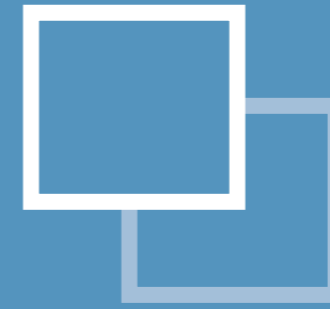




# THE NATIONAL IDENTITY SERVICE: DELIVERY UPDATE 2009



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## Foreword from the Home Secretary

I believe that one of the most important roles of government is to support people, especially in hard times, and to help them protect themselves. The National Identity Service (NIS) will do this by giving all of us a secure and convenient way to prove our own identity to a high level of confidence, and by helping us to protect ourselves from those who might wish to encroach on our individual liberties.

In March 2008, I launched a Delivery Plan for consultation. We listened carefully to the responses and we acted. This update outlines the progress we have made in the last 12 months and our ambitions for the future.

The NIS was previously referred to as the National Identity Scheme. Now that it is increasingly a reality, I think of the NIS as the National Identity Service.

The Identity and Passport Service (IPS), with its delivery partners, has put in place the major foundations for the NIS. The first identity cards were issued to foreign nationals in November last year; over 30,000 identity cards for foreign nationals have already been issued and volumes will grow rapidly. We will issue a total of 75,000 cards by November 2009.

**We are now only months away from the first British citizens getting their own identity cards.** Later in 2009, people in Greater Manchester will be the first in the UK to be able to choose to apply for a biometric identity card. This card will be valid for European travel within the European Economic Area and will provide both convenience and security to individuals wishing to prove and protect their identity. A new online service is now available through Directgov which will allow anyone to express their interest in identity cards and to find out when they become available in their area.

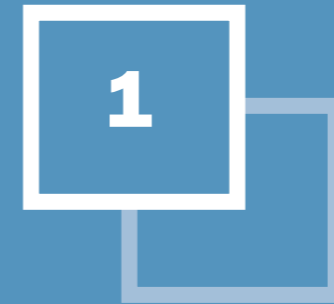
Identity cards will also be issued to airside workers. The roll-out will be undertaken on a phased basis, starting this autumn at Manchester and London City airports.

The NIS already has a comprehensive system of legislative safeguards in place. I will soon appoint the new Identity Commissioner to provide strong oversight and report directly to me and to Parliament.

The NIS is about much more than identity cards – it will also modernise the way we issue passports. It will bring real benefits to people in their everyday lives. It will empower people, making it easier for them to access goods and services in the public and private sectors, on the high street and – in time – online, as well as helping them to protect themselves from identity theft and fraud.

I believe that the NIS will become, in due course, an essential part of everyday life; a vital piece of 21st-century infrastructure underpinning interactions and transactions between individuals, public services and businesses and thus providing the support and help that is such an important role of government.

Jacqui Smith MP  
Home Secretary



# Introducing the National Identity Service

## Why a National Identity Service?

We need the National Identity Service (NIS) because the means to prove your identity quickly and effectively is fundamental to personal liberty, a safe society and an efficient economy.

People use a variety of documents today in this context: passports, driving licences, birth certificates and utility bills. Each has been produced for a specific purpose and contains data relevant to that purpose. Most have not been produced for the purpose of proving an identity yet they are often used to do this, for example when people need to prove their entitlement to a particular public service.

However, public services, businesses and other organisations do not share a common standard that allows individuals to identify themselves, prove their entitlement or authenticate themselves to access an existing service. The result can be that they present more information than is required, or they are asked to produce several different types of identity documents to access goods or services.

### For example:

- a driving licence, as well as providing proof of age in order to enter a nightclub, also reveals the holder's address which some people may not wish to reveal; and
- people are often asked to provide more than one proof of identity, such as when applying for a parking permit, which is not always convenient.

Due to the range of ways in which people prove their identity, fraudsters can exploit this to assume multiple identities. The challenges of delivering the right service and preventing fraud are made harder today by remote transactions – whether on the phone or the internet.

It is estimated that identity fraud costs the economy £1.2 billion a year<sup>1</sup> and accounts for a criminal cashflow of £10 million per day.<sup>2</sup> The impact this has on individual victims of identity theft varies. It can take up to 48 hours' work for a typical victim to put their affairs back in order and clear their name. In cases where a 'total hijack' has occurred, it may take the victim over 200 hours and cost up to £8,000 before things are back to normal.<sup>3</sup>

We therefore need a trusted source of identity information that everyone can rely on and that is both convenient and easy to use, as well as being secure. That is the goal of the NIS.

## Introducing the National Identity Service

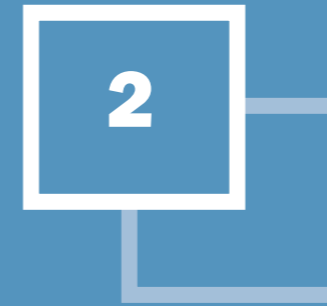
### What is the National Identity Service?

The NIS will include new, more secure, biometric passports from 2012 and identity cards from 2009.

Each passport and identity card will be unique and will combine the holder's biometric data (fingerprints and photograph) with their checked and confirmed identity details, called a 'biographical footprint'. These identity details and the biometrics will be stored on the National Identity Register (NIR). Basic identity information will also be held on a chip in the passport or identity card itself.

The Service is already a reality for those foreign nationals who have been issued with identity cards since November last year. This is already making a difference in terms of protecting our borders and detecting crime. By November this year, 75,000 foreign nationals will have a card, using it to prove their right to stay in this country legally.

This year will see the first British citizens being able to choose to apply for a voluntary identity card as well as airside workers at London City and Manchester airports being issued with cards as part of the first phase of the Critical Workers Identity Card (CWIC) roll-out.



# Delivering the National Identity Service

## Issuing the first identity cards

The first identity cards were issued in November 2008 to foreign nationals by the UK Border Agency, to students or spouses of partners granted extensions to their stay. The cards are now being rolled out to more categories of people, which means that 90 per cent of all foreign nationals will have a card by 2014.

By requiring a foreign national to enrol their biometrics as part of their immigration application, individuals are locked to a single identity. The introduction of the card supports the UK's system for managing migration. The cards are also a form of residence permit and will ultimately replace the less secure vignettes currently placed in passports.

These cards are helping to keep our borders strong, and are providing additional protection against illegal immigration and illegal employment. The card provides evidence of the holder's nationality, identity and status in the UK. It provides information that helps public agencies, employers and educational establishments easily understand the entitlements for individual migrants.

These identity cards build on existing technology already in place to protect the UK from illegal immigration. For example, through the roll-out of biometric visas, more than 3.6 million people have been fingerprinted and as a result more than 5,200 cases of identity fraud have been identified.

Britain is already seeing the benefits of the enhanced biometric checks used to issue identity cards. So far, three applicants have been successfully prosecuted for trying to obtain leave to remain by deception, with many more cases referred for prosecution.

These identity cards are already helping genuine migrants learn and work legitimately in the UK. Employers and education providers have also welcomed the cards. For example, Tim Cowen, Director of Communications for NCP Services, has said:

“Crucially, it will also help those who genuinely have the right to work in the United Kingdom get employment quickly – since it will be easier to check their identity and get them working.”

And Julian Gravatt, Director of Funding and Development at the Association of Colleges, has said:

“Colleges welcome any measure which facilitates the recruitment of genuine students to study in the United Kingdom and the economic benefits this brings.”

## Introducing the first voluntary card for British citizens

The Home Secretary and the Identity and Passport Service (IPS) have made clear their intention to issue voluntary identity cards this year to allow British citizens who choose to do so to take advantage of the benefits of having an identity card.

After careful consideration and talking to stakeholders across the UK, IPS has decided to begin offering the first voluntary identity cards in Greater Manchester. There are a number of reasons for choosing Manchester as the first launch location, foremost among which are:

- **identity cards will be issued to critical workers at Manchester airport later this year under existing plans;**
- **the city has a high proportion of young people, a group long recognised as having particular challenges in proving both their age and identity, and for whom a voluntary identity card will deliver significant benefits; and**
- **the area has a significant number of foreign national identity cards already in circulation, particularly among overseas students.**

The fee for these first voluntary identity cards for British citizens will be £30 and, as well as providing the holders with a secure, convenient means of proving who they are, the card will enable the holder to travel throughout Europe.

For people living elsewhere in the country, a **new online service** has been launched on Directgov ([www.direct.gov.uk/identity](http://www.direct.gov.uk/identity)) with information about the NIS and how to protect your identity from theft, and the facility to sign up to receive regular information about identity cards, including being notified when they become available in your area.

## Identity cards for critical workers

Effective identity assurance is particularly essential to a strong personnel security regime at sensitive sites around the country. Identity cards can make an important contribution to such assurance. The first group of critical workers to be issued with identity cards will be those working airside at airports.

Manchester and London City airports have already agreed to be part of the first wave of airports to be involved in CWIC.

The roll-out of identity cards to airside workers will be undertaken on a phased basis, starting this autumn. As part of this incremental approach, we have agreed with both airport operators that we expect the initial requirement to obtain an identity card will focus on new airside workers. We will then work closely with both airports to review and assess this initial implementation before deciding how to extend the opportunity to benefit from enrolment in the NIS to existing employees.

## Your identity rights

We know how important it is for people's individual rights to be protected. We are committed to ensuring that we are very clear about what their rights are, and that the necessary processes, systems and people are in place to make sure that these rights are protected and upheld as the NIS grows and develops.

We are committed to the following principles:

- **You will provide your identity information at the start of the application and enrolment process and will 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 change in your information.**
- **Your subject access rights<sup>4</sup> to your information under the Data Protection Act 1998 remain.**
- **Transactions involving the National Identity Register and any private sector organisation must be done with your consent. Your consent must also be given for transactions involving public sector organisations, except in limited circumstances such as those involving national security or crime.**
- **A full record will be kept of information held which has been changed or provided, which will be available to you in accordance with your subject access rights under the Data Protection Act 1998.**

An **Identity Rights Charter** will be published later this year, and we will be involving the public in its development. The Charter will include more information about the specific standards and processes we will use to safeguard your information. These rights will supplement our legal obligations under the Data Protection Act 1998, the Identity Cards Act 2006 and the Human Rights Act 1998.

In order to ensure that the public have a say in how these rights are protected, we will be bringing together different groups of citizens to explore issues and concerns. We are also committed to

setting up a **Public Panel and a supporting experts group** to ensure that there is an ongoing and public dialogue.

The advisory role of the Public Panel and experts group will complement the assurance and oversight role of the Identity Commissioner.

The recruitment of the Identity Commissioner is entering its final stages, and the Commissioner will be in place before the first card is issued under the Identity Cards Act 2006.



**I think it could be useful because of the amount of times we get questioned for our age**

## Progress made and next steps

### Progress made

Since the publication of the *National Identity Scheme: Delivery Plan 2008*<sup>5</sup> a year ago, we have made progress in moving the Service forward. This progress owes much to the quality of the engagement we have had from the public, from businesses and from other parts of government.

We published the Delivery Plan in 2008 for consultation and embarked on an intensive process of engagement all around the country, as well as receiving many written responses from both individuals and organisations. Our response was published in November last year, along with the leaflet *Introducing the National Identity Scheme*,<sup>6</sup> shortly before we began issuing cards to foreign nationals.

Our Interview Office Network goes from strength to strength, with over 300,000 interviews for passport applications carried out since April last year.

Looking forward, we announced in the Delivery Plan 2008 that we would plan for a future where enrolment services would be provided not by the Government but by a competitive, open market (in the same way that an open market exists for the provision of passport photographs today), and in November we published a 'market prospectus'

for organisations interested in participating in this market and have had a very positive response.

We have also developed further our strategy for a risk-based approach to interviewing applicants for a passport and/or identity card from 2012. This approach will allow us to filter applications to ensure that we focus interviews on the highest risk applicants, a key weapon in our counter-fraud effort.

In addition, the General Register Office (GRO) has launched a new scheme to combat a further type of identity fraud which costs businesses millions of pounds a year and can devastate grieving families: fraudsters impersonating the dead. Since September 2008, on behalf of the Registrars General for England and Wales, Northern Ireland and Scotland, the GRO has released around 400,000 death records to carefully vetted organisations to match against their clients' databases. Already tens of thousands of matches have been made against business records to prevent potential fraud.

The NIS needs to be built on solid legislative and contractual foundations. In November 2008, IPS began consulting<sup>7</sup> on the secondary legislation (orders and regulations under the Identity Cards Act 2006) required to issue identity cards from autumn this year. Subject to Parliamentary approval, these will be in place for the first identity cards to be issued to British citizens in the autumn.

No questions, just secure, you have it there, and that's it really

Legislation is not all that is needed to make the NIS a reality for British citizens. Contracts with suppliers need to be in place, key roles need to be recruited and important processes need to be defined. In the past nine months, we have:

- signed a contract with a supplier – Thales – to build the technical solution for 'early interest' groups and for CWIC; and
- signed contracts to two suppliers – CSC (Computer Sciences Corporation) and IBM – to build key parts of our modernised application and enrolment process and our biometric system.

### Next steps

There is still much to do. The table below sets out some key milestones for later this year and beyond.

|                      |  |
|----------------------|--|
| <b>Later in 2009</b> | <ul style="list-style-type: none"> <li>• Identity Commissioner, Public Panel and supporting experts group appointed</li> <li>• Complaints process finalised and published</li> <li>• Identity Rights Charter developed and published for consultation</li> <li>• First identity cards issued on a voluntary basis to British citizens in Greater Manchester</li> <li>• Identity cards issued to critical workers at Manchester and London City airports</li> </ul> |
| <b>2010</b>          | <ul style="list-style-type: none"> <li>• Primary legislation published to enable people to choose between a passport and an identity card when enrolling in the NIS from 2012</li> </ul>   |
| <b>2012</b>          | <ul style="list-style-type: none"> <li>• All British passport applicants to be able to choose between a passport or identity card, or both</li> </ul>  |

#### Notes

<sup>1</sup> [www.identitytheft.org.uk/cms/assets/cost\\_of\\_identity\\_fraud\\_to\\_the\\_uk\\_economy\\_2006-07.pdf](http://www.identitytheft.org.uk/cms/assets/cost_of_identity_fraud_to_the_uk_economy_2006-07.pdf)

<sup>2</sup> [www.cifas.org.uk/default.asp?edit\\_id=561-56](http://www.cifas.org.uk/default.asp?edit_id=561-56)

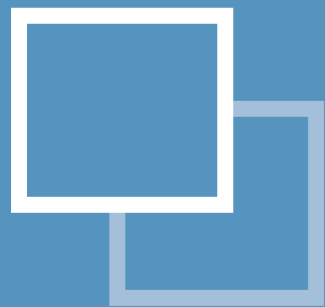
<sup>3</sup> [www.cifas.org.uk/default.asp?edit\\_id=561-56](http://www.cifas.org.uk/default.asp?edit_id=561-56)

<sup>4</sup> See Glossary for definition

<sup>5</sup> [www.ips.gov.uk/passport/downloads/national-identity-scheme-delivery-2008.pdf](http://www.ips.gov.uk/passport/downloads/national-identity-scheme-delivery-2008.pdf)

<sup>6</sup> [www.ips.gov.uk/identity/downloads/introducing\\_the\\_national\\_identity\\_scheme.pdf](http://www.ips.gov.uk/identity/downloads/introducing_the_national_identity_scheme.pdf)

<sup>7</sup> [www.ips.gov.uk/identity/downloads/NIS\\_Legislation.pdf](http://www.ips.gov.uk/identity/downloads/NIS_Legislation.pdf)



# Glossary

## Biometrics

Biometrics are the unique physical characteristics that can be used to identify you. These include facial images and fingerprints.

## European Economic Area

The European Economic Area (EEA) comprises the member states of the European Union together with Norway, Iceland and Liechtenstein. EEA nationals have rights of free movement throughout the EEA and in addition, although not a member of the EEA, similar rights of free movement apply to nationals of Switzerland.

## Experts group

The experts group will support the Public Panel to give informed views about how the NIS should develop over time.

## Identity card for foreign nationals

The identity card for foreign nationals is another name for the biometric immigration document being issued to non-EEA foreign nationals by the UK Border Agency.

## Identity Commissioner

This is a new regulator, described in the Identity Cards Act 2006 as the 'National Identity Scheme Commissioner'. We propose – subject to agreement with the appointee – that the regulator be known as the 'Identity Commissioner'. The Commissioner's responsibilities under the Act are to keep under review how IPS keeps information on the NIR accurate and secure, the uses of identity cards by both public and private sector organisations and the way the NIS is implemented and managed.

## Identity Rights Charter

A proposed agreement between government and the public about how the NIS should be developed, including clarifying the rights, responsibilities and expectations of all parties involved in building, operating and using the Service.

## Market prospectus

Also referred to as our Front-Office Services Prospectus, this document sets out a vision for how assisted application, biometric recording and related services could be provided by an open market.

## National Identity Card

A UK National Identity Card will be the card issued to British citizens and valid for use as a travel document within the EEA instead of a passport.

## National Identity Register

The National Identity Register (NIR) is the register of individuals established under section 1 of the Identity Cards Act 2006. It will hold securely the identity details, including biometric information, of everyone issued with an identity card under the Identity Cards Act.

## National Identity Service

The National Identity Service (the NIS or the Service) – which was previously referred to as the National Identity Scheme – comprises identity cards, passports and the NIR, and the supporting infrastructure.

## Public Panel

Individual members of the public who may meet in regional groups, and who present views or recommendations about the NIS which can be used to develop policy, good practice or better regulation. The Public Panel will be supported by an experts group.

## Secondary legislation

Secondary legislation enables detailed provisions and subsequent changes to the law to be made under powers already established in primary legislation – in this case, the Identity Cards Act 2006. Secondary legislation includes regulations and orders and may be subject to Parliamentary scrutiny.

## Subject access rights

Subject access rights are the rights conferred by sections 7, 8 and 9 of the Data Protection Act 1998 for a person to be provided with information about personal data held about them, including a copy of the information held, but subject to any general exclusions under the Data Protection Act.

## For further information

|                                   |  |
|-----------------------------------|--|
| <b>NIS on Directgov</b>           | <a href="http://www.direct.gov.uk/identity">www.direct.gov.uk/identity</a> |
| <b>Home Office</b>                | <a href="http://www.homeoffice.gov.uk">www.homeoffice.gov.uk</a>           |
| <b>IPS</b>                        | <a href="http://www.ips.gov.uk">www.ips.gov.uk</a>                         |
| <b>Identity theft partnership</b> | <a href="http://www.identitytheft.org.uk">www.identitytheft.org.uk</a>     |
| <b>UKBA</b>                       | <a href="http://www.ukba.homeoffice.gov.uk">www.ukba.homeoffice.gov.uk</a> |

