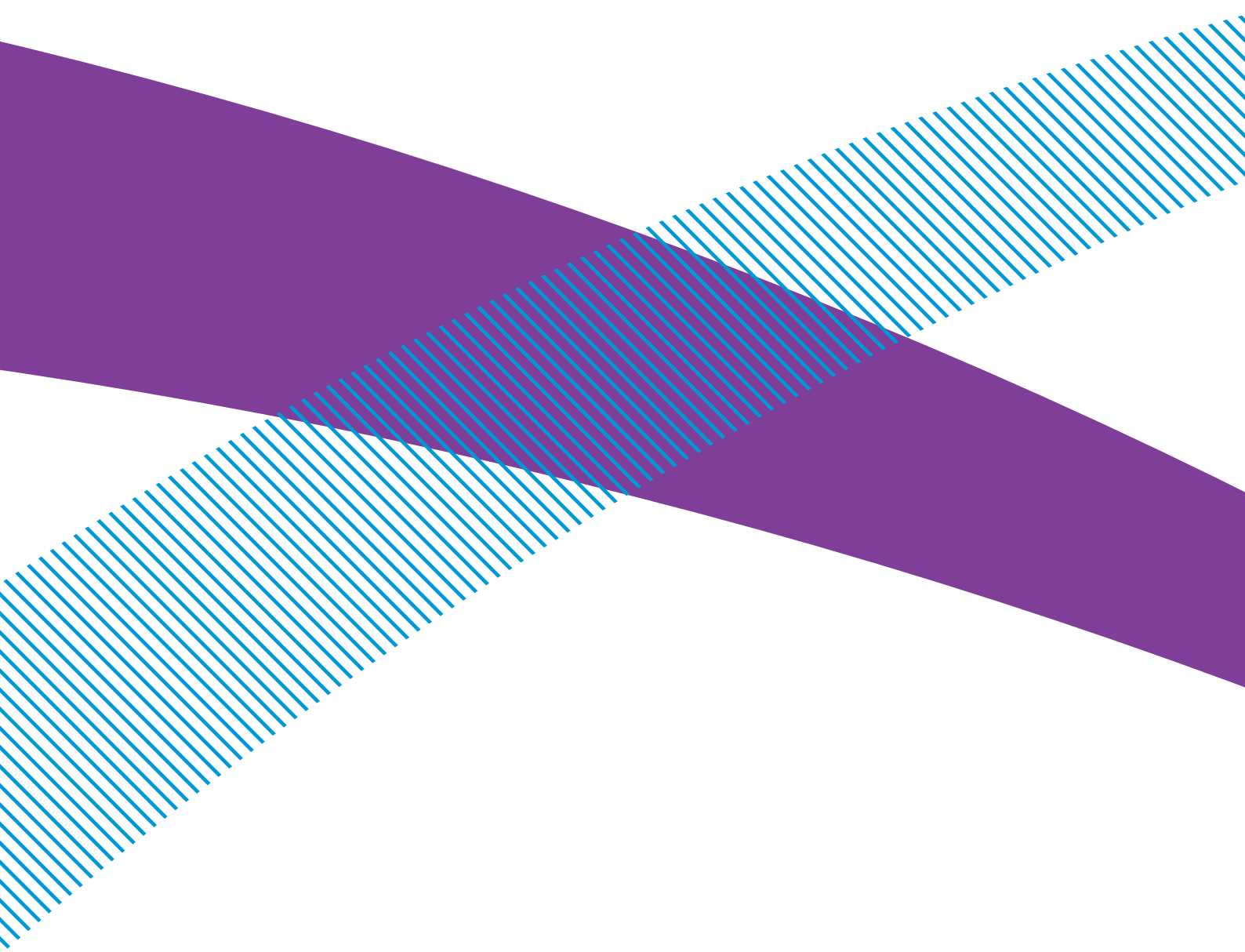# NATIONAL IDENTITY SCHEME
DELIVERY PLAN 2008

Contents

Foreword by the Rt Hon Jacqui Smith MP, Home Secretary

We are all familiar with the increasing need to be able to prove who we are in a secure and convenient way.

The Government's National Identity Scheme will give us all a new way to protect ourselves and our families against identity fraud, and to protect our communities against crime, illegal immigration and terrorism. And it will help us to prove our identity in the course of our daily lives - when travelling, for example, or opening a bank account, or applying for a new job, or accessing government services.

I want as many people as possible to enjoy these twin strengths of the National Identity Scheme – improved protection and greater convenience. And I want them to be able to choose how they participate in the Scheme as well, so that they can enjoy its benefits as quickly as possible.

This Delivery Plan sets out the case for the importance of identity cards for our national security, and identifies how their introduction from next year can increase public protection in sensitive areas of our society. This builds on the benefits we will see from the introduction, later this year, of compulsory identity cards for foreign nationals working and studying in the UK.

The Delivery Plan also proposes changes that I believe will guarantee greater choice for our citizens in how they participate in the Scheme – meaning that more people will enjoy its benefits more quickly than previously envisaged.

I recognise the sensitivities that surround the use of personal identity information. We will work closely with the National Identity Scheme Commissioner, the Information Commissioner, privacy experts and others on how to make the Scheme function in the interests of its users.

Above all, I want individuals to have as much control and ownership of their own data as possible. To this end, this document starts a consultation process on our proposals. I very much welcome your views on these, as well as on other aspects of our implementation plans.

The conversation which begins now with a wide constituency of stakeholders will enable us to take on a broad range of experiences and ideas for defining services so that we can best meet public needs and deliver benefits.

The National Identity Scheme is crucial to delivering the benefits of improved identity management and identity assurance for all who have the right to live and work in this country. Its success will be clear when people are confident that they are in control of their personal information, that they are being protected from misuse of identity to support fraud or other criminality and, most importantly, that their lives are made easier.

Executive Summary

ABOUT THIS DOCUMENT

This document sets out how the Government will deliver the National Identity Scheme (NIS or 'the Scheme'), how the Scheme will work and be operated.

It updates the Strategic Action Plan published in 2006. Our plans remain consistent with the principles set out in that document but have been refined in two key ways:

- We are taking a twin track approach to delivery, to meet more quickly the key objectives of the Scheme to both increase public protection and make life easier.

- We will increase the choices available to people in various aspects of the Scheme.

We are seeking your views on our implementation plans. There are a number of specific points highlighted in the document, but your comments need not be limited to those points.

WHAT IS THE NATIONAL IDENTITY SCHEME?

We all need to be able to prove who we are, quickly, easily, and securely - when travelling, when opening a bank account or getting a new mobile phone, or applying for a new job.

We need to protect ourselves and our families against identity fraud, and protect the community against crime, illegal immigration, and terrorism.

The National Identity Scheme will give us a new way to do this - more securely, and more conveniently.

It will provide a comprehensive and secure way of recording basic personal identity information, storing it and making it possible for you to use it if you want to prove your identity. Essentially it will record your fingerprints alongside your name and address when you apply for certain documents and a

small number of other details on a new identity register. A subset of this information will also be stored, securely, on your passport or on an identity card[1] - a plastic card with a digital photograph like a driving licence, and a chip like a bank card.

SCOPE OF THE NATIONAL IDENTITY SCHEME

The Scheme will be available to people over 16 years old who legally reside or work in the UK. Specifically, it includes biometric visas, enhanced passports (for all ages) and identity cards, including those cards issued to foreign nationals in the form of biometric immigration documents.

The Scheme is supported by legislation, including the Identity Cards Act 2006, which provides important statutory safeguards regarding the collection, retention and oversight of information necessary for the operation of the National Identity Register and the issue of identity documents issued under the powers of the Act.

PROTECTING THE PUBLIC AND MAKING LIVES EASIER THROUGH EFFECTIVE IDENTITY MANAGEMENT

The means for people to prove their identity is fundamental to a functioning society. This is important not only to counter identity fraud and its effects (crime, terrorism and illegal immigration and working) but to make all our lives easier. More frequently than before we have to prove who we are to people who do not know us: for example when we apply for jobs, use public services, travel abroad, and open bank accounts. These two related objectives, public protection and ease of day to day life, are at the heart of the Scheme.

---

[1]   An identity card is a document issued in accordance with the provisions of the Identity Cards Act 2006. Where noted within the text of this document, the phrase may also include identity cards issued to foreign nationals in the form of biometric immigration documents under the provisions of the UK Borders Act 2007.

BUILDING ON WHAT WE HAVE ALREADY DELIVERED

Significant progress has been made since the publication of the Strategic Action Plan in 2006. For example, with the introduction of the UKvisas Biometrics Programme, which now operates in 135 countries, and improvements in the integrity of the passport enrolment process and that of the passport document. Our Passport Validation Service has grown to fulfil demand for better identity validation from the many accredited members of the financial services industry.

SECURITY OF INFORMATION

Our approach to the design of the Scheme aims to balance customer service, privacy, security and usability. In doing so we recognise the need to respond to public concerns about data security. We will provide the highest levels of protection for your personal data through:

- Personnel security to prevent fraud and misuse.

- Physical security of the systems to prevent unauthorised access to both information and resources.

- Legislative protection, including both civil and criminal penalties for misuse. In addition, the National Identity Scheme Commissioner will oversee the way identity cards and the national identity register are used.

- Technical security and controls to prevent hacking, support disclosure rules, and ensure the reliability of key systems and the integrity of the information held.

Above all we recognise that this is your information and that you will want to have as much control over it as possible. We will therefore ensure that the process of providing, maintaining and correcting information is both easy and transparent. We are also very supportive of Sir James Crosby's recommendation as part of his work with the Public-Private Forum on Identity Management

for a consumer-led approach to command public trust. We would like your views on this important aspect of the Scheme.

A TWIN TRACK APPROACH

The Scheme is a major undertaking which will ultimately deliver a universal and simple proof of identity for those who are legally entitled to live or work in the UK. We are planning a twin track approach to delivery. First of all, we will start with those who are employed in sensitive roles or locations, and where identity assurance is important to public protection. Then we will begin issuing cards, on an entirely voluntary basis, to those customers where there is the greatest personal benefit to them in their daily lives from having or using an identity card. Some important dates are:

- From 2008 we shall start to issue the first identity cards in the form of biometric immigration documents to foreign (non European Economic Area (EEA) nationals.

- In the second half of 2009, we shall start to issue cards to British and foreign nationals (including EEA citizens) working in sensitive roles or locations, starting with airport workers. We will run a series of workshops with other sectors in the course of 2008 to identify in which sectors the best opportunities lie to develop plans to extend the Scheme to other sensitive roles or locations after airports.

- From 2010 we will issue identity cards on a voluntary basis to young people to assist them in proving their identity as they start out their independent life in society.

- From 2011/12 we shall start to enrol British citizens at high volumes offering a choice of receiving a separate identity card, passport or both.

INCREASING CHOICE

A key part of our thinking since the publication of the Strategic Action Plan in 2006 has been the need to increase choice in some aspects of the operation of the Scheme. This will speed up the projected rate of participation in the Scheme and make its benefits more widely available more quickly. So:

- From 2011/12 individuals who enrol on the National Identity Register will be able to choose whether they have an identity card, a passport or both. Over time, this choice could extend to other documents, such as the driving licence.

- We will work closely with the private sector - both to help us to deliver the Scheme and to help to deliver benefits to business and to individual consumers.

- We will consider how best to tailor services for pre-employment checks so they can provide a fast track process for those holding identity cards, building on services that already exist.

- We will look at new ways of recording fingerprints and photographs to make it easy and convenient for individuals. For example, we are looking to a future where the market would provide biometric enrolment services, giving citizens a choice of competing services which should maximise convenience and drive down price.

COLLABORATIVE DELIVERY

The Scheme will be delivered collaboratively by a wide range of other Government departments, businesses and other organisations. The role of the private sector will be key in ensuring the pervasiveness and take-up of the Scheme (see *Increasing Choice*

above). In Government terms, delivery will be principally driven by a number of partner organisations: the Identity and Passport Service, the Foreign and Commonwealth Office, the new UK Border Agency (which will be introduced on 1 April 2008 and brings together the current Border and Immigration Agency (BIA), UKvisas and HM Revenue and Customs border staff) and the Department for Work and Pensions.

STRUCTURE OF THIS DOCUMENT

The remaining chapters of this document are structured as follows:

- Chapter 1 details the progress we have made in implementing the Scheme.

- Chapter 2 explains how the Scheme will work, highlighting both the benefits and the technical infrastructure underpinning the delivery of the Scheme.

- Chapter 3 examines how the Scheme will evolve, from the initial focused enrolments for both foreign nationals and British and EEA citizens.

At the back of the document, there is some further information on the National Identity Register and an Appendix setting out the terms of reference for the Crosby Public-Private Forum on Identity Management. This has reviewed the Strategic Action Plan published in 2006 and been influential in developing the Scheme design summarised in this plan. In particular we have adopted some of the Forum's thinking in making the Scheme more responsive to individual citizen needs and in involving businesses and other organisations in the operation of the Scheme.

1. What we have achieved

1. A great deal of progress has been made over the last year, both in improving and implementing the identity related services delivered today, and in refining our plans to develop the Scheme and provide the benefits as quickly as possible.

2. Through the UKvisas Biometrics Programme, biometric visas are now being issued to foreign nationals who wish to enter the UK and require an entry visa. Alongside this activity we have improved the integrity of both the passport document and the enrolment process, undertaking interviews for the first time for first time adult customers. In addition, the Passport Validation Service, the foundation for our future identity services, has successfully run pilots with both public and private partners to test proposed identity checking processes, as well as expanding the number of customers, particularly from the financial services sector.

3. This gives us a firm foundation on which to build the planned developments of the Scheme. This section provides more information on all of these initiatives.

FOREIGN NATIONALS

4. The first step in implementing the National Identity Scheme has been the introduction of fingerprint visas through the UKvisas Biometrics Programme, which is making a real impact overseas. It now covers three-quarters of the world's population and operates in 135 countries. More than one million fingerprint scans have been completed to date. So far, more than 11,000 individuals have been matched to those who have been fingerprinted in the UK in connection with previous asylum applications or other immigration matters. The results of fingerprint matches are communicated rapidly to visa officers at our diplomatic missions overseas to inform their decision-making and dealt with accordingly: so, for example, it is possible to identify people who have already applied under different identities and been refused visas. The successful launch of the programme provides a strong building block for the wider introduction of biometric documentation in other strands of the Scheme.

PASSPORT INTEGRITY IMPROVEMENTS

5. We have continued to improve the authentication of passport applicants and the integrity of the UK passport document.

6. The Identity and Passport Service (IPS) has recently introduced customer interviews for authenticating the information provided by first time adult customers and to allow checking of the image held against the physical person. These interviews were initiated in 2007, with complete roll-out to all areas of the UK completing in 2008.

7. Steps have also been taken to improve information verification around the enrolment process: in 2007 a manual process was introduced for checking the validity of naturalisation certificates used to support passport applications made by newly naturalised British citizens against BIA records. An online checking process using the Department for Work and Pensions database of deceased persons is also being piloted.

IDENTITY CHECKING SERVICES EXPANSION

8. The Passport Validation Service (PVS) has grown significantly over the past year and is now used widely amongst leading firms within the financial services industry (including mortgage providers, credit card companies and asset finance firms). The Service allows accredited organisations to check, without the exchange of personal information, that a British passport presented to them as proof of identity is valid.

9. During 2007 other financial services businesses have begun using PVS. These include national and regional building societies, bridging loan providers, asset finance companies such as the car financing industry, specialist lenders, mortgage intermediaries and share dealing firms.

10. Since its inception PVS has helped detect over 500 passports which IPS know to be either counterfeit or which were previously reported lost or stolen by their rightful owner.

2. How will the Scheme work?

11. This chapter is about the benefits of the Scheme, how it will operate, and how we will ensure security of the information of those who use the Scheme.

HOW THE SCHEME WILL BENEFIT YOU

12. In today's world, we need to be able to prove who we are easily and securely – and whenever it is necessary for us to do so.

13. The Scheme will give you a way to prove your identity to a higher level of confidence than is possible today. It will link basic information about you (e.g. name and address) with your facial image and fingerprints to create your unique identity record: one set of details for one person. This will make it practically impossible to create multiple identities.

14. You will no longer have to rely on a utility bill or a birth certificate, which have been commonly misused in the past, to prove your identity. The Scheme will provide you with a better proof of your identity and keep more of your information private.

15. Different services to allow you to prove your identity will be introduced over time. For example, depending on the situation, you will be able to identify yourself with a visual check against the photo on the card as with your passport now; you could use a PIN to confirm your identity – as you do today with a 'Chip and PIN' bank card – or for even stronger proof of your identity have your fingerprints read – such as at border control.

PROTECTING YOU AND MAKING LIFE EASIER: SOME REAL LIFE EXAMPLES

Proving your identity

When you want to open a bank account or take out a mortgage, get a new mobile phone or prove your age, you will be able to use your identity card, which is as easy to carry around in a purse or wallet as a bank card, but will be accepted by businesses and public services as the same level of proof as a passport for confirming your identity and background.

Similarly, when you apply for a job, your card will allow an employer to simply, easily and more quickly check who you are and whether you are entitled to work in the UK.

Preventing identity fraud and other criminal activity

Because your name will be linked by your fingerprints to a unique entry on the National Identity Register (NIR), you will have much greater protection from identity fraud: to impersonate you, a fraudster will have to have and be able to mimic your biometrics. At the moment, they may be able to forge an identity just by finding out your name and address and personal details. Benefit fraud based on false or multiple identities will be much easier to stop.

Similarly, it will be harder for criminals to assume new identities to hide their activities or the money they have made from crime. Using multiple identities for money laundering or to support terrorism will be much harder.

Borders and travel

When people pass through our border controls, whether they are British or foreign, the Scheme will let us check everyone's identity quickly and securely against their passport, identity card or visa, as well as checking it against the warning indexes for crime, terrorism and immigration – as part of the new system for electronically counting everyone in and out of the country. This will help us improve our national security.

If you are a British citizen, you will be able to travel in Europe with your identity card without the need for a passport.

Countering illegal immigration and working

The Scheme will make it easier for people to demonstrate that they are entitled to work and study and so make it harder to live or work illegally in the UK. This helps to protect people who are legally employed from unfair competition, and to clamp down on rogue employers and exploitation.

Better connected services

The Scheme will allow you to simply and securely assert your identity, whenever you give your permission. So when you want to register with a new GP, at a new school, or for new housing, there will be far less form filling, and fewer mistakes when it comes to dealing with government. The Scheme will prove your entitlement to the public services you want to use.

OPERATING THE NATIONAL IDENTITY SCHEME

16. The introduction of biometric visas and enhanced passports has already commenced and is operating successfully. In 2008, the first identity cards for foreign nationals from outside the European Economic Area, in the form of biometric immigration documents, will be introduced. These constitute the first steps in developing the wider National Identity Scheme.

17. The next steps introduce the heart of the Scheme - identity cards and passports incorporating fingerprints, supported by the National Identity Register. In delivering these we will make best use of what we already have in Government. This is in line with Government policy, both in terms of sharing resources across Government and in terms of delivering more 'joined up', personalised and effective services to customers.

18. The key steps in that process will be:

- **You apply** – you will need to provide biographical and biometric information.

- **A small amount of personal data will be securely stored** – the National Identity Register (NIR) is where your identity details will be recorded and maintained.

- **A card or passport or both will be issued to you** - from 2011/12 you will be able to choose to have a card, or passport or both issued. It or they will then be delivered securely or collected from an IPS office, as convenient for you.

- **You will be easily able to prove your identity** – you will be able to use your card to prove your identity whenever you need to through a variety of channels (e.g. internet, phone etc).

THE NATIONAL IDENTITY REGISTER

19. The NIR will not be a single, large, database. The sets of information – biometric, biographical and administrative – do not all need to be held in a single system. To help safeguard information and make best use of the strengths of existing systems, it makes sense to store them separately. More information on the NIR is set out at Appendix B to this plan.

SECURITY OF INFORMATION

20. Our goal for the National Identity Scheme is that it will provide the most secure basis for identity assurance of any system currently operating in the public or private sector.

21. Our approach to the design of the Scheme aims to balance customer service, privacy, security and usability. In doing so we recognise the need to respond to public concerns about data security and we will use technology and other non technical safeguards to provide the highest levels of protection for an individual's personal data.

SECURITY CONTROLS

22. There are four key areas of security controls for the Scheme either already in place, being enhanced or being put in place:

- Personal security is critical to preventing fraud and misuse. All those with direct access to systems will be security cleared to an appropriate level. We will ensure that:

   ○ Data security obligations are understood by each individual

   ○ Staff who work on the NIR will have access to only the information needed to perform their job and very few people will be able to see all parts of the register

   ○ Key operations, such as extraction of data, will require more than one person to complete

   ○ All activity will be logged and traceable to an individual in line with the standards for legally admissible evidence

- Physical security of the systems and, where necessary, the people and production capability is in place to prevent unauthorised access to both information and resources.

- Legislative protection - including penalties for anyone attempting to misuse or bypass the controls used to secure the Scheme.

- Technical security, including: access control, authorisation, encryption, general protection of stored information and protection of the systems that process information for the Scheme.

INFORMATION HELD ON THE NATIONAL IDENTITY REGISTER

23. Information recorded on the NIR will be similar to that stored on the passport database today, which covers 80 per cent of the UK population. It will include biographical data (such as name, address, date and place of birth, gender), biometric data (such as facial image and fingerprints), and administrative data (related to the secure issue and use of the identity card). Biometrics will tie an individual securely to a single unique identity. The NIR will not hold sensitive personal data such as medical history or criminal records, nor will it hold tax, benefit or pension records.

24. We will consult with the Information Commissioner on the information we will hold on the NIR. Our aim is to have the minimum information on the NIR needed to identify an individual and to meet the statutory purposes under the Identity Cards Act 2006.

YOUR IDENTITY INFORMATION

We very much recognise the sensitivity of your personal information and that you will want to have as much control over what is stored as possible.

Our guiding principles are:

- You will provide the information at the start of its process and be able to ensure its accuracy.

- You will be able to check the record we hold and correct any inaccuracies.

- We will store the minimum information needed to identify an individual and to meet the statutory purposes under the Identity Cards Act 2006.

- We will make it easy for you to keep us up to date with any changes in your information.

- Your subject access rights to your information under the Data Protection Act 1998 remain.

- Transactions involving the NIR must be done with your consent except in very limited circumstances principally involving national security or crime (see below).

- There will be a full record kept of information held which is changed or provided, which will be available to you in accordance with your subject access rights under the Data Protection Act 1998.

25. Looking more widely, we are also mindful of Sir James Crosby's recommendation that the Government should work with the private sector, building on capabilities that already exist in that sector, to develop a service effecting the swift repair of compromised identity records and we intend to work with both private and public sector partners to see how this might best be done.

PROVIDING INFORMATION HELD ON THE NATIONAL IDENTITY REGISTER

26. The Identity Cards Act 2006 provides strict regulation regarding the provision of information to organisations who request identity services. The vast majority of transactions (including all transactions done with the private sector accredited bodies) involving the NIR will only be done with the consent of the individual using the Scheme.

27. Information can be provided without a person's consent only in limited circumstances that have been approved by

Parliament including to the Security Services and the Police. Before seeking such approval, we would set out the identified need, and any conditions that would apply to these requests, for public consultation. This includes requirements for any Police access to information.

28. Where an individual has given consent, the Scheme will be used by accredited organisations requiring identity related services. The information they can request will be limited by their needs. One key requirement as part of the accreditation process is that every request can be traced to the individual making the request, thus reducing the likelihood of unauthorised access and providing accountability should it happen.

29. When information is recorded or changed on the Register or provided from the Register, then a record of this action will be kept. This information will be available to the individual in accordance with their subject access rights and may also be used as a countermeasure for fraud prevention.

OVERSIGHT

30. There will be the strongest possible oversight of the Scheme.

31. The National Identity Scheme Commissioner, a key independent role established under the Identity Cards Act 2006, will provide oversight of the operations of those parts of the Scheme defined in the Act and will report at least annually on:

- The way the Scheme is being implemented, including the way complaints are handled.

- The uses to which cards are put.

- The arrangements for securing the confidentiality and integrity of information recorded in the Register.

32. The Commissioner's reports will be laid before Parliament and published.

33. The Scheme will also be covered by the Data Protection Act 1998 which provides for access by an individual to his or her personal information held on the NIR in accordance with the Act.

34. We understand that we need to ensure the public are clear about where to look for information and advice about the Scheme and the exact role of the Scheme Commissioner in relation to the Information Commissioner.

PUBLIC INVOLVEMENT

35. We believe that public confidence in the Scheme may be enhanced if members of the public and other users of the Scheme contribute in a structured way to advising on specific aspects such as the best way to ensure an individual has control over their personal information held on the NIR and how they can correct or repair mistakes. There are models already such as lay panels that provide reassurance around issues of medical ethics and advisory panels on the Patient Healthcare Record or the Longitudinal Survey. We would welcome views on what approach might work best for the National Identity Scheme.

CONSULTATION POINTS

2.1 Views are sought on:

(i) what kind of information about the National Identity Scheme the public may need

(ii) what kind of information about the Scheme may be needed by organisations that might want to take part in delivering the Scheme

(iii) how and where information about the Scheme should be communicated to the public and other users

2.2 Views are sought on:

(i) what sort of advice and support should be provided to the public and other users of the Scheme

(ii) how non-government organisations should be involved in the provision of advice and support about the Scheme to the public and other users

2.3 Views are invited on:

(i) how to involve the public in independent scrutiny and oversight of the Scheme

(ii) how potential and established users of the Scheme might be involved to bring independent scrutiny and oversight

3. Implementing the National Identity Scheme

36. This chapter sets out in detail our plans for implementation. Through enrolment to the Scheme both the protection of the public will be enhanced and, as the Scheme becomes widely used, life will be made easier through simplified access to services.

37. The principles on which the first cards will be issued are:

- Initial implementation should be to groups of those people where there is the strongest national or personal benefit in them having an identity card.

- The Scheme will secure identity to the highest standards by, for example, the use of fingerprint biometrics.

38. In 2008, we will issue the first identity cards in the form of biometric immigration documents to foreign nationals from outside the European Economic Area, and as these volumes increase we will begin issuing identity cards to British and EEA nationals in 2009.

FOREIGN NATIONALS

39. In 2008, we will deliver the Scheme to those non EEA nationals subject to immigration control. Over time this will include those coming to and staying in the UK and those already settled here. To ensure we get the most benefit early on, our roll-out plan will aim to:

- **Reduce risk.** We will tackle higher-risk immigration categories, such as students and people applying for leave to remain for marriage, and phase out old systems.

- **Maximise efficiency**. The procedures when people come back to us to extend their stay or transfer entitlement stamps to new documents will be easier and quicker.

40. Biometric enrolment will be introduced as part of the process of making a decision about an individual's right to be in the UK.

41. It is intended in due course to designate biometric immigration documents under the Identity Cards Act 2006, after which any foreign national applying for such a document will be enrolled on the NIR.

42. The roll-out plans are covered in detail in the document *Introducing Compulsory Identity Cards for Foreign Nationals* published simultaneously with this Delivery Plan.

SOME IMPORTANT MILESTONES IN THE DELIVERY OF THE SCHEME

- From **2008**, we shall start to issue the first identity cards in the form of biometric immigration documents to foreign (non European Economic Area) nationals.

- In the second half of **2009**, we shall start to issue cards to British and foreign nationals (including European Economic Area citizens) working in sensitive roles or locations (e.g. airport workers). We will run a series of workshops with other sectors in the course of 2008 to identify in which sectors the best opportunities lie to develop plans to extend the Scheme to other sensitive roles or locations after airports.

- From **2010** we will issue identity cards on a voluntary basis to young people to assist them in proving their identity as they start out their independent life in society.

- From **2011/12** we shall start to enrol British citizens at high volumes offering a choice of receiving a passport, identity card or both.

PEOPLE WORKING IN SENSITIVE ROLES OR LOCATIONS

43. From 2009, we want people working in specific sensitive roles or locations and their employers to start to benefit from the high level of identity assurance that the Scheme will provide.

44. Starting in the second half of 2009, we shall be issuing identity cards to those working airside in the country's airports. We are working closely with the Department for Transport and in consultation with the air transport industry and trades union to develop the best strategy for the start-up and implementation of the issue of identity cards in this sector and we will publish further details in due course.

45. In doing so we recognise that the aviation industry has gone through a period of considerable change and incurred significant cost in relation to the changing security environment over recent years. In implementing identity cards our ambition is to work with the grain of the aviation security regime, making pre-employment checks easier, quicker and cheaper for the industry whilst providing the highest possible level of assurance.

46. We will shortly begin a series of workshops to run in the course of 2008 with other sectors to identify in which sectors the best opportunities lie to develop plans to extend the Scheme to other sensitive roles or locations after airports. We shall do this alongside a sustained programme of wider engagement with interested parties and organisations on the development and take-up of the Scheme and identity related services generally.

YOUNG PEOPLE

47. We will offer identity cards to young people in 2010 to assist them in proving their identity as they, for example, open their first bank account, take out a student loan or start employment. These cards will be issued on a voluntary basis and we will work closely with the private sector to develop practical uses for the card that encourage young people to enrol. We will talk to private sector organisations such as financial institutions to develop proposals for streamlining their existing customer identity management processes, to make it easier for young people to prove their identity.

BRITISH AND EEA NATIONALS: WIDER AVAILABILITY

48. In 2011/12, we will upgrade our passports to contain digital fingerprints in addition to the facial image and change the ways you can apply for a passport or an identity card or both. These changes will make our application process easier for our customers and, because we intend for 90 per cent of these applications to be made electronically, more cost effective. To ensure that we can support the rapid take up of identity cards and high volumes of UK citizens applying we will work with our partners and stakeholders to identify the best ways that we can offer an easy electronic application process for all.

49. We want to reduce the volume of paper applications to help make applying easier for people. In some instances we may do this by electronically checking the information you have provided to us with information held by other public and private sector organisations, for example, where there is some doubt or ambiguity in the information provided. Sometimes, we may also need to ask to see you to confirm some of your details - in a similar way to how we now interview all first time adult passport customers.
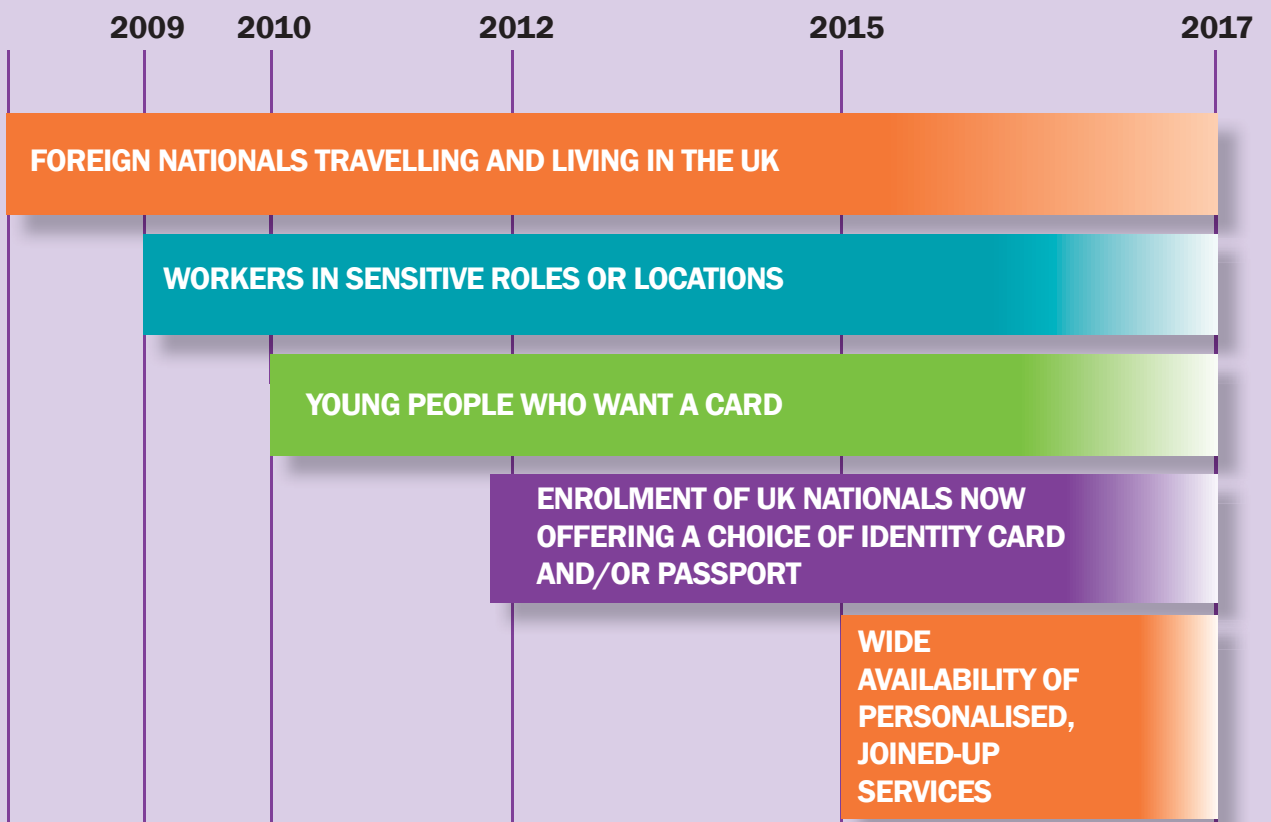
ENABLING JOINED-UP PUBLIC SERVICES

50. As the number of those enrolled on the NIR increases, we will work closely with public service providers to enable the provision of more joined-up, personalised services across Government offering the greatest possible degree of choice to consumers. So, for example, better connected organisations across Government would mean that, provided you have given permission, you would need to inform far fewer than now when your personal details or circumstances change. In addition, making it simpler and quicker for providers of public services to verify citizen information against the NIR will reduce the level of identity related fraud. While enrolment on the NIR will be managed on a UK-wide basis (in much the same way as passports operate today), the devolved administrations will have responsibility for how identity cards are used to gain access to public services, for those public services which are their responsibility.

TIMELINE

51. The Scheme can therefore be seen as five phases of enrolment, beginning in 2008:

2009	2010	2012	2015	2017

FOREIGN NATIONALS TRAVELLING AND LIVING IN THE UK

WORKERS IN SENSITIVE ROLES OR LOCATIONS

YOUNG PEOPLE WHO WANT A CARD

ENROLMENT OF UK NATIONALS NOW OFFERING A CHOICE OF IDENTITY CARD AND/OR PASSPORT

WIDE AVAILABILITY OF PERSONALISED, JOINED-UP SERVICES

CONSULTATION POINTS

3.1 Views are sought on the introduction of a requirement to enrol in the Scheme as part of a pre-employment check for employees working in sensitive roles or locations, such as airports.

3.2 Views are invited, particularly from young people, on:

    (i) the best way of rolling out identity cards to them, including how and where to enrol in the Scheme

    (ii) what services the Scheme could provide to them that would make it particularly attractive for them to enrol for an identity card

3.3 Views are invited from organisations providing services to young people on the best way of delivering benefits from the Scheme to the people they work with.

3.4 Views are invited on how to deliver benefits from the Scheme to those who hold a separate identity card, passport, or both when the Scheme is enrolling larger volumes on the NIR.

DELIVERING WITH OUR PARTNERS

52. The Scheme will be delivered through a range of partners. This reflects our approach of making the best use of assets already in place, and working with those best placed to deliver a component of the Scheme. This approach ensures the best value for money is obtained without compromising the Scheme's integrity.

KEY DELIVERY PARTNERS

53. The partners who will help to deliver the Scheme include:

- **The Identity and Passport Service (IPS)**. IPS was established as an Executive Agency of the Home Office and builds on the strong foundations of the UK Passport Service to provide passport services and, as part of the Scheme, Identity cards for British, Irish nationals and EEA nationals resident in the UK.

- **The UK Border Agency**. This new Agency, which will be introduced on 1 April 2008, brings together the work of two current Scheme partners:

  - **Border and Immigration Agency (BIA)**, formerly the Home Office Immigration and Nationality Directorate, is responsible for immigration control. It regulates entry to, and settlement in the UK. It considers applications for permission to stay, citizenship and asylum. BIA will issue biometric immigration documents and deliver identity products for foreign nationals resident in the UK

  - **UKvisas**, a joint Foreign and Commonwealth Office (FCO) and Home Office unit responsible for issuing visas to foreign nationals, allowing them to enter the UK. UKvisas will issue biometric visas to foreign and EEA nationals applying for UK visas through UK diplomatic posts overseas

- **FCO**, is responsible for working for UK interests in a safe, just and prosperous world. It provides consular services, including full validity and emergency passports, to British nationals overseas through a worldwide network of diplomatic offices.

- **The Department for Work and Pensions (DWP)**, is also treated as a delivery partner because their Customer Information System (CIS) forms part of the technical solution for the NIR.

DELIVERING AND INTEGRATING THE SCHEME COMPONENTS

54. The Scheme is made up of a large number of components, each involving a variety of people, processes, technology, physical infrastructure and estates. These components are being delivered by several organisations in the public and private sectors.

55. In general, it costs less and runs less risk to use assets already built and proved in operation. Existing Scheme components have the potential to be re-used in a number of different ways, for example:

- Use of the DWP CIS technology and the Immigration and Asylum Fingerprint System (IAFS) to deliver parts of the National Identity Register.

- Use of the existing IPS Public Key Infrastructure (PKI) to support a range of Scheme products including biometric passports, Identity Cards, and Biometric Immigration Documents (BIDs).

- Use of the 'Chip and PIN' specification to enable cards to be used in handheld readers (simply verifying that you are the owner of the card).

OUR CONTRACTED SUPPLIERS

56. We aim to achieve a positive, partnering environment with strong commercial safeguards and will conduct the procurement process with these principles firmly in mind, seeking strategic suppliers who will work cooperatively over the long-term, with us and with each other, to achieve our goals in the most cost-effective and lowest risk manner. The process will be fair and balanced but commercially challenging. Mechanisms will be in place to encourage both cooperation and competition.

PRIVATE SECTOR INVOLVEMENT

57. To support the new application processes we also want to look at the most convenient and cost-effective ways of recording your fingerprints and photographs. We are currently considering how best this can be provided through a market with competing third parties. Any such service would have to meet the highest possible security standards.

58. While IPS employees will retain decision making responsibility for the issue of passports and, in the future, identity cards, we will look to others to help us gather the information we require to make that decision. This 'open market' approach is already used by IPS – for example, even though we set standards for the quality of the photographs that we will accept with your application, we do not provide the facilities to take them.

59. We are looking to a future where the Government would not provide biometric enrolment services. Instead, these would be provided by the market, giving citizens a choice of competing services which should maximise convenience and drive down price. Although in the early years of the roll-out, we are likely to provide some elements of the service ourselves, we are working now to create the marketplace. Using the market to provide these services can help us provide application and enrolment services that are available and usable by all those requiring a passport or choosing an identity card.

CONSULTATION POINTS

3.5 Views are sought on:

(i) the ways to create an effective market to deliver fingerprint enrolment capability for the Scheme

(ii) what needs to be done to make participation by the private sector in delivering this capability an attractive proposition

NEXT STEPS

60. The Scheme will continue to evolve as we roll out identity cards to consumers and we begin to deliver the benefits to them and organisations using Identity Checking Services. We provide a summary of the planned achievements that we expect to make for the three years to 2010 in the table below:

	By end of 2008	By end of 2009	By end of 2010
Products and Services	Launch identity cards for foreign nationals, in the form of biometric immigration documents to students extending or varying their leave. Continue to issue biometric visas to foreign nationals outside the EEA travelling to the UK.	Issue first identity cards, including recording of fingerprints, to British Citizens and foreign (including EEA) nationals who are employed in sensitive roles or locations such as airport workers. Launch Employment Checking Service, integrating existing checks to improve efficiency for employers.	Issue first identity cards to British young people who want them. Develop proposals for streamlining existing customer identity management processes in the private sector, to make it easier for young people to prove their identity.
Enabling steps	Secondary legislation to enable roll-out of identity cards for foreign nationals, in the form of biometric immigration documents. National Identity Scheme Commissioner appointed. Procure outsourced services to deliver core operational capability.	Secondary legislation to enable roll-out of identity cards to workers in sensitive roles. Identity Management Code of Practice introduced.	Primary legislation to allow for consumer choice of receiving identity card and/or passport. Secondary legislation to enable roll-out of identity cards to British Citizens, aged 16–19.
Consultation	Consult on Identity Cards Act 2006 secondary legislation		

COSTS AND FEES

61. Section 37 of the Identity Cards Act 2006 requires the Government to lay before Parliament, at least every six months, an estimate of the public expenditure likely to be incurred on the 'ID Cards Scheme' over the following ten years. Three such reports have been laid before Parliament to date, and the next publication is due in early May 2008. This will set out the anticipated costs of the Scheme to reflect our current plans. We believe that the proposals set out in this Delivery Plan will show a significant reduction in overall cost in our next report.

62. We also intend to publish a revised Fees Strategy at the same time as the next cost report. As has been previously indicated, we intend that during 2009 and 2010 the fee for an identity card will be £30 or less.

4. Consultation process

SUMMARY OF CONSULTATION POINTS

63. The purpose of this consultation is to help the Government to proceed with the implementation of the National Identity Scheme including the introduction of identity cards linked to a National Identity Register.

64. There are a number of specific consultation points that we have highlighted in this paper and these are summarised here for convenience. The specific consultation points are listed below.

FROM CHAPTER 2

2.1 Views are sought on:

    (i) what kind of information about the Scheme the public may need

    (ii) what kind of information about the Scheme may be needed by organisations that might want to take part in delivering the Scheme

    (iii) how and where information about the Scheme should be communicated to the public and other users

2.2 Views are sought on:

    (i) what sort of advice and support should be provided to the public and other users of the Scheme

    (ii) how to involve non-government organisations in the provision of advice and support about the Scheme to the public and other users

2.3 Views are invited on:

    (i) how to involve the public in independent scrutiny and oversight of the Scheme

    (ii) how potential and established users of the Scheme might be involved to bring independent scrutiny and oversight

FROM CHAPTER 3

3.1 Views are sought on the introduction of a requirement to enrol in the Scheme as part of a pre-employment check for employees working in sensitive roles or locations, such as airports.

3.2 Views are invited particularly from young people on:

    (i) the best way of rolling out identity cards to them, including how and where to enrol in the Scheme

    (ii) what services the Scheme could provide to them that would make it particularly attractive for them to enrol for an identity card

3.3 Views are invited from organisations providing services to young people on the best way to deliver benefits from the Scheme to the people they work with.

3.4 Views are invited on how to deliver benefits from the Scheme to those who hold a separate identity card, passport or both when the Scheme is enrolling large volumes on the NIR.

3.5 Views are sought on:

    (i) the ways to create an effective market to deliver fingerprint enrolment capability for the Scheme

    (ii) what needs to be done to make participation by the private sector in delivering this capability an attractive proposition

65. Comments need not be limited just to these points and we invite any wider comments on our proposals for the implementation of the National Identity Scheme.

66. We will take full account of all comments received on these proposals. Once we have taken stock of the comments received following this consultation, a summary of the responses received will be published. This will be within three months of the closing date for this consultation and will be made available on the Identity and Passport Service website (www.ips.gov.uk).

HOW TO SUBMIT COMMENTS AND CLOSING DATE

67. Copies of this consultation paper and previous documents on identity cards are available on the identity cards website at: www.identitycards.gov.uk. You should also contact the Identity and Passport Service at the address below, should you require a copy of this consultation paper in any other format, e.g. Braille, Large Print, or Audio.

68. As specified above, all comments received may be published unless the person or organisation making them asks specifically that they should not be published.

69. Any comments should be sent to:

> Sara Marshall
> National Identity Scheme Consultation
> Home Office
> Identity and Passport Service
> Globe House
> London SW1E 5EB

70. Comments may also be sent by e-mail to: identitycards@ips.gsi.gov.uk. If commenting by e-mail please include the words "consultation response" in the subject title.

71. All comments should be submitted to arrive no later than **30 June 2008.**

GOVERNMENT CODE OF PRACTICE ON CONSULTATION

72. This consultation follows the Cabinet Office Code of Practice on Consultation. The full Code of Practice is available at: www.cabinet-office.gov.uk/regulation/Consultation

CONSULTATION CO-ORDINATOR

73. If you have a complaint or comment about the Home Office's approach to consultation you should contact the Home Office Consultation Co-ordinator, Nigel Lawrence. The Co-ordinator works to promote best practice standards set by the Cabinet Office, advises policy teams on how to conduct consultations and investigates complaints made against the Home Office. He does not process your response to this consultation.

74. The Co-ordinator can be e-mailed at: Nigel.Lawrence@homeoffice.gsi.gov.uk or written to at:

> Nigel Lawrence
> Consultation Co-ordinator
> Home Office Performance and
> Delivery Unit
> 3rd Floor Seacole
> 2 Marsham Street
> London
> SW1P 4DF

Please DO NOT send your response to this consultation to Nigel Lawrence.

Appendix A: Public-Private Forum on Identity Management

The Public-Private Forum on Identity Management was chaired by Sir James Crosby.

The Forum had representation from twelve organisations, drawn equally from the public and private sectors:

- The public sector was represented by (in alphabetical order) the City of London Police; the Department for Work and Pensions; the Driver and Vehicle Licensing Agency; HM Revenue and Customs; the Identity and Passport Service of the Home Office; and the Serious Organised Crime Agency.

- The private sector was represented on the Forum by (in alphabetical order) Barclays Bank; Boots the Chemists; British Airways; Compass Group plc; Linklaters; and O2.

The Forum's terms of reference were to:

- Review the current and emerging use of identity management in the private and public sectors and identify best practice.

- Consider how public and private sectors can work together, harnessing the best identity technology to maximise efficiency and effectiveness.

Sir James Crosby's report was published jointly by the Chancellor of the Exchequer and the Home Secretary on 6 March 2008.

Appendix B: The National Identity Register

The NIR will not be a single, large database. The sets of information – biometric, biographical and administrative – do not all need to be held in a single system. To help safeguard information and make best use of the strengths of existing systems, it makes sense to store them separately. Specifically:

- For biometric information, we will initially use existing biometric systems used for asylum seekers and biometric visas to meet our short-term needs, moving to new biometric services when the NIR is fully operational.

- For biographical information, we plan to use DWP's Customer Information System (CIS) technology. DWP's CIS technology is already used to hold records for everyone who has a National Insurance Number – i.e. nearly everyone in the UK. However, even though the CIS already contains personal details for most adults in the UK, these entries will not simply be copied to the NIR. The NIR information held on CIS will be held in accordance with the provisions of the Identity Cards Act 2006. Once biometric immigration documents have been designated under the Identity Cards Act 2006, all foreign nationals applying for identity cards will also have their personal information held on the NIR.

- For administrative information related to the secure issue and use of identity cards and passports, we will build on existing IPS systems.