

Borders, Immigration and Identity Action Plan

**Using the National Identity
Scheme to strengthen our
borders and enforce
compliance within the UK**

Home Office December 2006

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Foreword by the Home Secretary and the Minister for Nationality, Citizenship and Immigration



John Reid MP



Liam Byrne MP

In July 2006 we launched a programme of radical change to make our immigration system fit for the future. This transformation is founded on four new strategic objectives.

- **Strengthen our borders; use tougher checks abroad** so that only those with permission can travel to the UK; and ensure that we know who leaves so that we can take action against those who break the rules.
- **Fast-track asylum decisions**, remove those whose claims fail and integrate those who need our protection.
- **Ensure and enforce compliance with our immigration laws**, removing the most harmful people first and denying the privileges of Britain to those here illegally.
- **Boost Britain's economy** by bringing the right skills here from around the world, and ensuring that this country is easy to visit legally.

Managing identity is fundamental to achieving these objectives. The *Strategic Action Plan for the National Identity Scheme* sets out how we will deliver the benefits of a secure identity management system for the United Kingdom as a whole. This document explains how we will use biometric technology and identity management to help us deliver the transformation we need in our immigration system.

In the coming months, we will publish detailed strategies on how we will strengthen the UK's borders, ensure and enforce compliance with our immigration laws, and work with our international partners to manage migration more effectively. The creation of an identity management infrastructure will play a mission-critical role throughout.

Immigration and identity

We will put in place an effective approach to managing the identity of foreign nationals to help secure our borders, manage migration, cut illegal working and shut down fraudulent access to benefits and services. Better ways of identifying people will help us to facilitate travel for those we want to welcome to the UK. They will also help us to remove those not entitled to be here.

Biometric technology now means that we can link people to a unique identity. We can check this against other records that can tell us, for example, if someone poses a security risk, has previously committed crimes in the UK, or has tried to enter the country under false pretences. Combining this with intelligence and risk assessment means that our border control and enforcement officers can target their activity to much greater effect, while allowing legitimate passengers easier passage. And the progressive introduction of electronic border controls means that we can increasingly track movements across our borders and, ultimately, count people in and out.

No system can ever be absolutely watertight. We will need to build it step by step, and we will need other countries to play their part, for example by ensuring that the passports and visas they issue are secure. The UK will press hard in the EU for increased biometric security in travel documents.

This document sets out what we plan to do and when.

Foreword

From 2008, we will:

- screen and store biometric ID for everyone from the 169 nationalities outside the European Economic Area (EEA) applying to work, study or stay in the UK for more than six months;
- also require biometric ID for people from 108 nationalities applying to visit the UK, including for shorter periods;
- target a network of border security advisers on high-risk ports overseas;
- target electronic background checks on 30 million people, start checking fingerprints at the front line and, increasingly from 2009, count visitors in as they land and count them out as they leave;
- roll out biometric ID progressively to foreign nationals from outside the EEA who are already in the UK and reapply to stay here, boost identity checking services for employers and other government agencies, and begin to issue a National Insurance Number only when a biometric identity has been established.

This will mean:

- **people we are concerned about will be stopped from coming here before they travel**, as we pre-screen visa applicants, take their biometrics and strengthen checks before departure on whether people will be allowed to enter the UK;
- **our border controls will be much tougher**, as electronic readers vet people for authority to travel before they arrive and increasingly count people in and out of the country;
- **illegal working will become more difficult**, as we require foreign nationals here for work or study to have biometric identity documents, and we provide an identity checking service for government agencies and employers so that they can check someone's identity and entitlements swiftly and securely against centrally registered information;
- **the benefits system will be protected from abuse**, by sharing information from the Immigration and Nationality Directorate's biometric and border tracking systems with other agencies, so that they can use this to check entitlement, detect multiple applications and shut down any access to benefits when people leave the country;
- **people who commit offences or abuse our immigration laws will be easier to detect, detain and deport from the UK**, as we progressively link biometric and biographical data held in different parts of the criminal justice and immigration systems, so that we can establish a single identity for such people, track them individually and securely through our systems, and deport them.

Between now and 2009 we will put the key elements of this system in place, building progressively to a robust, secure, risk-based system of identity management.



John Reid MP
Home Secretary



Liam Byrne MP
Minister for Nationality,
Citizenship and Immigration

Chapter 1: Responding to change

1.1 Today's Britain is one of the most prosperous and open nations in a world that has changed fundamentally over the past two decades. The world is more mobile than ever before with more people able to travel internationally than ever. Capital and information can cross national boundaries instantly. The UK is a central part of the global economy. Already, over 100 million entries are made through UK ports every year, including over 30 million by foreign nationals. When the new Terminal 5 is fully up and running, around 90 million passengers will pass through Heathrow airport every year. Over the next 20 years, global mobility will almost certainly accelerate.



1.2 These changes offer great benefits to the UK. People who come here legally to work not only supplement vital public services, such as the National Health Service, but also contribute significantly to the gross domestic product. These developments also bring challenges. As with other prosperous and open nations, our country is attractive to people seeking economic and social stability. We face threats from identity fraud, illegal immigration, organised and international crime and global terrorism. We have put in place measures to respond to them, and will continue to do so as they evolve.



1.3 Our system of immigration control has historically been built on paper documents, visual checks and the judgement of immigration officials as to whether documents are genuine, the person is who they say they are, and whether they meet well-defined legal requirements to enter or stay in the UK. Over the last few years, we have also introduced technology to support decision-making, create alert systems, and store and check asylum seekers' fingerprints. But as patterns of migration change and passenger volumes grow, we need to transform our systems, and the way we work with international partners, to match them.

1.4 Recent advances in technology now offer us the opportunity to create a single UK identity system, starting overseas, continuing at our borders and then extending within the UK. These advances mean that we will be able to check biometrics against a range of records held across government, and increasingly against data shared by international partners overseas.

- **Overseas:** our national identity system will let us exploit biometric technology to link someone to a unique identity through their fingerprints before we give them permission to travel, check previous history in the UK, and identify the level of threat they may pose. Someone whom we have identified as not entitled to enter or as a threat to our security will not be able to assume another identity to evade our checks.
- **At our borders:** immigration officers tasked with securing our borders will be able to exploit our national identity system to lock down a traveller's identity and check government and security databases to assess threats posed by an individual during their journey and when they arrive at our border control, while legitimate travellers can pass through our controls more easily.
- **In the UK:** our national identity system will help us identify people once they are here and ensure that they comply with our laws. Biometric ID and a range of verification services will help businesses and sponsors check entitlement to work, study or use the financial services system. Police, prison and immigration officials and other enforcement agencies will be able to verify someone's identity against previously recorded biometrics, and use this to help detect abuse, ensure we detain the right people and deport them.

1.5 The next chapter explains how we plan to bring together our systems to create an infrastructure for managing the identity of foreign nationals who come here or stay here; to ensure that, while we continue to welcome legitimate visitors, people we do not want here cannot enter our country, work, claim benefits or otherwise abuse our system.

An integrated secure border for the 21st century

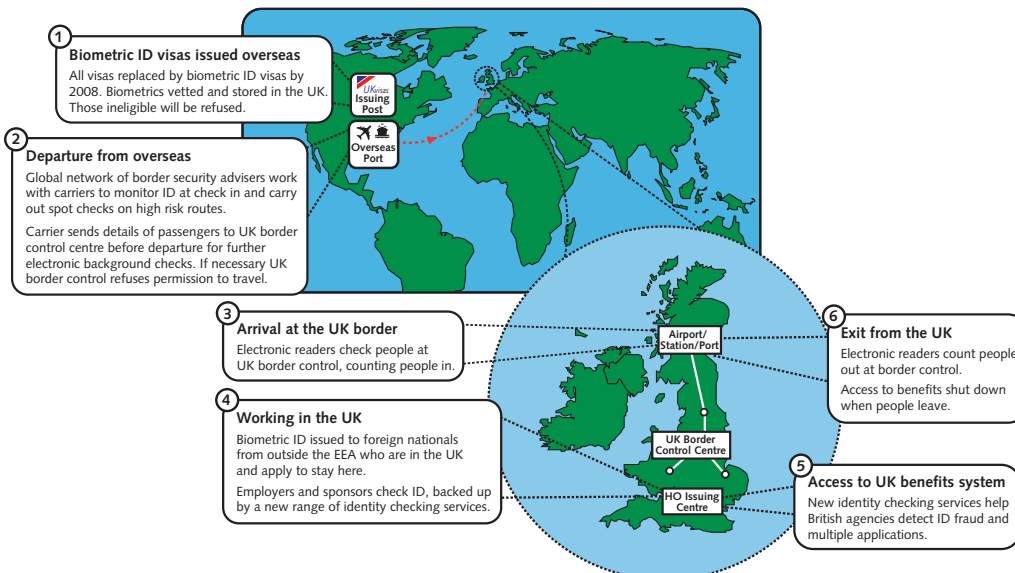
An integrated system

2.1 We will create a single national identity system to establish the identity of foreign nationals coming to the UK, starting overseas, continuing at our borders and then within the UK. Between now and 2009 we will put in place the key elements of this system, building progressively to deliver a robust, secure, risk-based system of identity management around our border. We will transform immigration controls, bringing together plans for identity cards and electronic border controls, combining biometrics, information and risk assessment to effectively create a triple ring of border security for the UK: overseas, at the border and in the UK.

What will the system look like?

2.2 Linking our systems will ensure that information gathered in one place can be shared and used to inform decision-making elsewhere. For example, biometric information captured from a visa applicant can be used at the border or within the UK to check that person's identity and status, and take action accordingly, making it much harder for people to evade our controls. Figure 1 shows how this will work: the different parts of the system are described in more detail in Chapter 3.

Figure 1: How the system will work in future



Building methodically

2.3 Our border and immigration system is far too significant to take big risks with new ways of working. So we will deploy proven technology and practical expertise, building on a comprehensive series of field trials.

- Biometrics – fingerprints, iris and facial data – are now well established as the most secure way of fixing an individual to a unique identity.
- Information systems now allow us to bring together and analyse large volumes of biographical information in our databases and case management systems.
- Modern intelligence and risk assessment techniques mean we can assess different levels of risk and identify loopholes so that we can target immigration officers' time to maximum effect.

2.4 We have already comprehensively tested the technology we need to do this.

- **Biometric ID visas** allow us to record and check applicants' fingerprints. These are now operating in 37 entry clearance posts overseas. Tests have already identified over 1,500 people who have previously claimed asylum or been fingerprinted for other immigration purposes, and were trying to return to the UK.

- **Project Semaphore** lets us check the names of people travelling on certain routes against border agency and police databases so that we can prevent people entering the UK. Semaphore has already issued over 6,000 alerts, resulting in 620 arrests and other interventions for the Immigration Service, police and HM Revenue and Customs, making a significant contribution to the fight against crime at the border and beyond.
- **e-Passports**, or biometric passports, are now issued to all applicants who qualify for a British passport, and are being progressively introduced by other countries. From 2007, immigration officers on front-line border controls will be able to read information on the chip, including a facial image, and compare it with the holder's photograph, information in the document and the person presenting it. Access control features in the passport will mean they can also check that the document has been issued by a trusted source and that the chip has not been tampered with. Work has already begun on developing the next generation of e-passports to add fingerprints to the chip.
- **The Iris Recognition Immigration System (IRIS)** is also being trialled as a quick, convenient and secure way for registered travellers to clear immigration. The system is aimed at regular travellers including British citizens and foreign nationals who are temporarily or permanently resident in the UK. Enrolled passengers can enter the UK through an automated immigration control barrier incorporating an iris recognition camera. So far around 50,000 people have enrolled onto the system, with over 150,000 crossings since the gates opened in early 2006.
- **Application Registration Cards (ARCs)** have been issued to asylum applicants on arrival in the UK since 2002. These contain a chip which holds biometric fingerprint and facial data for the individual, so that checks can be made on any previous applications for asylum in the UK under different identities. The ARC is the main document checked

when asylum seekers collect benefits, and has been pivotal in reducing fraudulent benefit payments. The ARC also carries details of the individual's employment status, which enables employers to check the status of the applicant before offering them a job.

- **Mobile biometric *QuickCheck* readers** now allow immigration officers to make on-the-spot identity checks where they suspect abuse. These readers can check fingerprints against nearly a million records already stored on our biometric database. We also record fingerprints of those we come across leaving the country through mobile exit controls and add these to the database. If people have overstayed, or otherwise broken our immigration rules, storing their biometrics means that we can link them to their previous history and refuse them entry to the UK in future, even if they give a false name. Being able to check asylum seekers' fingerprints with other countries, for example through the European Union fingerprint database EURODAC, has had a major impact on our ability to remove asylum seekers who have previously claimed asylum in other European states.



Enforcement officers using fingerprint readers

Leading the way

- 2.5 These developments already put us at the leading edge in using technology to manage immigration. But we are not alone: other countries are developing such systems and

we are working closely with them to share experience as they do so.

- The Netherlands and the United States are operating automated clearance systems for registered travellers.
- The US visa waiver programme already requires facial biometrics in passports for countries that are not subject to visa arrangements.
- The *miSenseplus* trial, now under way between BAA, Cathay Pacific, Emirates Airlines and IND, is testing an automated, secure travel scheme for trusted travellers between Heathrow, Hong Kong and Dubai.

2.6 The UK will continue to take a leading role in developing the use of biometrics and information technology to secure our borders, working with other Governments to increase security around the world.



Joan Ryan, Parliamentary Under-Secretary for Nationality, Citizenship and Immigration, using biometric fingerprinting equipment

Making a difference: transforming border and immigration control

2.7 This is not just about new systems and processes. Over time, these changes will fundamentally transform the way we approach border and immigration control.

People we are concerned about will be stopped from coming here before they travel

2.8 Registering the biometrics of people who want to visit the UK lets us vet visa applicants for previous immigration or criminal history in the UK, and create a secure record on our databases. For instance, a failed asylum seeker removed from the UK may subsequently apply for a visa overseas using a different name. Having collected biometric information prior to their removal, we will know that the person is not eligible for a visa and can refuse them. Checks on criminal history will mean that we can refuse entry to people who have previously committed crimes in the UK.

Our border controls will be much tougher

2.9 Once an individual is locked to a single identity, we can conduct extensive background checks against the name using government and other databases. We can do this before individuals check in, using Advance Passenger Information to target passengers of interest, while others, including British Citizens and other EEA nationals with secure documents, can be cleared quickly, including through supervised automated barriers at larger ports.

Illegal working will be more difficult

2.10 Once here, biometric ID will mean government agencies and employers within the UK will be able to check someone's identity and entitlements swiftly and securely through new identity checking services. Currently employers check entitlement to work by looking at one or more of a range of documents. Using new identity checking systems, employers can ask us to verify someone's entitlement to work in cases of doubt. The increasing number of biometric records will also make it easier to detect illegal working. For example, if someone has previously been refused a visa and we find them working in this country, enforcement officers will be able to check their biometrics and immigration history to identify them and use this to help remove them.

The benefits system will be protected from abuse

2.11 Benefit fraud will be easier to detect and prevent. Tighter identity requirements and better checking services will make it harder for people to abuse the system. Biometric ID can be checked against centrally held records, which will make it harder to use a false identity or make repeated claims successfully. Sharing data about identity between government services will make it easier to check eligibility and detect multiple applications and duplicated records. We can use information from exit systems to shut down any access to benefits and services when people leave the country.

2.12 There will be a number of ways of authenticating and verifying identity, depending on the importance of the check.

- **Visual check:** checking whether the photograph on the front of the card is that of the person presenting it.
- **Card authentication:** checking whether it is a genuine, unaltered card, using information held on the chip on the card.
- **PIN check:** if a higher level of proof is needed, the applicant might be asked to enter a Personal Identification Number (PIN) that only they should know.
- **Verification online or over the telephone:** if an applicant wants to prove their identity to someone on the telephone or internet, they can do this by supplying their card details and possibly some 'shared secret' information, like banking services use today. Small hand-held devices to support this are cheaply available. Using one of these, the chip can provide a temporary code which confirms that the card is the one being used and that the PIN has been entered correctly.
- **Biometric check:** if a still higher level of proof is needed, applicants can be asked to present a fingerprint to be checked against those given when they enrolled for the card.

People who commit offences or abuse our welcome will be easier to detect, detain and remove from the UK

2.13 Police, prison and immigration officials and other enforcement agencies will be able to check someone's identity more easily, using biometric readers. Biometrics recorded previously will make it easier to redocument and remove people who do not have their own travel documents. Above all, being able to track people individually and securely through our systems, particularly through the criminal justice and immigration systems, will make it easier to detect, detain and deport people who should not be here. And the new resources we have announced to boost our enforcement force will mean that we will have the additional capability we need to make this happen.

Chapter 3: Building a robust and secure system

3.1 To deliver the system, we will need to put in place a number of building blocks, designed to strengthen our borders and to ensure and enforce compliance with our immigration rules. These build on foundations we have already put in place.

People we are concerned about will be stopped from coming here before they travel

Pre-screening and storing biometrics of visa applicants

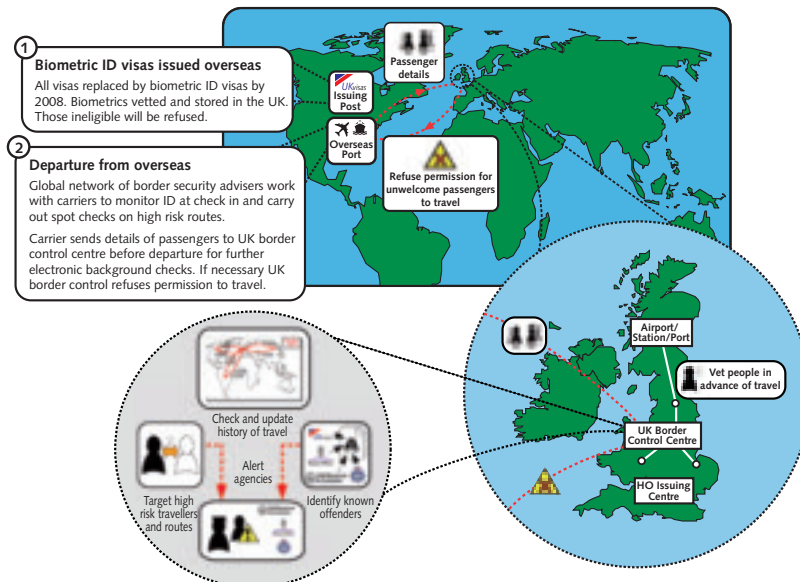
3.2 Anyone from outside the 28 EEA nations goes through checks before we give them permission to come to the UK for work, study or to stay for longer than six months. In addition, people from 108 nations – covering around three quarters of the world’s population – go through the same checks, even if they are just coming to visit. In 2005 474,000 people were refused permission – 19 per cent of visa applications. From now on we will insist that we vet and store biometric records for all such visitors. We will check their fingerprints against police and immigration databases, and also check for previous immigration and criminal history in the UK. Where there are grounds for concern, we will refuse permission to come.

- By 2008 we will have in place biometric ID requirements for everyone outside the EEA coming to work, study or stay for more than six months, plus anyone coming to visit from the 108 visa nations.
- We will expand the reach of the biometric visa system where necessary, for example if we find that particular routes into the UK are being abused.

Checking credentials before departure

3.3 Not everyone will be asked to go through this process. Those people we assess as presenting a low or negligible immigration risk – such as people from European Economic Area (EEA) nations and visitors from other low risk Organisation for Economic Co-operation and Development countries – are exempt. But we will bring forward a review of these arrangements in spring 2007. Today, we check passports and names against watchlists when people arrive in the UK. In the future we want to do more checks abroad – before people get on a plane, train or boat – so we can prevent people from travelling who would be refused entry upon arrival. Juxtaposed controls – UK border controls operating out in France and Belgium –

Figure 2: People we are concerned about will be stopped from coming here before they travel



have proved their worth in cutting illegal migration through the channel ports. We want to extend the concept of exporting our borders around the world.

3.4 Once we have established a traveller's identity, we will undertake extensive background checks against government and security databases before the passenger starts their journey. At check in, a global network of border security advisers will help airlines check that passengers have the correct ID to travel to the UK and stop those who do not from boarding. Around 50 officers are already in place: we will continue to build and use this network, through international collaboration, to target high-risk ports, responding to threats as they evolve. Our border control centre will then:

- deny the passenger permission to travel if they would not be allowed into the UK on arrival; or
- target the passenger for further checks or interview upon landing in Britain; or
- clear legitimate travellers for trouble-free passage on arrival in the UK.

- We will progressively introduce risk profiling for all passengers and those identified as ineligible for admission will be prevented from travelling.
- We will establish a global network of border security advisers to work with carriers to detect identity fraud and carry out spot checks on routes we consider high risk.

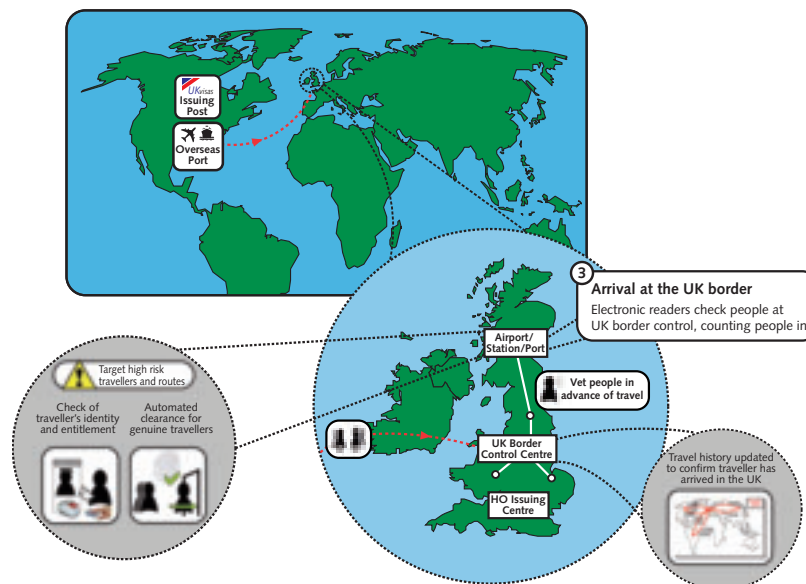
Our border controls will be much tougher
 New systems for checking identity at our borders

3.5 In the UK, we will strengthen biometric and other checks, harnessing the national identity system to lower the risk of unauthorised entry into the country.

3.6 At the border control in the UK, three changes will toughen our controls:

- Registered travellers who are vetted and cleared will be allowed to use automated screening gates, speeding their passage through the border. BAA figures suggest that around one in ten passengers at Heathrow is a frequent traveller, making more than ten flights a year. Use of this scheme will be robustly monitored.

Figure 3: Our border controls will be much tougher



- Background checks of passengers using passenger information supplied by carriers will let UK border controls profile travellers before they arrive, allowing targeting on arrival in the UK.
- Biometric readers linked to the National Identity Scheme will let border control staff check travellers biometrically; and our systems will count people in as they arrive and out as they depart.

- From 2009, we will progressively introduce new electronic systems to vet people before they arrive at our borders, count them in as they land and count them out as they leave.
- We will underpin this with new arrangements for pooling intelligence, building on current arrangements for sharing information between immigration, law enforcement and security agencies.

Illegal working and abuse of our benefits system will become more difficult

3.7 Over 30 million foreign nationals crossed our borders in 2005, mostly for short visits. About 450,000 foreign nationals from outside the EEA came for study or employment. This

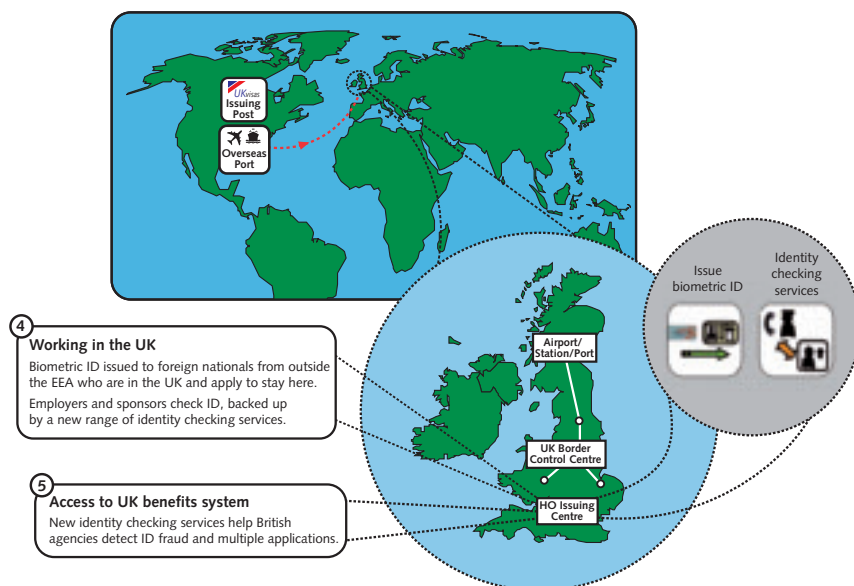
brings significant benefits. Overseas visitors spent around £14 billion in the UK in 2005. Students contribute an estimated £5 billion to the UK economy each year. Workers bring labour and skills to Britain and contribute to some of our core economic objectives around growth, productivity and stability, as well as around 10 per cent to our gross domestic product.

3.8 Most people comply with the conditions of their stay and leave at the end of it. Some do not. They fall into one of four categories: ‘carelessness’, ‘deliberate non-compliance’, ‘criminality’, or ‘organised immigration crime’. We will publish our enforcement strategy, setting out how we will tackle illegal immigration and abuse of our rules, early in 2007. But a national identity system will be mission-critical, particularly in tackling illegal working and protecting our benefit system from abuse.

Tackling illegal working

3.9 Illegal working allows unscrupulous employers to exploit vulnerable people seeking a better life. Illegal migrant workers fill unpopular low-paid jobs which are hard to fill, in sectors that find it hard to recruit – such as hospitality,

Figure 4: Illegal working and abuse of our benefits system will become more difficult



agriculture, construction, transport, social care. But this also means that potentially large numbers of people are in the UK unknown to the authorities, working in the shadow economy and sapping public confidence in the wider integrity of our border controls.

3.10 It is a criminal offence to employ a person who does not have valid permission to work in the UK. We can now compel employers to make regular checks of people's immigration status. This will help us identify illegal workers and overstayers. Under our proposals for the Points-Based System, educational establishments will also have to make more checks in order to be allowed to sponsor international students.

3.11 But it is not always easy for employers and sponsors to check the multiple documents that foreign nationals can currently use to establish entitlement, and to be sure a person is who they say they are. We will therefore phase in biometric ID cards for foreign nationals, exploiting our growing biometric identity database. This secure ID will link foreign nationals to a biometric identity, stored in our national identity system, and conforming to technical standards agreed across the European Union.

3.12 This card will enable employers to help us to check identity and entitlement more easily, whether by a visual check, confirming identity through identity checking services, or accessing data on the chip directly. It will help the individual card holder to prove they are who they say they are and that they are entitled to work or study. It will also mean that enforcement officers will be able to check the identity, and entitlement to work, of people they find on enforcement operations, including eliminating compliant workers more readily from their enquiries.

3.13 To underpin this, we will offer employers a new identity checking service. From April 2007, at the employer's request and with the consent of the potential employee, we will run a check to confirm whether an individual has permission to

work. We are also developing, jointly with the Identity and Passport Service (IPS), plans to offer a combined identity and right to work check for foreign nationals. This will be an early step towards creation of the new IPS-led identity checking service supporting the National Identity Scheme.

3.14 We will begin to introduce this card from 2008, for foreign nationals who are already in the UK and reapply to stay here, working with businesses and colleges to trial it in areas where it will be particularly useful to them, for example in the financial, care and educational sectors. To provide further help to employers, from 2008, we will also start to make biometric ID part of issuing a National Insurance Number and, where appropriate, make this compulsory before a number is issued.

- From 2008, we will make biometric ID compulsory for all foreign nationals coming here for work, study, or to stay for longer than six months, unless they are from the EEA, and will begin to issue a National Insurance Number only when a biometric identity has been established.
- From 2008, we will begin to introduce biometric ID cards for foreign nationals from outside the EEA who are already in the UK and reapply to stay here, working with employers to trial these in areas where this will be most useful to them.
- From April 2007, we will offer employers a new identity checking service, developing this through a joint venture with IPS.
- We will ensure that we continue to welcome the many legitimate migrants who make a contribution to Britain's economy, and make it easier for their identity to be confirmed.

Protecting the benefits system from abuse

3.15 The Government takes benefit fraud extremely seriously. Identity cards will play a major part in tackling it: helping prevent the use of fraudulent documents to obtain benefits

as well as stopping other forms of abuse such as identity fraud and multiple applications. Biometric Application Registration Cards for asylum seekers have been pivotal in cutting fraudulent payments. The increasing use of biometrics for other foreign nationals in the UK will help reduce abuse further.

3.16 Tightening ID requirements and sharing data about identity between government services will make it easier to check entitlement, and to detect multiple applications and duplicated records. We plan that the new identity checking service, to be developed as a joint venture with IPS, will provide services to other government agencies and sectors: for example helping benefits offices and local authorities to check identity and crack down on false benefit claims.

- From 2007, we will add additional security and biometric features to existing travel documents issued to people with refugee status, exceptional leave to remain, or who have been recognised as stateless, to increase their security and stamp out abuse.
- We will provide other government agencies with exit control data so that they can shut down benefits for those who leave.
- We will progressively tighten the security of other documents issued to foreign nationals in this country through the use of biometrics.

People who commit offences or abuse our immigration laws will be easier to detect, detain and deport from the UK

3.17 Biometric ID will help detect those people who are in the country illegally or who are abusing the system through identity fraud. We can increasingly bring together and analyse large volumes of biometric and biographical information in our databases and caseworking systems, so we can check someone's entitlement to be here, and whether or not they might pose a risk of harm or abuse. The new systems will also make it simpler to link the identity of people registered as offenders with records of

foreign nationals on UK or other international databases such as EURODAC. We will bring in a secure way of tracking people through our systems and link these to identifiers used within the criminal justice system.

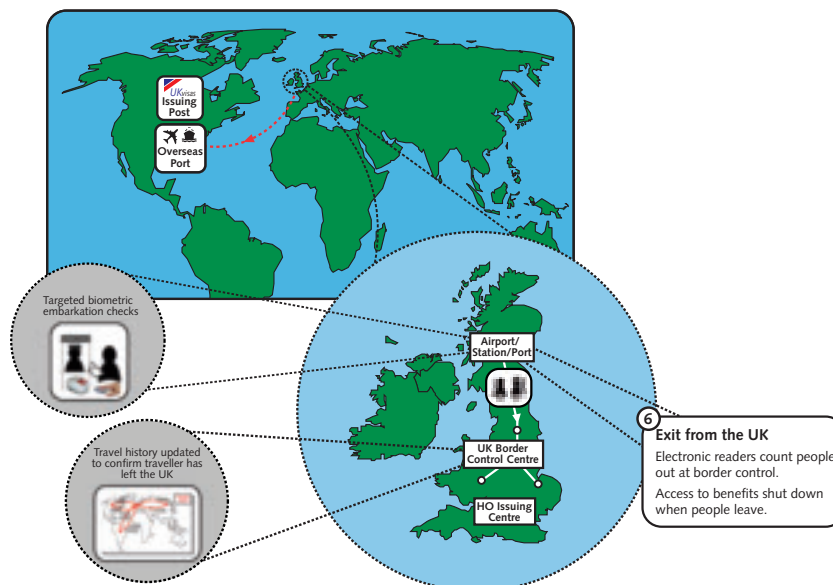
3.18 We are boosting our capacity to tackle immigration crime by doubling enforcement and compliance capability, including the resources for an extra 800 frontline staff. We remain in discussion with the Association of Chief Police Officers (ACPO) and individual forces over the best way for IND and the police to work together in tackling immigration crime, and the way in which police expertise can support IND.

3.19 Mobile biometric readers are increasingly being used by the police, immigration officials and other enforcement agencies to check identity as part of their day-to-day operations. Previously registered biometrics will make it easier to detect, detain, document and then remove people who should not be here. They will also help us determine where people came from and return them, even if they have destroyed their own passport or travel documents. In the first five months of 2006 alone, 7,000 foreign nationals were identified by enforcement officers using mobile fingerprint equipment.

3.20 We will also progressively link biometric and biographical information held on foreign nationals in different parts of the criminal justice and immigration systems, starting by establishing cross-links between existing ID records held on different systems. We will shortly be launching a pilot in partnership with the police, where we will start the verification process of a person's nationality for the first time.

3.21 Over time, we will develop common 'identifiers', which we can use to establish a single identity for someone and track them individually and securely through our systems. Setting common standards for data collection and information sharing will be central to how we do this; and the National Identity Scheme will play a central role in driving their development.

Figure 5: People who commit offences or abuse our immigration laws will be easier to detect, detain and deport



3.22 The progressive introduction of exit checks will also mean we know who leaves, and can check them off against arrival records. We will use this information to shut down any access to benefits and services when people have left the UK. We will also feed information about overstayers and other forms of abuse back into the system so that we can use this history, if necessary, to stop them coming in if they apply to come back into the country later on.

- We will make it easier for police, prison and immigration officials and other enforcement agencies to check someone's identity, using biometric readers, and to document and remove them if their identity is already registered on the system.
- We will develop our information systems to allow us to bring together and analyse large volumes of biographical information in our databases and caseworking systems, so we can check someone's entitlement to be here, and whether or not they might pose a risk of harm or abuse.
- From 2010, we will be able to count the majority of people in and out of the country and use this to make decisions on whether people should be allowed to return.

Chapter 4: Making it happen

Working in partnership

4.1 For our programme of change to be successful we will need to work closely with a range of partners across government, the private sector and internationally.

Across government

4.2 The changes we intend to introduce to transform our border and immigration controls are part of the wider National Identity Scheme, led by the Identity and Passport Service (IPS). This scheme is explained in the *Strategic Action Plan for the National Identity Scheme*. Using identity management to protect our borders and improve identity security is one of the key objectives of the scheme. The Immigration and Nationality Directorate (IND), with UKvisas, lead on the application of the scheme to foreign nationals.

4.3 IND and IPS are working together to ensure that we are taking a consistent approach within the National Identity Scheme. IPS is initiating a series of joint ventures, which will help shape the development of services within the National Identity Scheme. These joint ventures aim to gather requirements, fully define the service and test customers' experience of using services. IND, as an area where the National Identity Scheme will provide significant benefits, will be at the forefront in working with IPS on the joint ventures.

4.4 We will also continue to work closely with other government agencies with an interest in identity management. Our e-Borders programme involves our partners in UKvisas, the police, the Serious and Organised Crime Agency and HM Revenue and Customs, all of whom have a stake in the benefits we will deliver.

International collaboration

4.5 Collaboration at a European Union (EU) and international level is also important. We will build on our experience, working in partnership

with other countries to make the most effective use of new technology and develop the supporting infrastructure it will need. We will support the development of common standards of security to underpin this, taking a leading role on this in the EU and with other international organisations.

Private sector

4.6 We will be working with commercial partners on many of these changes. Their expertise and experience is crucial to our own success. For instance, some of the front-end service of our biometric visa programme will be delivered through commercial partners, and we are in the process of selecting a commercial partner for e-Borders.

4.7 We are already active within recognised industry working groups, and will continue to consult as we develop our plans for the future. We are closely linked with the travel industry and there is huge scope for collaboration, which will help us to strengthen border controls while also offering opportunities to simplify and join up operations, working with carriers and ports. We will build further partnerships with air, rail and sea carriers, port operators and like-minded countries to develop safe and secure passenger travel programmes for trusted passengers.

4.8 A global approach to data and identity management, joined up between government and industry, promises substantial long-term benefits for all. We will work in partnership with carriers and ports to ensure that the changes we are making maintain the UK's competitiveness and facilitate travel for low-risk passengers.

4.9 We are carrying out impact assessments of how our proposals might impact on travellers, business, the voluntary sector and the public sector. We recognise that our proposals to strengthen checks on identity and tackle illegal working may place some additional burdens on business. We will continue to work in partnership with those

concerned to minimise these and to maximise benefits, for example from improved identity checking services. We will conduct and publish full Regulatory Impact Assessments on specific proposals as necessary and consult as appropriate.



Liam Byrne, Minister for Nationality, Citizenship and Immigration, uses the miSense^{plus} gates at Heathrow, part of a joint trial between BAA, Cathay Pacific, Emirates Airlines and IND

Funding future development

- 4.10 The overall timetable for developing identity management as part of IND's activity will be determined by our total resources: central funding, efficiency savings and income from charging. It will also need to take account of technical and commercial feasibility.
- 4.11 Many of our proposals are about improving what we currently do with our existing resources. Some of them – such as using identity technology to prevent abuse of our asylum system and shut down access to benefits for those not entitled – will generate substantial savings in the longer term. This will also help us to fund some of the developments set out in this Action Plan.
- 4.12 We also charge for some of the services outlined in this Action Plan, such as visas and applications for extensions of stay. We will ensure that we are charging a fair and economic rate for these services that reflects the true cost to the taxpayer while recognising the economic benefits that travel and migration bring.

- 4.13 To this end, we launched a consultation exercise on 30 October 2006 seeking views on how we charge people coming to work, live, visit or study in the UK. The consultation looks at how existing services are paid for as well as how they can deliver the Government's commitment to transform the immigration service, including doubling its enforcement capability by 2009/10. A copy of the consultation document is available at:
www.ind.homeoffice.gov.uk/lawandpolicy/consultationdocuments/currentconsultations

- 4.14 Comments on this Action Plan may also be sent to: bordersimmigrationidentity@homeoffice.gsi.gov.uk

or to:

Borders, Immigration and Identity Action Plan
Comments
Immigration and Nationality Directorate
Home Office
Apollo House
36 Wellesley Road
Croydon CR9 3RR

Building the system year on year: summary milestones

Year	Visas	Check in and travel	Arrival	In country	Exit
2006	Biometric ID visas at 40 posts abroad. 21,000 foreign nationals a month have biometrics checked and registered when applying for visa	Electronic background checks on travellers on 45 routes covering 15 million passenger movements across UK borders	Iris scanning gates at key ports for 50,000 vetted travellers	Employer helpline in operation. Enhanced employers advice service	Risk-based exit checks at ports. Database records exit data on 45 routes
2007	Biometric ID visas at 150 posts abroad. Most foreign nationals applying for entry clearance have biometrics vetted and stored	Electronic background checks on travellers on 55 routes covering 20 million passenger movements across UK borders	Biometric passport readers rolled out. Iris scanning gates at key ports for 60,000 vetted travellers	Enhanced employee identity checking service for employers	Risk-based exit checks at some ports. Database records exit data on 55 routes
2008	All foreign nationals applying for entry clearance to travel to UK have biometrics vetted and stored	Electronic background checks on travellers on 90 routes, covering 30 million (15 per cent) passenger movements across UK borders	Risk profiling on high risk routes, allowing targeted action by border control officers. Fingerprinting to support secondary investigation	Begin to issue biometric ID to non-EEA nationals in UK. Identity checking services operating for UK employers and colleges	Database records exit data on 90 routes
2009	All foreign nationals applying for entry clearance to travel to UK have biometrics vetted and stored	Electronic background checks on travellers covering 120 million (60 per cent) passenger movements across UK borders	Biometric checking of visas, passports, residence cards and passenger identity at high traffic ports	Biometric ID cards rolled out progressively to non-EEA nationals in the UK. Identity checking services operating for UK employers and colleges	60 per cent of passengers counted in and out
2010	All foreign nationals applying for entry clearance to travel to UK have biometrics vetted and stored	Electronic background checks on travellers, covering 190 million (95 per cent) passenger movements across UK borders	Biometrically enabled automated clearance points in place at major ports	Biometric ID cards rolled out progressively to non-EEA foreign nationals in the UK. Identity checking services operating for UK employers and colleges	95 per cent of passengers counted in and out

