A	N/A	N/A
Belgium	97%	97%	97%	0.30%	76%	78%	73%	5.15%
Benin ¹⁹	NA	NA	NA	NA	15%	14%	16%	-2.14%
Bolivia	99%	99%	98%	1.29%	5%	6%	3%	3.18%
Bosnia and Herzegovina	93%	92%	95%	-3.24%	N/A	N/A	N/A	N/A
Botswana	95%	93%	96%	-3.48%	N/A	N/A	N/A	N/A
Brazil	99%	99%	98%	0.44%	51%	51%	50%	1.24%
Burkina Faso	90%	92%	89%	3.53%	N/A	N/A	N/A	N/A
Cambodia	91%	92%	90%	2.71%	N/A	N/A	N/A	N/A
Cameroon	80%	82%	78%	4.11%	N/A	N/A	N/A	N/A
Canada	93%	94%	92%	1.28%	56%	63%	49%	14.16%
Chile	98%	98%	98%	-0.47%	85%	84%	87%	-3.05%

¹⁹ The 2025 Findex data collection surveyed an old ID credential in Benin, so the results were not included. For further context, refer to footnote 16

Economy	ID coverage (total)	ID coverage (male)	ID coverage (female)	ID Gender gap (male -female)	Digital ID coverage (total)	Digital ID coverage (male)	Digital ID coverage (female)	Digital ID Gender gap (male - female)
China	99%	98%	100%	-1.17%	43%	44%	41%	2.69%
Colombia	98%	99%	98%	1.00%	8%	8%	8%	-0.10%
Comoros	72%	74%	71%	2.27%	N/A	N/A	N/A	N/A
Congo, Dem. Rep.	86%	86%	87%	-1.38%	N/A	N/A	N/A	N/A
Congo, Rep.	56%	58%	53%	4.48%	N/A	N/A	N/A	N/A
Costa Rica	98%	97%	98%	-0.73%	N/A	N/A	N/A	N/A
Côte d'Ivoire	78%	82%	74%	7.75%	N/A	N/A	N/A	N/A
Croatia	100%	99%	100%	-0.38%	N/A	N/A	N/A	N/A
Cyprus	88%	87%	89%	-1.76%	19%	18%	20%	-1.29%
Czechia	95%	95%	96%	-1.01%	48%	54%	42%	12.81%
Denmark	100%	100%	100%	0.16%	98%	99%	97%	1.50%
Dominican Republic	92%	92%	93%	-1.67%	N/A	N/A	N/A	N/A
Ecuador	98%	98%	99%	-1.10%	N/A	N/A	N/A	N/A
Egypt, Arab Rep.	99%	99%	99%	-0.10%	N/A	N/A	N/A	N/A
El Salvador	98%	99%	98%	0.34%	8%	10%	7%	3.41%
Estonia	98%	97%	99%	-2.45%	97%	97%	98%	-0.54%
Eswatini	85%	84%	86%	-1.79%	N/A	N/A	N/A	N/A
Ethiopia	91%	96%	86%	10.65%	N/A	N/A	N/A	N/A
Finland	100%	99%	100%	-0.65%	86%	88%	84%	4.32%
France	95%	96%	95%	1.35%	57%	59%	56%	3.81%
Gabon	78%	76%	81%	-4.50%	N/A	N/A	N/A	N/A
Gambia, The	86%	86%	87%	-1.39%	N/A	N/A	N/A	N/A
Georgia	92%	90%	93%	-3.00%	N/A	N/A	N/A	N/A
Germany	98%	98%	98%	-0.08%	28%	27%	29%	-2.24%
Ghana	88%	89%	87%	1.30%	N/A	N/A	N/A	N/A
Greece	97%	96%	97%	-1.31%	12%	15%	9%	6.69%
Guatemala	94%	93%	95%	-2.48%	N/A	N/A	N/A	N/A
Guinea	47%	52%	42%	9.98%	N/A	N/A	N/A	N/A

Economy	ID coverage (total)	ID coverage (male)	ID coverage (female)	ID Gender gap (male -female)	Digital ID coverage (total)	Digital ID coverage (male)	Digital ID coverage (female)	Digital ID Gender gap (male - female)
Honduras	95%	95%	95%	0.05%	N/A	N/A	N/A	N/A
Hong Kong SAR, China	100%	100%	100%	-0.22%	37%	42%	33%	8.82%
Hungary	99%	99%	100%	-0.81%	23%	24%	23%	1.87%
Iceland	100%	100%	100%	0.00%	98%	98%	97%	0.95%
India	99%	100%	99%	0.77%	N/A	N/A	N/A	N/A
Indonesia	97%	97%	98%	-0.34%	17% ²⁰	N/A	N/A	N/A
Iran, Islamic Rep.	92%	90%	94%	-3.34%	N/A	N/A	N/A	N/A
Iraq	97%	98%	95%	2.74%	N/A	N/A	N/A	N/A
Ireland	85%	87%	84%	2.41%	49%	50%	49%	1.47%
Israel	98%	98%	98%	0.36%	N/A	N/A	N/A	N/A
Italy	98%	97%	99%	-1.69%	85%	91%	80%	11.87%
Japan	94%	94%	95%	-1.47%	79%	78%	80%	-2.36%
Jordan	86%	84%	89%	-5.03%	19%	23%	15%	8.07%
Kazakhstan	99%	99%	99%	-0.63%	61%	61%	61%	-0.66%
Kenya	93%	92%	93%	-1.17%	N/A	N/A	N/A	N/A
Korea, Rep.	97%	96%	98%	-1.87%	69%	68%	69%	-0.97%
Kosovo	95%	96%	94%	2.01%	74%	71%	76%	-4.76%
Kuwait	95%	94%	96%	-1.89%	89%	91%	86%	5.44%
Kyrgyz Republic	98%	98%	98%	-0.11%	30%	33%	28%	5.01%
Lao PDR	48%	46%	49%	-3.24%	N/A	N/A	N/A	N/A
Latvia	99%	98%	99%	-1.54%	56%	57%	56%	1.04%
Lebanon	98%	99%	98%	0.29%	N/A	N/A	N/A	N/A
Lesotho	87%	85%	88%	-2.53%	N/A	N/A	N/A	N/A
Libya	94%	95%	94%	0.87%	N/A	N/A	N/A	N/A
Lithuania	85%	83%	87%	-4.47%	N/A	N/A	N/A	N/A
Madagascar	90%	93%	88%	5.16%	N/A	N/A	N/A	N/A

²⁰ Digital ID ownership data for Indonesia only available for total population

Economy	ID coverage (total)	ID coverage (male)	ID coverage (female)	ID Gender gap (male -female)	Digital ID coverage (total)	Digital ID coverage (male)	Digital ID coverage (female)	Digital ID Gender gap (male - female)
Malawi	88%	86%	91%	-4.88%	N/A	N/A	N/A	N/A
Malaysia	95%	95%	95%	-0.69%	N/A	N/A	N/A	N/A
Mali	78%	78%	77%	1.30%	N/A	N/A	N/A	N/A
Malta	99%	99%	98%	0.36%	74%	77%	72%	5.49%
Mauritania	94%	96%	93%	2.57%	N/A	N/A	N/A	N/A
Mauritius	99%	99%	100%	-1.16%	N/A	N/A	N/A	N/A
Mexico	96%	97%	95%	1.30%	N/A	N/A	N/A	N/A
Moldova	99%	99%	99%	0.62%	6%	6%	5%	0.29%
Mongolia	99%	98%	99%	-0.81%	71%	67%	75%	-7.62%
Montenegro	94%	96%	93%	2.49%	50%	50%	50%	-0.59%
Morocco	94%	93%	96%	-2.71%	19%	20%	18%	2.11%
Mozambique	61%	66%	57%	9.24%	N/A	N/A	N/A	N/A
Namibia	96%	97%	95%	1.40%	N/A	N/A	N/A	N/A
Nepal	90%	90%	89%	1.11%	N/A	N/A	N/A	N/A
Netherlands	89%	88%	89%	-1.11%	94%	95%	92%	2.70%
New Zealand	96%	96%	97%	-1.02%	54%	52%	56%	-3.49%
Nicaragua	93%	91%	94%	-2.37%	N/A	N/A	N/A	N/A
Niger	53%	63%	43%	20.07%	N/A	N/A	N/A	N/A
Nigeria	79%	82%	76%	5.32%	N/A	N/A	N/A	N/A
North Macedonia	93%	93%	93%	0.48%	6%	7%	5%	2.03%
Norway	100%	100%	100%	0.00%	97%	98%	96%	2.01%
Oman	92%	91%	92%	-0.98%	N/A	N/A	N/A	N/A
Pakistan	93%	97%	89%	7.74%	N/A	N/A	N/A	N/A
Panama	98%	98%	99%	-1.69%	25%	25%	25%	-0.21%
Paraguay	100%	100%	100%	0.00%	21%	23%	19%	4.04%
Peru	99%	98%	100%	-2.06%	14%	16%	13%	2.60%
Philippines	74%	70%	78%	-7.81%	N/A	N/A	N/A	N/A
Poland	96%	96%	96%	0.26%	49%	47%	50%	-2.53%
Portugal	91%	89%	92%	-3.13%	42%	46%	37%	8.89%

Economy	ID coverage (total)	ID coverage (male)	ID coverage (female)	ID Gender gap (male -female)	Digital ID coverage (total)	Digital ID coverage (male)	Digital ID coverage (female)	Digital ID Gender gap (male - female)
Russian Federation	98%	97%	99%	-2.14%	N/A	N/A	N/A	N/A
Saudi Arabia	100%	100%	99%	0.33%	95%	97%	91%	-6.39%
Senegal	89%	90%	89%	0.70%	N/A	N/A	N/A	N/A
Serbia	96%	97%	95%	2.95%	21%	25%	17%	8.67%
Sierra Leone	43%	41%	44%	-3.40%	N/A	N/A	N/A	N/A
Singapore	N/A	N/A	N/A	N/A	N/A	99%	98%	-0.85%
Slovak Republic	100%	99%	100%	-0.42%	36%	37%	35%	-1.72%
Slovenia	94%	94%	94%	0.07%	30%	32%	29%	3.19%
South Africa	89%	88%	90%	-2.43%	N/A	N/A	N/A	N/A
Spain	97%	96%	98%	-2.20%	N/A	N/A	N/A	N/A
Sri Lanka	93%	92%	93%	-1.39%	N/A	N/A	N/A	N/A
Sweden	100%	100%	99%	0.96%	97%	98%	97%	0.21%
Switzerland	93%	91%	95%	-3.74%	53%	52%	54%	-2.37%
Taiwan, China	100%	100%	99%	0.58%	N/A	N/A	N/A	N/A
Tajikistan	88%	90%	87%	2.89%	N/A	N/A	N/A	N/A
Tanzania	62%	63%	60%	3.09%	N/A	N/A	N/A	N/A
Thailand	98%	97%	98%	-0.78%	30%	28%	32%	-3.83%
Togo	62%	68%	57%	11.15%	N/A	N/A	N/A	N/A
Trinidad and Tobago	97%	97%	97%	-0.08%	15%	17%	13%	3.94%
Tunisia	100%	100%	100%	0.24%	N/A	N/A	N/A	N/A
Türkiye	100%	100%	100%	-0.10%	81%	86%	75%	10.84%
Uganda	67%	67%	67%	0.69%	3%	4%	3%	0.21%
Ukraine	100%	100%	100%	0.00%	49%	54%	45%	8.88%
United Kingdom	94%	93%	95%	-2.04%	N/A	N/A	N/A	N/A
United States	90%	91%	88%	2.92%	42%	42%	42%	0.25%
Uruguay	100%	100%	100%	0.00%	66%	68%	64%	4.47%
Uzbekistan	96%	97%	95%	1.94%	26%	29%	24%	4.77%
Venezuela, RB	98%	98%	99%	-0.63%	N/A	N/A	N/A	N/A

Economy	ID coverage (total)	ID coverage (male)	ID coverage (female)	ID Gender gap (male -female)	Digital ID coverage (total)	Digital ID coverage (male)	Digital ID coverage (female)	Digital ID Gender gap (male - female)
Viet Nam	99%	99%	100%	-0.77%	69%	71%	68%	2.56%
Zambia	88%	85%	90%	-4.47%	N/A	N/A	N/A	N/A
Zimbabwe	91%	90%	92%	-1.45%	N/A	N/A	N/A	N/A
REGIONAL AGGREGATES²¹								
High Income (HIC)	94%	94%	94%	0.39%	57%	58%	56%	2.31%
Upper-Middle Income (UMIC)	98%	98%	99%	-0.85%	42%	44%	41%	2.57%
Lower-Middle Income (LMIC)	94%	95%	94%	1.18%	45%	47%	43%	4.01%
Low Income (LIC)	79%	82%	77%	5.09%	N/A	N/A	N/A	N/A
East Asia Pacific (EAP)	97%	97%	98%	-1.21%	46%	47%	46%	1.80%
Europe and Central Asia (ECA)	96%	96%	97%	-0.64%	56%	58%	53%	5.02%
Latin America and the Caribbean (LAC)	98%	98%	98%	0.15%	38%	39%	38%	0.86%
Middle East, North Africa, Afghanistan and Pakistan (MENAAP)	95%	96%	94%	1.97%	53%	60%	45%	15.97%
North America	90%	92%	89%	2.74%	43%	44%	43%	1.33%
South Asia Region (SAR)	98%	99%	97%	1.20%	N/A	N/A	N/A	N/A
Sub-Saharan Africa (SSA)	81%	82%	79%	3.56%	N/A	N/A	N/A	N/A
World	95%	95%	95%	0.47%	46%	48%	45%	2.52%

²¹ Note: Regional percentage coverage aggregates only based on 2025 Findex data

