Trust & Identity Within Local Service Delivery

- The Key to ID

Index

1. Introduction

Trust & Identity Within Local Service Delivery

In his review 'Challenges and opportunities in identity assurance', Sir James Crosby (see Appendix II) stated that any ID card scheme 'should be designed from the consumer's perspective'.

He was careful to point out that his remit was 'not to comment on the desirability or otherwise' of the government's plans for ID cards', yet stated that he did not believe they would be 'the catalyst for the emergence of the consumer-driven universal ID assurance system envisaged'.

He put forward ten principles for the design of any ID card scheme:

- Restricted to enabling citizens to easily assert their identity
- Designed to inspire trust – and operated independently of government
- Data held should be minimised
- Enable citizens to 'own' their identity
- Offer different enrolment processes to offer the 'simplest' choices
- Be capable of rapid roll out
- Be capable of quick repair in instances of loss or fraud
- Be aligned to systems used by commercial world
- Be provided free of charge
- Involve commercial third parties in delivery

"I regard each aspect of these principles to be critical to the goal of creating the conditions for a consumer-driven universal ID assurance scheme to emerge and flourish," said Sir James.

The reality of a functioning national ID card scheme is many years off and, if current government plans are implemented, that reality may bear little relation to Crosby's vision.

In the meantime, local authorities have a pressing need: secure identification and authentication of citizens is a key enabler to delivering 'transformed' and efficient public services. Waiting for a national solution may not be a realistic option in today's financially constrained, customer focused times.

LGITU (Local Government IT in Use) magazine and its partner online news service, UKauthorITy.com, with support from Microsoft, thus set out to investigate how local authorities are approaching the task of enabling secure citizen transactions today.

The ensuing research programme, 'Trust & Identity Within Local Service Delivery', was designed to provide a snapshot in time of local authorities' views on the issues of identity and authentication in connection with the delivery of transformed citizen services.

How are local authorities approaching the task of identifying citizens and enabling secure transactions as they start the 08/09 financial year? What practical steps are they are taking today? What are their plans for the future?

The aim was to gain insight to the groundswell opinion in local government at this point in time in approaching citizen identity and authentication – should it be citizen-centric or government controlled?

Unlike more in-depth research programmes, the survey was specifically designed to be undertaken and the results published in a short period of time in order to give a snapshot of approaches at the start of the current financial year.

Far from providing a 'definitive' guide to the identity and security landscape in local government, the research aimed to highlight current issues and trends and thus provide the basis for further discussion and debate in the quest to deliver secure and transformed citizen services.

The results are published in this report and will be distributed free of charge to local government officers. They will also be featured in both LGITU magazine and on UKauthorITy.com, in a move that is hoped will further open up the debate on identity and authentication on the front line for public services today.

The research team thanks all survey participants for their time in completing this survey and hopes that they will find the combined views of local government of help within their own councils in setting future direction on this issue. It also thanks Microsoft for supporting the project and thus enabling the research to take place.

2. Executive Summary

Trust and identity are key issues for the UK's public sector. A spate of high profile - and most times embarrassing - data losses has led to plummeting levels of public trust in the sector to keep individuals' data secure.

Consequently, the issue of a national identity card solution has become mired in controversy.

Yet at the same time, the sector has a pressing need to both accurately identify citizens and deliver effective and efficient public services: the right service, at the right time, in the right place and, most importantly, to the right person.

As an indicator of how important this issue is within local government, over one third (36.75%) of the UK's local authorities participated in this survey. Two hundred and sixty one senior officers (with little spare time on their hands) from these 172 authorities returned an online questionnaire aiming to investigate 'who' local authorities felt the citizen trusted to own, manage and maintain their identities and how they were currently approaching the identification and authentication of local service users.

2. 1 Who owns ID?

There is no doubting local government's viewpoint: 98 percent of those responding to the survey said that the citizen alone should own their identity.

Just over a fifth (22%) though also felt that central government, and just over one in ten (12%) the local service provider, should have ownership of a citizen's identity.

But who does the citizen trust to look after their ID? Well, the feeling is that it is not government – just four percent felt that the citizen trusted the government either 'strongly' or 'totally' with their identity.

This is not really surprising given this recent spate of cringe-worthy examples of public sector incompetence in handling personal data. From lax systems to plain stupidity, disks have been put in the post, laptops left lying around and paper files left on trains.

The two common features of all such incidents are the obvious high sensitivity of the data lost and the equally obvious low importance put on data in the first place.

In his recent review on identity, Sir James Crosby said that any ID card scheme 'should be designed from the consumer's perspective'. From the ten principles for the design of any ID card scheme that he put forward it is obvious that public trust in any system is his overriding concern – even to the point of suggesting that it be 'operated independently of government'.

Trust is earned by those who accept responsibility and prove that they are capable of carrying that burden. Thus far the government has failed dismally to prove it is a responsible data holder.

So, if not central government, who does local government think the citizen trusts to look after identity data? The highest 'trust' scores were given to the banks – but at less than half (44%) this is not a universal call for banks to manage identities. There were no other candidates hovering on the horizon either: credit reference agencies (31%), the health service (28%), supermarkets (25%) and trailing in at the rear, local government at 15 percent.

As one respondent pointed out though, "Trust is difficult to define; many people use a service because it's practical not necessarily because they trust it."

Many seemed to feel that the question had the wrong focus, it was not who was trusted, but that the approach was wrong: "The essential feature of trust is to place the management of the individual's identity clearly in the hands of the individual and not a bureaucracy."

Said one, "Ownership is quite (simple), what muddies the water is who has the right to use it, what it's used for and how it's shared with others."

2.2 What is the key?

So, should local government wait for a fully functioning national ID card scheme or forge on with local identity and authentication solutions to enable secure citizen access to local services?

Over half (54%) felt that they had no choice but to press on with local solutions. But almost four in ten (38%) felt that they needed to wait for a national solution. The comments to this question illustrate the conundrum currently faced by local government – they have to enable secure access to services in order to

meet Gershon, Varney and transformation goals.

But there is reluctance to waste taxpayers' money on solutions that may, or may not, work with any national system eventually imposed.

"We need an authentication solution now," said one. "So we cannot wait many years for the ID card scheme. Especially as the ID card scheme is controversial so we cannot be certain if and when it will appear, or whether it will be in a form useful to us."

As ever, many in local government have a pragmatic approach: "The key here must be to use open standards to ensure integration of various identity stores. Getting citizens to check and authorise the use or sharing of correct identity information will be a practical solution and will increase confidence in, and use of, any schemes which support the use of this identity information."

Added another: "What might be more expedient are some clear guidelines and principles prepared on a national basis, which can then be implemented locally."

2.3 And the best way forward?

The issue of budgets and the cost of implementing solutions – especially national offerings such as Government Gateway or Government Connect - was an underlying theme to many responses.

Over a half of respondents were actively investigating a local citizen identity and authentication solution for secure transactional services. Two in ten (19%) were actually implementing such a solution.

Of those investigating or implementing a solution nearly a quarter were implementing Government Connect and 15% were implementing Government Gateway. A further 61% and 52% respectively were currently investigating these solutions. Just under a third were also investigating or implementing secure information cards, chip & PIN solutions or the use of tokens.

There appeared to be great enthusiasm for the Government Connect and Gateway solutions, tempered with frustration and disappointment that both initiatives had taken so long to come to fruition. This appeared to be responsible for

authorities taking the search for a solution into their own hands.

Encouragingly, however, what came through strongly in all sections of this survey was a healthy pragmatism – the needs of the organisation would have to be matched with the needs of the citizen, but within the confines of available budgets.

Respondents were asked for their ideal solutions – if firstly budget were not an issue, then secondly in light of the latest Comprehensive Spending Review (CSR07). In the former case robust and leading edge technologies and solutions (from biometrics to national ID cards) were proposed. In the light of current budgetary constraints the most popular suggestions centred around two-factor authentication, often involving low tech or existing items such as passwords and questions based on existing data held.

2.4 How do you inspire trust?

In order to deliver transformed and cost effective services, local government must find a way to deliver secure 'self service' and coordinate its picture of the citizen. Accurate identification of citizens, collation/linkage of all information on that citizen, and the means to authenticate who that person really is, are key building blocks for many initiatives – from efficiency savings to reducing 'avoidable contact' under National Indicator 14.

Above all, to successfully transform local service delivery the sector must therefore find a robust solution – or series of solutions – that are trustworthy in the eyes of the citizen.

If this is not possible within the short term local government must, at the very least, convince citizens that the benefit to them in placing trust in the public sector is greater than any perceived risk – ie the quality of the services delivered justify any leap of faith from the citizen.

Unfortunately, in the current atmosphere of public data loss and security breaches this will be no easy task.

3. Comment

Nigel Tilley, Public Sector Identity Lead, Microsoft UK

Trust, as the following report highlights, is not something that citizens readily associate with local authorities or central government when it comes to providing identities to allow access to online services and information.

Recent losses have only emphasised the point, with many people feeling increasingly reluctant to use online services which might compromise their identity or, more importantly, impact them financially. At Microsoft we have been working with, and listening to, local authorities to develop a model that reflects how people want to interact with government online, without getting mired in the ownership or validity of one government identity over another.

By focusing on the needs of the end user we are able to make certain assumptions about how people want to interact online. Creating an artificial boundary between the user and government by demanding a separate government identity - rather than those people are familiar with using (for commercial internet use) - is unlikely to increase confidence or drive uptake of services.

If we can offer users the chance to engage with government through familiar interfaces and channels, and to use commercial identities where they are appropriate, we will quickly see demand for services growing. This does not mean there will never be an application or a need for a government identity for citizens. But it allows for the pragmatic adoption of identities that are 'fit for purpose' to offer customised information and access to transactional services.

Just like in the real world it puts the user back in control of which identity they are most comfortable in using for a particular transaction.

A recent project at the London Borough of Newham has demonstrated how this can be achieved today. Newham enables partners from 12 other councils to connect to its collaboration service using Windows CardSpace, with trusted identities provided through a third party. The goal is to rapidly expand this for citizen use too. The project

offers convenience and security for the end user and cost savings for the council. Equally, Milton Keynes is successfully delivering refurbished PCs to local residents with a pre-configured Windows Live ID. The ID is used to authenticate the resident and offers the council the chance to personalise the delivery of information and services. The goal over time will be to integrate this into the council's back office systems enabling a much more proactive engagement than is currently possible.

These two examples offer some insight into what councils are already doing to solve the trust and identity conundrum. They have embraced technology to offer a better experience to their customers. They provide users with simple and secure ways to engage online with their council, which can be built upon and extended as the identity management landscape across government matures.

Adopting 'fit for purpose' identity provision has allowed these councils to focus on their primary service delivery objectives, manage the risk associated with providing access to information online and build positive links within the community by giving residents the ability to engage and participate in local matters.

3. The Survey

3.1 Methodology

The research programme, 'Trust & Identity Within Local Service Delivery', was designed to provide a snapshot of local authorities' views at the start of the 08/09 financial year on the issues of identity and authentication in connection with the delivery of transformed citizen services.

Unlike more in-depth research programmes, the survey was specifically designed to be undertaken and the results published in a short period of time in order to give a snapshot of approaches at the start of the current financial year. Questionnaires were issued and collated in May and June with the analysis undertaken over the summer and the final report produced in September 2008.

LGITU and UKauthorITy.com's publisher, IPL, maintains a database of subscribers to its stable of publications in the local government and local area agreement (LAA) organisation space. This currently comprises over 22,000 local government and other LAA organisation officers. This was used to identify and personally invite relevant executive members and senior local government officers and IT practitioners in all UK local authorities to participate in the research programme and outline their views and experiences on the issues.

Invitations to participate in the web-based survey were sent by personalised email, containing a link through to a personalised survey form, thus enabling the results to be analysed, if necessary, by council type, region, area of service and job function through use of key codes rather than the collection of new data. This also enabled the results to be anonymised whilst retaining comprehensive information about council type, geographical region and job function for analysis purposes.
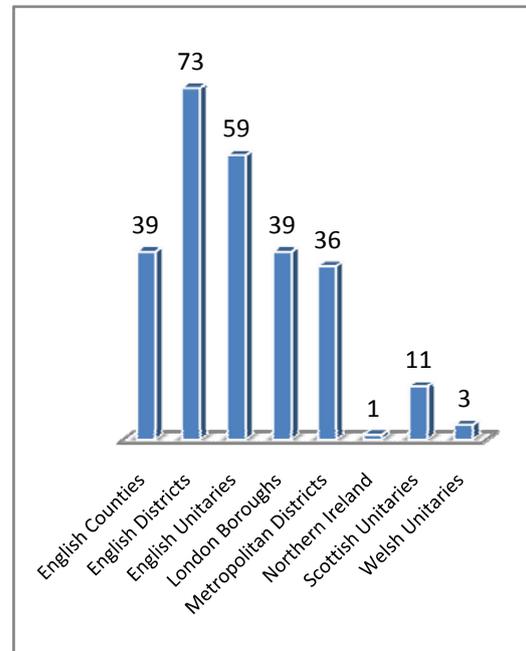
3.2 Response

A total of 261 senior officers from 172 different local authorities responded to the survey.

This represents a response from 36.75% of the total 468 UK local authorities.

As stated previously, responses to the survey are anonymised; however data on job title and council was recorded. Appendix I contains

separate listings of these data sets to provide a full flavour of respondents whilst at the same time preserving anonymity.

*Breakdown of response by council type (numbers):*

Empirically, the English district councils represented the largest group of respondents. However, the greatest response rate per council type came from the English counties - 67.6% of county councils participated in the research.

Great interest also came from the English unitaries (63.8% of type responded), metropolitan districts (61.1% of type responded) and the London boroughs (60.6% of London councils responded). The Scottish unitaries (31.3%), English districts (24.8%), Welsh unitaries (13.6%) and Northern Ireland (3.8%) showed far less interest in participating in the research.

The results have been calculated and reported as a whole unless otherwise stated. As can be seen from the following chart, just over a quarter of the overall response was from English district councils (28%), with the larger English councils (counties, unitaries, London boroughs and metropolitan districts) representing two thirds of the response (66.2%). Scottish, Welsh and Northern Ireland councils accounted for just 5.8% of the response.

Response by council type (percentage):
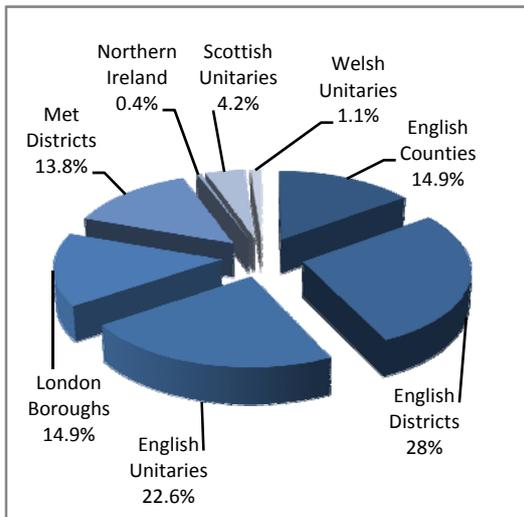
Response by region (percentage):

In regional terms (all council types) there was significantly greater interest in the survey in the south east (19%) and London (15%) than there was in Scotland (4%), the north east (4%) or in Wales (1%).
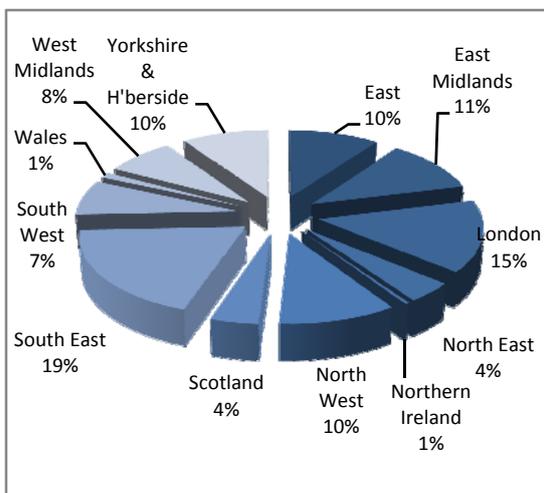
For a full list of participating councils see Appendix I.

Breakdown of response by job type/responsibility:

Officers from a wide range of job functions responded to the survey, with responsibilities representing the full gamut of local services. From heads of IT, IT seniors, e-government managers and webmasters through to customer services, revenues and benefits, chief executives and members:

| Respondents	Job function
45	IT Senior Managers
16	Heads of IT
15	E-government
15	Housing Benefits
14	Personnel
13	Business Researchers/Analysts
13	Customer Services
12	Revenues & Benefits
10	Councillors
9	Webmasters
8	Fraud Detection
8	Project Managers
7	Business Change/Transformation
7	Libraries
7	Trading Standards
6	Environmental Health
6	Finance
5	Heads of Planning (Devel't Control)
5	Social Services IT
4	Procurement
4	Quality Initiators
4	Social Care Commissioning
3	Policy Officers
2	Education IT
2	Heads of Education
2	IT Risk Manager
2	Public Relations
1	Chief Executive
1	Children's Services Commissioning
1	Children's Services Head
1	Children's Social Care
1	Community Services
1	Direct Services
1	Economic Development
1	Environmental Services
1	FOI
1	Head of Housing
1	Head of Technical Services
1	Internal Audit
1	LLPG Custodian
1	Organisational Development
1	Other
1	Social Services
1	Strategist

For a full listing of participating job titles/functions see Appendix I.

4. Results

4.1. How much do you think the citizen currently trusts the following organisations to look after their identity data?

So who does local government think that the citizen trusts to look after their ID? Well, it is not central government – just four percent felt that the citizen trusted the government either 'strongly' or 'totally' with their identity.

Neither is it local government. On a scale of 1 to 5 where 1 equals 'No trust at all' and 5 equals 'total trust', local government scored just 15% in the highest 'trust' categories (4 and 5). It was felt that the citizen placed more trust in the banks (44%), credit reference agencies (31%), the health service (28%), and even the supermarkets/loyalty card providers (25%) than they did in either local government (15%) or central government (4%).
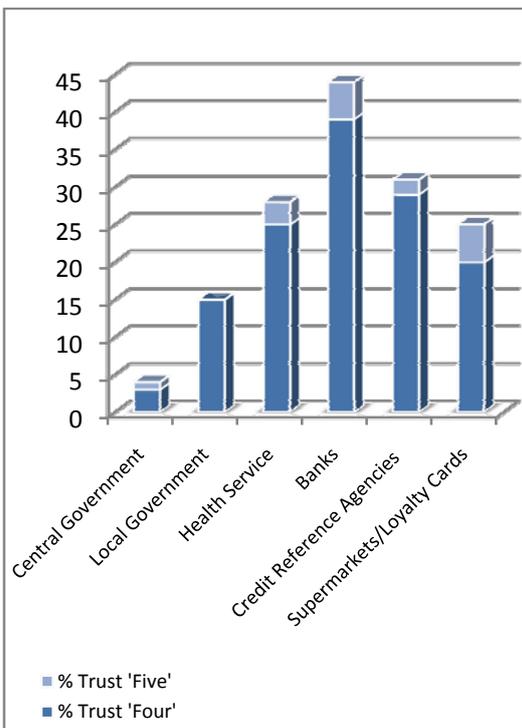
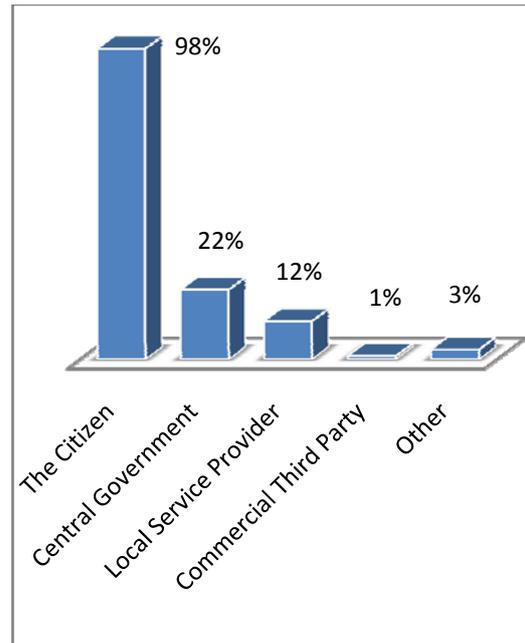No. of users who responded to this question: 261 (100%)

Said one respondent, raising the issue that 'trust' can be tempered by need: *"Trust is difficult to define, many people use a service because it's practical, not necessarily because they trust it."*

Added another: *"To work, there has to be a high degree of trust. Recent events mean that citizens are only likely to trust themselves in these matters!"*

4.2. Who should 'own' a citizen's identity?

There is no doubting local government's viewpoint: 98% of the 261 senior local authority officers responding to the survey said that the citizen should own their identity.

Just over a fifth (22%) though also felt that central government, and just over one in ten (12%) the local service provider, should have ownership of a citizen's identity.

No. of users who responded to this question: 261 (100%)

The question attracted a number of additional comments illustrating the sector's high focus on the citizen it serves:

"As servants of the people any/all governance can only be conducted with their uncompromised support. Ownership of any citizen-based information must be for a fully justified reason, by those who recognise they are guardians both of the data itself and its usage."

"Recent publicity about central government losing data, bank data being accessed - plus suggestions the proposed NHS central database is not as secure as it should be - has undermined confidence in all organisations. Bank and credit agencies have had a dubious rep for years because we know that they sell information - others may sell it but we don't necessarily know they are doing it."

"We're into George Orwell territory if the answer is anything other than 'The Citizen'. Perhaps you meant who should own/allocate the standardised definition of a citizen's identity? In which case the answer may well be central government or even an independent agency acting on behalf of an international standards body."

The importance of individuals being in control of their own identity, and their own destiny, was referred to by many and echoes the principles laid out in the Crosby review:

"Citizens will have more faith in a system in which they have control over their identity information and how it is used, by whom, and in what circumstances."

"The essential feature of trust is to place the management of the individual's identity clearly in the hands of the individual and not a bureaucracy."

"Information about the citizen should be owned by the citizen. However that is far from true as widely reported issues of mistaken identity and errors have shown."

"The citizen has to be the owner of the data - the citizen may then decide who to trust with that data."

But the pragmatism of this sector in delivering public services was highlighted by a number of comments:

"Ownership is quite (simple), what muddies the water is who has the right to use it, what it's used for and how it's shared with others."

"Central government/local government records should link to one central database with controlled access levels for users."

"Some data needs to be held by certain authorities and organisations but only in encrypted form, so that we do not face recent problems with loss of personal information. I know it is hard for the citizen as I personally nearly became a victim of identity theft."

"We all already have a National Insurance Number, with user able to choose security passwords, etc."

"Local government - however the software used should be standard through all local authorities."

Meanwhile, the respondent claiming that *"All data collection is intrusive, liable to un-eradicable errors, and will be lost by professionally incompetent civil servants,"* was by no means a lone voice.

The somewhat depressing realism continued: *"A national scheme will carve mistakes into the stone; citizens are better off with individual organisations making their own data mistakes."*

4.3. Should local Government wait for a fully functioning national ID card scheme or forge on with local identity and authentication solutions for secure citizen access to local services?

Less than four in ten (38%) of respondents felt that local government should wait for a national solution to this problem – 63% felt that they needed to implement a local solution to complement any potential national scheme; and 54% that they should press on with a local solution irrespective.
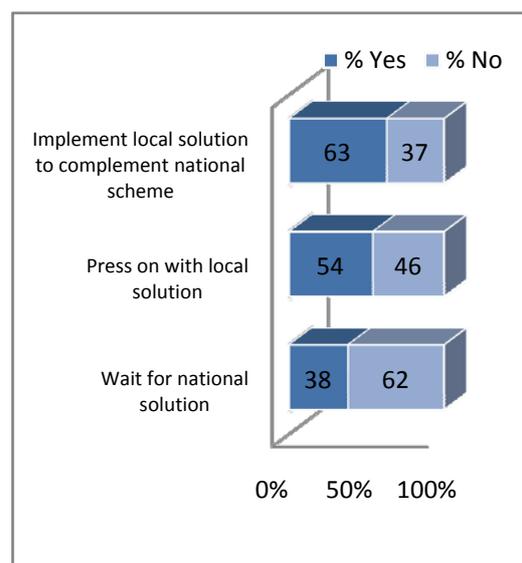
No. of users who responded to this question: 257 (98%)

The issue is clearly one currently concerning local government – the comments connected to this question were again illuminating and illustrative of both the frustration felt in delivering secure solutions today and ensuring that public money was wisely spent for the future.

Timing appeared to be a crucial factor. Said one senior officer: *"We need an authentication solution now, so we cannot wait many years for the ID card scheme. Especially as the ID card scheme is controversial so we cannot be certain if and when it will appear, or whether it will be in a form useful to us."*

Despite the acknowledged need for a solution today, many highlighted the budgetary and financial dilemmas they faced:

"There are too many unknowns to take decisions or spend tax payers' money. Waiting for a national solution will take too long. Local solutions are likely to become obsolete long before project pay back."

"A national solution seems like the most logical solution but I think it is probably the least likely to happen in the next five years. What might be more expedient is some clear guidelines and principles prepared on a national basis, which can then be implemented locally."

This importance of standards was highlighted by many: *"The key here must be to use open standards to ensure integration of various identity stores. Getting citizens to check and authorise the use or sharing of correct identity information will be a practical solution and will increase confidence in, and use of, any schemes which support the use of this identity information."*

Interestingly, the numbers who were *"less than convinced that centralised security arrangements could be adequately robust to support secure authentication, even at a local government level"* were roughly equal to those that felt that *"There should only be one ID system otherwise there will be conflicting systems which could cause false info/fraud to be input/occur."*

The management of public perceptions of this sensitive issue was also a cause for concern: *"There is a big difference between ID card schemes and identity identification and management. Too many people seem to be getting these mixed up. ID card schemes are for identification, similar to passports. Identity management is about allowing single access to systems to make life easier for the citizen to access government facilities."*

"The mixed messages in terms of what the national ID scheme is meant to achieve is confusing. Also technology cannot and will not ever be a substitute for a proper process and adherence to that process."*

Added another: *"A national ID card scheme is not the same as a national authentication service such as GC Register, and responsible media should stop fanning public fears with superficial reporting."*

4.4. Are you currently investigating or implementing a local citizen identity and authentication solution for secure transactional services?
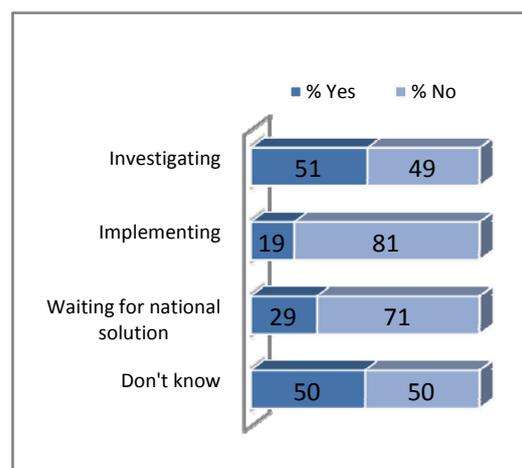
No. of users who responded to this question: 255 (97%)

Just over half of the respondents (51%) said that their authority was currently investigating a local citizen identity and authentication solution for secure transactional services.

But less than two in ten (19%) were actually implementing such a solution. Encouragingly for the citizen, over seven in ten said that they were not going to wait for any national solution to the issue.

4.5. If investigating or implementing a solution, which of the following are you working with?

Nearly a quarter of the 134 respondents who provided data for this question were implementing Government Connect, with another 61% investigating this at present. Just 15% were taking no action in relation to this.

Fifteen percent were implementing Government Gateway, with over half (52%) investigating it and over a third (34%) taking no action on this front.

Just under a third were currently investigating or implementing secure information cards, chip & PIN and tokens.
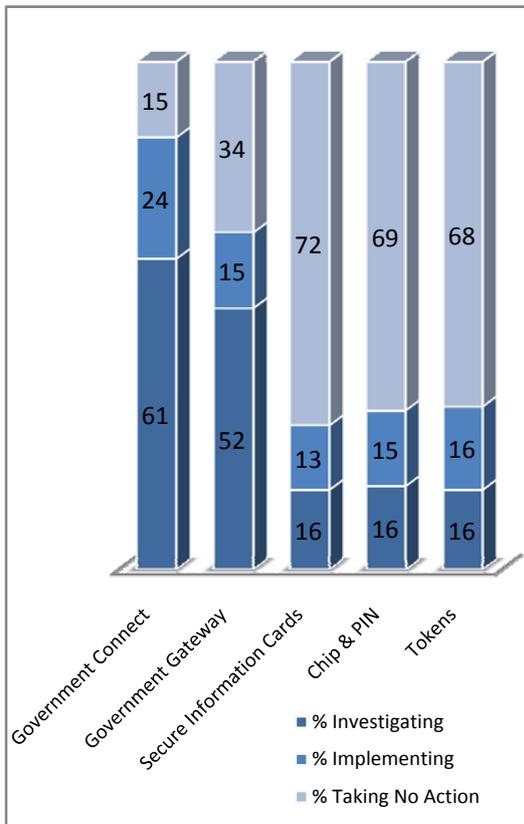
No. of users who responded to this question: 134 (51%)

There was undeniably enormous interest in both Government Connect and Government Gateway. Explained one respondent: *"We are looking for the solution from Gov Gateway and Gov Connect, both of which we have a direct relationship with. We are also watching with interest the chip and pin work with Gov Gateway."*

Many were keen to explore the full offerings from these initiatives:

"Only GC pay has been implemented. We are still investigating what's really on offer from GC register."

"Focussing at present on ID management implementation whilst still investigating national authentication services (UKAMF, EAS alongside Government Gateway)"

However, there appeared to be concern as to their freedom of choice on the issue: *"Gov Connect is likely to be forced on us whether we want it or not."*

Respondents also reported that a number of other options were currently being implemented or investigated:

"We have our own local smart card although at present it doesn't carry secure services, so doesn't act as an identity token (though it is planned to use it for building and PC access and has potential for authentication)."

"We have authentication mechanisms for our e-forms solution and also content management system; we need to build in non-repudiation methods for offline confirmation of identity before allowing access to data."

"We are scoping a Citizen Card project to be used across a range of services by both Leeds citizens and LCC staff. We hope to be able to integrate with other suppliers and service providers to create a joined up service provision which will benefit citizens and create efficiencies for the organisations involved."

"Chip & PIN for the authority's workforce for authentication to implement greater security. The same infrastructure for this can then be used to help create a citizen scheme, ie certificate services, Hsm's, Active Directory, etc"

"We are also considering whether an in-house developed solution would meet our needs."

Yet others stated that they were using solutions from commercial software suppliers, including Capita, Gandlake, Northgate and Experian.

4.6. If budgets were not an issue, what do you think is the best method of authenticating citizens?

One hundred and forty nine of our respondents made a suggestion as to the best way to authenticate citizens. The table below summarises the most popular suggestions. However the over-riding feeling was that any solution had to be trusted, appropriate to the level of service required, and would most likely comprise a combination of methods.

It is worthy of note that although a compulsory national ID card was the most popular 'individual' option, it was still only mentioned by 22 respondents (14.8%).

There was no clear consensus as to the best way to authenticate citizens.

The representative comments included below the table give a flavour of the diverse views and

approaches – and a welcome pragmatism – to the issue among local government officers.

Respondents	Best method for authentication
22	National ID card (compulsory)
19	Biometrics
13	Combination / Two Factor
12	Chip & PIN
12	Finger print
12	Iris /retinal scanning
11	Passport
11	National system for Gov transactions/ trusted central citizens identity authority
8	Token
7	Smartcard
6	Face to face
6	Government Gateway
5	DNA
5	Drivers licence
5	Photo
5	Government Connect
4	NI
4	PIN
4	PKI
3	Challenge / response methods
3	Documents held by individual
3	Utility bills
2	Council tax
2	DOB
2	Federated identity managed by NHS and Central Gov
2	Password
2	Shared data where the person's ID is stored once
2	Username
2	Verification against live database of eg Passport\NI\ Driving Licence\Electoral Roll
2	Via trusted third party
1	Credit reference agencies
1	Electronic tagging
1	Hospital Registrar
1	Local gateway
1	Micro-chipping
1	Postcode
1	Voice risk

No. of users who responded to this question: 149 (57%)

Comments on the best way to authenticate citizens if budget were not an issue:

"It depends on the service or service cluster. The 'let's join everything together' approach is resulting in perverse behaviour. We should have no concern at all about who pays a council tax bill; personal ID and password is more than enough for library book renewal, whilst someone gaining access to HIV support services needs to be more reliably authenticated. By going for the 'single view' we are likely to further undermine citizens' trust in government."

"I don't necessarily think that there should be a single method. The problem is that data collected will be misused just as terrorism legislation has been misused by the police and RIPA by LAs."

"Two factor in which case using a 3rd party might be a workable alternative, eg banks. What is unlikely to be workable is fingerprint or iris scans as too contentious for significant numbers of the population (even if still a minority of people overall)."

"A national scheme - Government Connect. This gives software providers a standard to work to. Otherwise it will be hugely expensive, complex and different suppliers will all offer their own solutions for their own software."

"A single national authentication system to be used by all - making it compulsory for system suppliers to integrate their systems into a set of corporate standards."

"A local solution which joins up with central government giving customers choice about their preferred portal access but provides a single robust engine underneath where we are all following the same rules."

"As a county council in a two tier authority we don't believe there is a case to develop a local solution. This may change if done as a partnership or in conjunction with a national scheme. There seems to be no political appetite locally at present to move this forward."

"People - don't rely on technology."

"There is no overall best method of authenticating citizens as all methods are open to unauthorised access."

"Each organisation should carry out its own authentication procedures within the limits

required for its particular activities and should be unable to pass on information to third parties."

"For UK nationals born in this country (ie having no existing form of ID) there are few if any foolproof sources of ID. Perhaps a combination of birth certificate / NI No etc and other forms that demonstrate established identity. Is it not legal to use as many aliases as you like? So where does that put us? I think that biometrics of some kind should be used to prevent people obtaining more than one ID card - not DNA unless substantive safeguards are put in place."

"Ideally, a method should be found to store information on citizens that is unique to the individual and can be transported easily. Then every place where a citizen might need to prove their identity to access services (benefits, health service, passport control etc) should be provided with the means to read this information."

"A similar system to what the banks have (where you put a credit card into a device which generates a PIN code). If it works for them it should work for citizens, especially as they would see the same technology being used."

4.7 Bearing in mind the realities of CSR07, what do you think is the most practical method of authenticating citizens?

There is a difference between what may be viewed as an 'ideal' solution and one that must fit within the budgetary constraints of the 2007 Comprehensive Spending Review (CSR07).

Put simply, the money may not be available for the Rolls Royce version, pragmatism and business cases will need to be brought into the equation.

In that light, respondents gave that pragmatic view on the most practical method available for authentication of citizens. It is interesting that both Government Gateway and Government Connect scored higher than in the 'best method' – a recognition perhaps that support is available for participation in these initiatives.

Also interestingly, the bar seems to have significantly lowered. Passwords were a long way down the list of 'best' methods, but scored joint top on most 'practical' method. Ditto with usernames.

However, again, as previously, many suggested that a combination/two-factor system was a most sensible approach.

| Respondents	Most practical method of authentication
13	Two-factor/combination
11	Government Gateway
11	Password
8	Government Connect
8	Passport
8	User name/ID
7	Chip & PIN
7	National ID cards
5	Questions on personal data held
4	National Insurance number
3	Drivers licence
4	Photo ID card
2	Biometrics
2	Births and deaths register
2	DWP CIS
2	Existing ID documents
2	Face to face interview
2	Fingerprint
2	Tokens

No. of users who responded to this question: 128 (49%)

4.8 Is your council signed up to Government Connect or Government Gateway?

Just over a third of councils said that they had already signed up to Government Connect. A further 9% intended to do so in the next 12 months, 4% in the next two years and just 1% stated that their councils would not sign up. However, just over half (53%) did not know what their council would do in connection with Government Connect.

Of those stating that their council would not join the connection scheme, all were English district councils.

A far greater proportion of councils did not know their council's intentions relating to Government Gateway: 65% stated that they did not know whether they would sign up to the initiative. Just 21% had already signed up, 8% and 4% intended to in the next year or two years respectively, and 2% stated that their council did not intend to sign up. Those not intending to utilise Government Gateway

included two English counties, two English districts and one London borough.
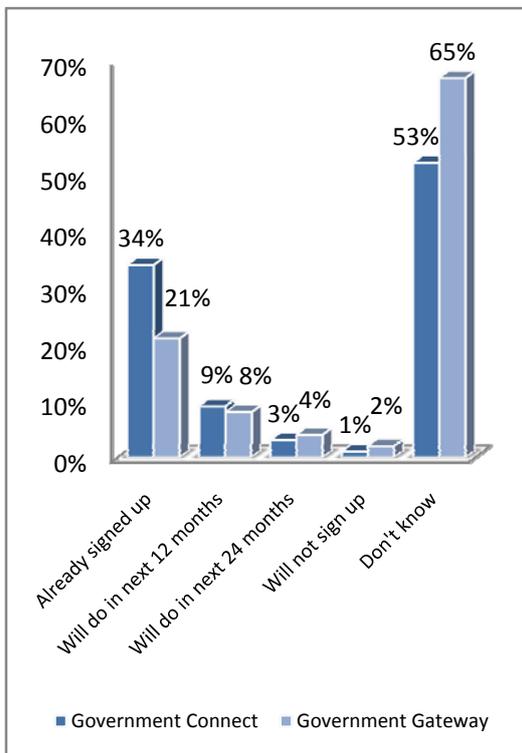
No. of users who responded to this question: 219 (84%)

4.9 Do you have any further comments around either Government Connect or Government Gateway?

Sixty three respondents made further comment on the subject of Government Connect and Government Gateway.

A representative sample of these comments follows:

"More publication on the positives of the scheme should be made as it has taken far too long and as a result confidence has been lost."

"GC has become a more attractive proposition for LAs since the CLG/DWP/DCSF memo outlining GC as the preferred method of communication - this made the business case clearer for LAs. In order to create the secure environments within LAs which are required for a secure network to function, and deliver, requires significant effort and a culture change within LAs - this will be a challenge."

"There is still no clear business case for Local Government connection to GC/GG other than 'you've got to do it'. We need to authenticate

our citizens to be able to deliver customised services to them. Authentication through GG should be a no-brainer, but I don't feel that the team is looking from us (Local Govt) as their customers."

"At the moment, like most small authorities, we are very sceptical about the benefits, cost, work involved and direction of this project."

"Our implementation is currently focusing on GCSX connectivity and infrastructure rather than citizen authentication due to the vagaries here".

"Confidence in them providing a solution on time and to the number of authorities who will be obliged to use it (by the DWP) is probably quite low given the history of the project."

"I know of numerous attempts to get going with these but the need to implement online services has meant that we have had to press on with alternative authentication whilst trying to maintain a degree of compatibility should these ever fall into place."

"We have looked at it in the past, but a fair proportion of our transactions have minimal security implications, eg file and forget reports / requests and therefore it seems a bit of a sledgehammer approach."

"Great idea, but why have LA suppliers not engaged with it?"

"I found it really useful and quick to use the government gateway administered SEF system."

"Why look at anything else - it's there and it works."

"Poorly marketed, business case not made clear to local authorities."

"Gov Connect is only relevant as far as admin of an ID scheme is concerned. They do not offer ID management or authentication services as such."

"Signed up for GC Pay but no decision yet made on GC Register. We are concerned that GC register is going to be expensive to implement and difficult to manage."

"Current usage does not make it cost effective once initial funding ceases."

"Our authority would struggle to find the budget for them without the subsidies. A lot

more work needs to be done to identify applications for Connect & Gateway."

"This is a central government solution. Central government are keen to devolve to local gov, but no funding is provided for doing this. The costs of managing such a system are likely to be quite large. In addition, authentication and confirmation of that is required across each individual back office system, this is going to be quite confusing for citizens. The matter of central government's change of policy in respect of posting out authentication confirmation leaves us with a clumsy system, and possibly one that is less secure. We are keenly looking for other possibilities and are interested in the work Microsoft is undertaking with some other local authorities in relation to 'information cards'. We wonder if there would be additional benefits such as easy integration with Microsoft CRM etc."

"Government Connect has finally found its way and is now looking very positive. It is important that central government understands the constraints that district size LAs have with budgets."

"More needs to be done to assist with the take up of Gov Connect CoCo, eg better response times from CoCo teams, clearer documentation on CoCo requirements and where they fit with PCI DSS, clearer business cases for citizen authentication model."

"With Government Connect and Government Gateway active, National Identity Cards are unnecessary."

Respondents made a number of other comments in this section that did not relate entirely to Government Connect or Government Gateway. However they serve to effectively illustrate some of the underlying uneasiness felt in this sector over the issue of identifying and authenticating citizens:

"I am concerned with the government's ineptitude with data. I am also concerned with intrusion into personal freedom particularly with merging and integrated technologies. The emergence of slightly more extreme government could easily impose a 'police state' without electorate awareness."

"The government has shown itself to be incompetent over the security of data. A national identity scheme is unnecessary when we have no control over our borders and there is free movement between European member states."

"Services which help the citizen obtain services should be encouraged. Identity control which allows the state to carry out surveillance on the citizen should be discouraged. These are my personal views and may not reflect the views of aims of my organisation."

Appendix I – Response

1. Council Types

1.1 English County Councils

Buckinghamshire County Council
Cheshire County Council
Cheshire County Council
Cornwall County Council
Devon County Council
Dorset County Council
Durham County Council
East Sussex County Council
East Sussex County Council
Essex County Council
Essex County Council
Essex County Council
Essex County Council
Gloucestershire County Council
Hampshire County Council
Hertfordshire County Council
Hertfordshire County Council
Hertfordshire County Council
Kent County Council
Kent County Council
Leicestershire County Council
Leicestershire County Council
Lincolnshire County Council
Norfolk County Council
North Yorkshire County Council
North Yorkshire County Council
Northamptonshire County Council
Northumberland County Council
Nottinghamshire County Council
Oxfordshire County Council
Somerset County Council
Staffordshire County Council
Staffordshire County Library
Suffolk County Council
Suffolk County Council
Surrey County Council
Surrey County Council
Surrey County Council
Warwickshire County Council

1.2 English District Councils

Allerdale Borough Council
Aylesbury Vale District Council
Babergh District Council
Blaby District Council
Broadland District Council
Canterbury City Council
Charnwood Borough Council
Chelmsford Borough Council
Cherwell District Council
Chester City Council
Chesterfield Borough Council
Chesterfield Borough Council

Chichester District Council
Chiltern District Council
Chiltern District Council
Chorley Borough Council
Corby Borough Council
Corby Borough Council
Corby Borough Council
Cotswold District Council
Crawley Borough Council
Daventry District Council
Durham City Council
East Lindsey District Council
East Staffordshire Borough Council
Fenland District Council
Fenland District Council
Fenland District Council
Gosport Borough Council
Gravesham Borough Council
Guildford Borough Council
Harrogate Borough Council
Harrogate Borough Council
Hastings Borough Council
High Peak Borough Council
Huntingdonshire District Council
King's Lynn & West Norfolk Borough Cncl
Macclesfield Borough Council
Malvern Hills District Council
Mole Valley District Council
Mole Valley District Council
North East Derbyshire District Council
North West Leicestershire District Council
North West Leicestershire District Council
North Wiltshire District Council
Nuneaton & Bedworth Borough Council
Nuneaton & Bedworth Borough Council
Nuneaton & Bedworth Borough Council
Oxford City Council
Preston City Council
Ribble Valley Borough Council
Rochford District Council
Rugby Borough Council
Shepway District Council
South Cambridgeshire District Council
South Northamptonshire Council
South Oxfordshire District Council
South Ribble District Council
Spelthorne Borough Council
Spelthorne Borough Council
St Edmundsbury Borough Council
Test Valley Borough Council
Tewkesbury Borough Council
Thanet District Council
Vale of White Horse District Council
Vale of White Horse District Council
Vale of White Horse District Council
Warwick District Council
Watford Borough Council

West Oxfordshire District Council
West Somerset District Council
Woking Borough Council
Wyre Borough Council

1.3 English Unitary Councils

Blackburn with Darwen Borough Council
Blackpool Council
Bournemouth Borough Council
Bournemouth Borough Council
Bristol City Council
Bristol City Council
Bristol City Council
Bristol City Council
Darlington Borough Council
Darlington Borough Council
Derby City Council
East Riding of Yorkshire Council
Halton Borough Council
Halton Borough Council
Hartlepool Borough Council
Herefordshire Council
Herefordshire Council
Isle of Wight Council
Isle of Wight Council
Kingston Upon Hull City Council
Leicester City Council
Leicester City Council
Milton Keynes Council
Milton Keynes Council
Milton Keynes Council
North Lincolnshire Council
Nottingham City Council
Nottingham City Council
Nottingham City Council
Nottingham City Council
Peterborough City Council
Poole Borough Council
Poole Borough Council
Portsmouth City Council
Reading Borough Council
Reading Borough Council
Rutland County Council
Rutland County Council
Rutland County Council
South Gloucestershire Council
Southampton City Council
Southampton City Council
Southampton City Council
Southampton City Council
Stoke on Trent City Council
Telford & Wrekin Council
Telford & Wrekin Council
Thurrock Borough Council
Thurrock Borough Council
Thurrock Borough Council
Torbay Council

West Berkshire District Council
West Berkshire District Council
Windsor & Maidenhead Royal Borough Council
York (City of) Council
York (City of) Council
York (City of) Council
York (City of) Council
York (City of) Council

1.4 London Borough Councils

'Anon' London Borough (retained in results due to quality of response)
Bexley London Borough
Brent London Borough
Brent London Borough
City of London Corporation
City of London Corporation
Croydon London Borough
Enfield London Borough
Enfield London Borough
Hackney London Borough
Hackney London Borough
Hackney London Borough
Hackney London Borough
Haringey London Borough
Haringey London Borough
Haringey London Borough
Harrow London Borough
Havering London Borough
Hounslow London Borough
Hounslow London Borough
Hounslow London Borough
Kensington & Chelsea Royal Borough
Lambeth London Borough
Lewisham London Borough
Merton London Borough
Merton London Borough
Newham London Borough
Newham London Borough
Southwark Council
Southwark Council
Southwark Council
Sutton London Borough
Tower Hamlets London Borough
Waltham Forest London Borough
Waltham Forest London Borough
Waltham Forest London Borough
Wandsworth London Borough
Wandsworth London Borough
Wandsworth London Borough

1.5 Metropolitan District Councils

Birmingham City Council
Birmingham City Council
Bolton Metropolitan Borough Council
Bradford City Council
Bury Metropolitan Borough Council

Calderdale Metropolitan Borough Council
Coventry City Council
Doncaster Metropolitan Borough Council
Doncaster Metropolitan Borough Council
Doncaster Metropolitan Borough Council
Kirklees Metropolitan Council
Kirklees Metropolitan Council
Kirklees Metropolitan Council
Leeds City Council
Leeds City Council
Manchester City Council
Manchester City Council
Manchester City Council
Newcastle upon Tyne City Council
Newcastle upon Tyne City Council
North Tyneside Metropolitan Borough Cncl
Rochdale Metropolitan Borough Council
Sandwell Metropolitan Borough Council
Sefton Metropolitan Borough Council
Solihull Metropolitan Borough Council
Stockport Metropolitan Borough Council
Stockport Metropolitan Borough Council
Sunderland City Council
Sunderland City Council
Trafford Metro Borough Council
Wakefield City Council
Wakefield City Council
Wakefield City Council
Wigan Metropolitan Borough Council
Wirral Borough Metropolitan Council
Wirral Borough Metropolitan Council

1.6 Northern Ireland Councils

Belfast City Council

1.7 Scottish Unitary Councils

Aberdeen City Council
Aberdeenshire Council
East Ayrshire Council
Edinburgh (City of) Council
Falkirk Council
Orkney Islands Council
Renfrewshire Council
West Lothian Council
West Lothian Council
North Lanarkshire Libraries
Stirling Council Library

1.8 Welsh Unitary Councils

Cardiff County Council
Newport City Council
Torfaen County Borough Council

2. Job Titles:

Access to Services Officer
Accommodation Officer
Account Services Manager
Acting Customer Access Manager
Adults & Community Care
Analyst Programmer
Application & Information Manager
Application Developer
Application Dev & Database Support Officer
Applications Manager
Applications Support Team Leader
Assistant Director Access & Customer Focus
Assistant Director Transformation
Assistant to the Chief Executive on Business Transformation
Benefit Assessor
Benefits
Benefits Customer Services Manager
Benefits Manager
Benefits Officer
Business Analyst
Business Development Consultant
Business Development Support Officer
Business Manager
Business Process Redesign Consultant
Business Projects Manager CRM
Business Services Manager
Business Support Officer
Business Systems & ICT Officer
Business Transformation Officer
Cabinet Member for Adult Social Care and Health
Cabinet Member for Children and Young People's Services; Lead Member for Children's Services
Cabinet Member for Social and Community Svcs
Cashiers Section Head
Champion for Children
Change Consultant
Chief Executive
Chief Trading Standards Manager
Community Information Unit Manager
Consultancy & Improvement Manager
Corporate & Strategic Performance Executive
Corporate Development Office
Corporate Director (Resources)
Corporate Improvement Manager
Corporate Procurement Manager
Corporate Services Manager
Council Alliances Officer
Council Tax Team Manager
Council Transformation Programme
CSF Systems Manager
Customer Access Manager
Customer Contact Development Manager
Customer Service Manager
Customer Services Project Consultant
Customer Services Supervisor

Customer Specialist - Benefits & Fraud
Deputy Dir of Children & Young People's Svcs
Development Manager
Director of Education & Children's Services
Divisional Director Customer Service, Libraries & Archives
e-Business Advisor Digital Development Unit
E-Care Project Manager
Education & Recreation Committee Chairman
Education, Children & Young People Portfolio
e-Gov Assistant
E-Government Officer
E-Government Programme Manager
Electronic Communications Manager
Electronic Services Programme Manager
EMS Co-ordinator
EOLP Project Manager
E-Services Programme Director
Exchequer Services Manager
Executive Head of Information Technology
Finance Manager - Legal Services
Finance Officer
Financial Governance Manager
Fraud & Overpayments Officer
Fraud Manager
GIS Coordinator
Head of Adult Care
Head of Building Control
Head of Business Architecture
Head of Consumer Protection Service
Head of Contracts & Procurement
Head of Customer Services
Head of E-Governance Services
Head of Environmental Health Services
Head of Exchequer
Head of ICT
Head of ICT & Central Services
Head of Information Governance
Head of Information Systems
Head of IT
Head of Management Information, Adult Care Services
Head of Managing Director's Office
Head of Revenues
Head of Revenues & Benefits
Head of Support Services
Housing Benefit Officer
Housing Benefits Appeals & Complaints Officer
Housing Performance Officer
Human Resource System Manager
ICT Application Services Manager
ICT Business Advisor
ICT Business Consultant
ICT Developer
ICT Development Services Manager
ICT Manager
ICT Operations Manager

ICT Programme Manager
ICT Project Manager
ICT Project Team Leader
ICT Strategy & e-Government Officer
ICT Strategy & Performance Manager
ICT Strategy Manager
ICT Strategy Officer
ICT Systems Manager (Public Protection)
Information & Business Intelligence
Information & Website Manager
Information Management Officer
Information Manager
Information Officer
Information Services Group Manager
Information Systems Manager, Social Services
Internet Technology Developer
Investigations Officer
IT Adviser
IT Client & Strategy Manager
IT Client Services Officer
IT Manager
IT Project Manager
IT Projects Officer
Library Services Manager
Licensing Manager
Licensing Officer
LLPG & GIS Manager
LLPG Custodian
Local E-Democracy, Media & PR Officer
Local Taxation & Benefits Manager
Local Taxation Manager
Management Information & ICT Systems Manager
Manager - Benefits Accounts & IT
Member of Council
Neighbourhood Programme Manager
NT System Owner
Online Communications Officer
Operational Support Manager, Children's Services
Operations Librarian
Paris Implementation Project Manager
Performance & Business Manager
Performance Control Manager
Performance Manager
Performance Monitoring Officer
Policy & Strategy Officer
Policy Advisor
Policy Office (Planning)
Portfolio for Education and Children
Portfolio Holder for Children & Young People
Principal Auditor
Principal Benefits Manager
Principal Business Analyst
Principal Business Systems Officer
Principal Care Manager
Principal Environmental Health Officer
Principal Financial Support Officer
Principal Information Officer

Principal IT Consultant
Principal IT Officer
Principal Officer Education
Principal Service Development Manager
Principal Trading Standards Officer
Project Leader
Project Management Officer
Project Manager
Project Manager, Business Transformation
Project Officer
Project Officer Intech
Public Protection Manager
Quality & Data Manager
Quality Systems Officer
Regulation Performance Team Leader
Research & Information Officer
Research Officer
Revenue & Benefits Manager
Revenue Manager
Revenues & Benefits Clerical Officer
Revenues & Benefits Manager
Revenues & Benefits Project Manager
Revenues Business Manager
Revenues Manager
SAP Procurement Specialist
Scrutiny Support Manager
Scrutiny Support Officer
Senior Analyst Programmer
Senior Assistant Director
Senior Benefits Officer
Senior Desktop Officer
Senior Development Team Leader
Senior e-Government Analyst
Senior Enforcement Officer
Senior Environmental Health Officer
Senior ICT Portfolio Manager
Senior Investigations Officer
Senior IT Manager
Senior Officer (Technical)
Senior Planner
Senior Planning Technician
Senior Systems & Performance Officer
Senior Systems Analyst
Senior Trading Standards Officer
Service Delivery Analyst
Service Delivery Officer
Service Director - Strategic Procurement &
E-Services
Service First Programme Support Officer
Service Improvement Manager
Service Review Manager
Specialist Services Manager
Strategy & Public Engagement Manager
Strategy & Service Development Manager
Support Services Manager
Systems Administrator
Systems Analyst

Team Leader
Team Leader - Trading Standards
Team Leader (IT Projects) Revenues
Team Leader Service Support
Team Manager - Children & Family
Technical Support Supervisor
Technical Support Team Leader
Web Manager
Web Projects Manager
Web Strategist

Appendix II – The Crosby Review

Taken from the Summary of 'Challenges and opportunities in identity assurance', Sir James Crosby, March 2008 (http://www.hm-treasury.gov.uk/media/6/7/identity_assurance060308.pdf)

Crosby's ten principles:

To realise the greatest economic and social benefits every aspect of an ID card scheme should be designed from the consumer's perspective …

The Government has clearly stated its intention to introduce ID cards in the UK. It has passed enabling legislation and the Home Office has set out its plans to launch the cards in its Strategic Action Plan (2006). I have no remit to comment on the desirability or otherwise of this plan.

However, in my opinion, the Strategic Action Plan (2006) will not be the catalyst for the emergence of the consumer-driven universal ID assurance system envisaged by this report. For that to be the case, I believe the design of any ID card scheme would need to be based on the following ten broad principles:

1. The purpose of any scheme should be restricted to that of enabling citizens to assert their identity with ease and confidence. The scheme should set targets for the quality of assurance achieved at enrolment and verification, which should generally exceed those achieved elsewhere, and it should regularly report its performance against those targets.

2. The scheme's governance should be designed to inspire the highest level of trust among citizens. It should be operated independently of Government (say, accountable directly to Parliament) and in principle its processes and security arrangements should be subject to the approval of the Information Commissioner, who should have the power periodically to review delivery.

3. As a matter of principle, the amount of data stored should be minimised. Full biometric images (other than photographs) should not be kept. Only non-unique digital representations of biometric images should be stored. Additional data accessed during enrolment and records of verification enquiries should not be retained. All data and systems should be protected by 'state of the art' encryption technology.

4. Citizens should 'own' their entry on any register in the sense that it should not be possible, other than for the purposes of national security, for any such data (to include digital representations of biometrics) to leave the register without their informed consent. Verification of identity should be performed without the release of data.

5. Enrolment processes should be different for individuals with different circumstances, and change over time so as to minimise costs and give citizens the simplest and most hassle-free experience consistent with the achievement of the published assurance targets.

6. In order to respond to consumer demand and achieve early realisation of economic and social benefits, the scheme should be capable of being rolled out at pace.

7. Citizens who lose cards or whose identity is compromised should be able to rely on their cards being replaced or their identity being repaired quickly and efficiently and in accordance with published service standards.

8. Technically the scheme's systems should be closely aligned to those of the banks (both initially and in the future) so as to utilise their investment, de-risk the scheme's development, and assist convergence to common standards across the ID assurance systems and processes deployed internationally by banks and other national ID card schemes.

9. To engage consumers' hearts and minds on the scale required, enrolment and any tokens should be provided free of charge.

10. The market should play a role in delivering a universal ID assurance scheme. This will improve the ease with which consumers can use the scheme and minimise costs.

I regard each aspect of these principles to be critical to the goal of creating the conditions for a consumer-driven universal ID assurance scheme to emerge and flourish.

In conclusion…

In the absence of a universal ID assurance system, I believe consumers will have to grapple with an increasingly complex array of identity assurance processes of uncertain quality. As a result, the UK will fail to secure the economic and social advantage achievable at the forefront of ID assurance systems and processes. In a competitive world, any failure to secure advantage quickly becomes tantamount to locking in disadvantage. In other words, the opportunities inherent in ID assurance will not have been grasped but the challenges will remain.

Appendix III – Recent articles on Identity issues in LGITU magazine

Who's in Charge of ID?
(LGITU, March/April 2008)

Twenty First Century identity is a matter for citizens, says Michael Cross.

My main contribution to Tower 08, the Cabinet Office/Intellect conference on transformational government this month, raised a laugh. In the Q and A session I asked the new Cabinet Office minister, Tom Watson, and Alexis Cleveland, director general transformational government, what role the forthcoming national identity register would have in the transformation programme.

"It's at the heart of identity management," Cleveland replied. That got another laugh.

Loyally, Watson chipped in to support his official: "We need a twenty first century solution to identity management. At the moment we've got a nineteenth century system that's cracking at the edges and doing terrible things to people's lives."

What's worrying is the gap between the Cabinet Office's view of identity management, which is of course to back the Home Office-sponsored national identity scheme to the hilt, and that of other stakeholders in the process.

I am not talking about the privacy lobby. It is hard to take seriously the concerns of people whose objection to joined up government is an extension of their belief that government itself is an evil. Watson was quite right to say of data-sharing: "I have a hunch that for every civil libertarian furrowing their brow, there are 20 customers tearing their hair out because their data isn't being shared."

However not everyone who has woken up to the transformation of public services with IT is a swivel-eyed nutter. Over the past few weeks I have attended two events at which quite senior public sector managers voiced concern about the Cabinet Office's view of the world. I attended both under the Chatham House rule, which means I agreed not to quote anyone by name. But I will say that one event was organised by the British Computer Society, the other by a local government forum.

The BCS event, organised to discuss the society's position paper on trust in e-government, came up with a tentative shopping list of ways of restoring confidence in government. For example, all IT-based changes should have privacy impact assessments; these could be carried out regularly as part of Gateway reviews of major projects. Meanwhile, Whitehall 'capability reviews' should test government departments' ability to handle information safely. Citizens need to be brought in to the equation, too. This means gaining more informed, active, consent before information is shared - and creating workable procedures through which individuals can revoke that consent.

Crucially, there was a strong consensus that citizens should have an automatic right to correct data about themselves held by public bodies. The general public seems to agree: in a survey carried out for the BCS, 77 percent of responding adults said the automatic right to correct is 'very important'.

This concern was reflected at the local government meeting I attended. Here, the overwhelming concern was about central government's blasé attitude to the quality of data held in central systems. The main worry is the almost mystical faith placed in the Department for Work and Pensions' customer information system (CIS), which under the Varney programme is supposed to underpin identity management throughout government.

A five-minute chat with any local government service manager would set the government right about the CIS's capacity to cope with several individuals with the same name living at an address that bears little resemblance to architectural reality on the ground.

The solution is obvious, but messy. To gain any public credibility, the core IT infrastructure for transformational government must have instantly correctable databases. The main updates should come from two sources - local government (as the main service delivery agent) and the citizen itself.

Local government's role is particularly vital in keeping address databases up to date - thanks to heroic and unsung work on local land and property gazetteers we now have a mechanism for doing this.

The Data Quality Standards work being led by Sedgemoor District Council is another vital component. The main data-correction feed, however, must come from citizens themselves. Here again, the seeds of something are being put in place. The NHS's IT programme is testing tough enrolment procedures for citizens to be able to view their health records through the

HealthSpace website. Lessons learned (though not the process itself, because of doctors' legitimate concern about privacy) will be transferable to the 'tell us once' service to be piloted under transformational government.

Once citizens get in to the habit of logging in securely to government, the quality of data held by public bodies will start to increase. It will not be foolproof, of course: people are used to giving different versions of their identity to different arms of government – for legitimate purposes - and systems must recognise that. There's also a chicken and-egg problem: that of persuading citizens that government is trustworthy enough to interact electronically with in the first place. In the current climate of drip-feed revelations of data handling blunders, this is difficult to envisage.

Here, we come back to the concerns raised at the BCS seminar and the need for what one attendee called a 'Magna Carta moment'. That'll be the time when the government recognises that an IT based infrastructure for user-centred public services must depend on individuals taking control of their data.

First, however, government – including local - must be a great deal more transparent about what it is up to with personal information. At the Tower 08 event, Cleveland revealed that transformational government is due for a rebranding. "It has suddenly occurred to everyone that people don't know what it means," she said. "I wish we had a strapline like Tesco's 'every little helps'."

That got a laugh, too – but the underlying issue is a serious one.

Resistance is Futile
(LGITU, May/June 2008)

The government may be intent on forging ahead with identity cards and registers, says Helen Olsen, but it has yet to tackle one essential pre-requisite to any scheme's success: trust.

According to Meg Hillier, under secretary of state at the Home Office, further opposition to the national identity card and register is futile.

Speaking at a Public Sector Forums event on identity last month (April) Hillier said that "the debate has already happened, the 2006 Act is passed and further opposition is pointless."

This may well be the government's view.

However it was evident among the local government audience that this view was not appreciated by all.

The one key benefit that could sell government ID plans to local government is their pivotal role in service improvement and transformation – joined up efficient services pan-public sector could become a reality with the existence of a unique identifier. But according to event chair, Nottinghamshire County Council's Jo Herlihy, "There is strong scepticism within the local government community about central government commitment to service improvement."

Indeed, as she points out, the ID scheme's delivery plan does little to allay this concern – the elements relating to general service transactions will not be in place or widely used until 2015.

Unfortunately, local government can't wait that long. It has to deliver service improvements and efficiency targets some time before that. As ever, therefore, the sector is forging ahead with its own practical solutions to its needs.

For example, ten local authorities are collaborating in trial of information cards to enable easy and secure access to confidential information between them.

The eventual end point for the development project is citizen roll out, says Geoff Connell, CIO at the London Borough of Newham and chairman of the Microsoft Shared Learning Group, the members of which are participating in the trial.

"We are starting from an extranet environment with a group of authorities who want to understand this technology and resource the development. The next stage will be to extend the extranet for use with secure partners within local area partnerships. The ultimate end point will be the citizen - exploring how we can engender more trust and enable more secure transactions online than we can do at the moment," he says.

If the trial is successful the technology will be rolled out to provide all council employees, residents and businesses with their own online IDs, enabling citizens to deal more easily and securely with their local authority, and to use their information cards for other web services such as online banking and shopping.

Adds Connell, "Recent security breaches have highlighted the need to enhance IT security in governmental organisations.

"Using information cards makes it easier for the group to share information in a secure manner. In

addition to extra security, Eduserv's access and identity management technology saves us valuable time and administrative resources."

Connell believes that for both efficiency and better customer service reasons, local authorities must address secure authentication today, but he is quick to emphasise the importance of working within cross-industry standards, matching current trends in use and providing platform independence: "What we don't want to do is create 468 different solutions across the UK.

We are involved with Microsoft and central government about where this is going and how we use it with existing assets such as Government Connect and Government Gateway.

"Ultimately, we want the way people interact with their local authority to follow the same process as the way they interact with their online bank or supermarket."

This citizen-centric approach is the one advocated by James Crosby in his report on identity – a single registration of an electronic identity from which all other personal accounts (commercial or public sector) can be associated; from which tokens or appropriate credentials confirming identity can be issued; and against which transactions validated.

It contrasts with government plans which, as Crosby says, are "designed to benefit the holder of the information" and are being built around, and restricted to, government services. The additional blurring of 'purpose' between public protection and public service does little to generate faith in the proposals and offers protagonists plenty of arguments for dissent.

At the end of the day, however, local government has no choice but to encourage more citizens to do more transactions online – in reality it can't afford not to.

To do this it must first solve the practical identity and authentication and security issues essential to building citizen trust in, and acceptance of, this move.

What does the citizen want? As a fairly average citizen I would say 'secure access to any service that they may need, in one place, at the same time' – not a string of different identities and registration processes.

Individuals build trust with their bank, with Amazon, with other retailers, because the benefit to them of doing so outweighs the risk at that level of personal information. The question is, how does local government build that same

relationship of trust with the individual in delivering public services?

The Key to ID
(LGITU, July/August 2008)

Who should hold the key to your ID? Helen Olsen takes a first look at the results of LGITU's research in to local government's thoughts on identity.

There is no doubting local government's viewpoint: 98 percent of the 261 senior local authority officers responding to our survey said that the citizen should own their identity.

Just over a fifth (22%) though also felt that central government, and just over one in ten (12%) the local service provider, should have ownership of a citizen's identity.

But who does the citizen trust to look after their ID? Well, it is not government – just four percent felt that the citizen trusted the government either 'strongly' or 'totally' with their identity.

This is not really surprising given the recent spate of cringe-worthy examples of public sector incompetence in handling personal data. From lax systems to plain stupidity, disks have been put in the post, laptops left lying around and paper files left on trains.

The two common features of all such incidents are the obvious high sensitivity of the data lost and the equally obvious low importance put on data in the first place.

In his recent review on identity, Sir James Crosby said that any ID card scheme 'should be designed from the consumer's perspective'. From the ten principles for the design of any ID card scheme that he put forward it is obvious that public trust in any system is his overriding concern – even to the point of suggesting that it be 'operated independently of government'.

Trust is earned by those who accept responsibility and prove that they are capable of carrying that burden. Thus far the government has failed dismally to prove it is a responsible data holder.

So, if not central government, who does local government think the citizen trusts to look after identity data? The highest 'trust' scores were given to the banks – but at less than half (44%) this is not a universal call for banks to manage identities. There were no other candidates hovering on the horizon either: credit reference agencies (31%), the health service (28%),

supermarkets (25%) and trailing in at the rear, local government at 15 percent.

As one respondent pointed out though, "Trust is difficult to define; many people use a service because it's practical not necessarily because they trust it."

Many seemed to feel that the question had the wrong focus, it was not who was trusted, but that the approach was wrong: "The essential feature of trust is to place the management of the individual's identity clearly in the hands of the individual and not a bureaucracy."

Said one, "Ownership is quite (simple), what muddies the water is who has the right to use it, what it's used for and how it's shared with others."

So, should local government wait for a fully functioning national ID card scheme or forge on with local identity and authentication solutions to enable secure citizen access to local services?

Over half (54%) felt that they had no choice but to press on with local solutions. But almost four in ten (38%) felt that they needed to wait for a national solution. The comments to this question illustrate the conundrum currently faced by local government – they have to enable secure access to services in order to meet Gershon, Varney and transformation goals.

But there is reluctance to waste taxpayers' money on solutions that may, or may not, work with any national system eventually imposed.

"We need an authentication solution now," said one. "So we cannot wait many years for the ID card scheme. Especially as the ID card scheme is controversial so we cannot be certain if and when it will appear, or whether it will be in a form useful to us."

As ever, many in local government have a pragmatic approach: "The key here must be to use open standards to ensure integration of various identity stores. Getting citizens to check and authorise the use or sharing of correct identity information will be a practical solution and will increase confidence in, and use of, any schemes which support the use of this identity information."

Added another: "What might be more expedient are some clear guidelines and principles prepared on a national basis, which can then be implemented locally."

When it comes to identity, local government must show citizens that the benefit to them in placing trust in the public sector is greater than the perceived risk, says Nigel Tilley, strategy consultant at our report sponsor, Microsoft. "Councils do not need to wait till 2014 for the ID card scheme to deliver a one-stop identity solution. There are a lot of things we can do now in terms of consolidating internal systems to provide citizen facing services and to maximise the use of existing identity providers – both government, such as gateway and government connect, and commercial – to give citizens a safe, and trusted, choice in accessing public services."

Appendix IV – The Questionnaire

1. How much do you think the citizen currently trusts the following organisations to look after their identity data:

On a scale of 1 to 5 where 1 equals 'No trust at all', 3 equals 'Some trust' and 5 equals 'Total trust'

	1	2	3	4	5
Central Government	☐	☐	☐	☐	☐
Local Government	☐	☐	☐	☐	☐
Health Service	☐	☐	☐	☐	☐
Banks	☐	☐	☐	☐	☐
Credit Reference Agencies (eg Experian)	☐	☐	☐	☐	☐
Supermarkets/Loyalty Card Providers	☐	☐	☐	☐	☐

2. Who should 'own' a citizen's identity?

	Yes	No
The Citizen	☐	☐
Central Government	☐	☐
Local Service Provider	☐	☐
Commercial Third Party	☐	☐
Other (please specify below)	☐	☐

Other/Comment (question 2)

3. Should local Government wait for a fully functioning national ID card scheme or forge on with local identity and authentication solutions for secure citizen access to local services?

	Yes	No
Wait for national solution	☐	☐
Press on with local solution	☐	☐
Implement local solution to complement national scheme	☐	☐
Other (please specify below)	☐	☐

Other/Comment (question 3)

4. Are you currently investigating or implementing a local citizen identity and authentication solution for secure transactional services?

	Yes	No
Investigating	☐	☐
Implementing	☐	☐
Waiting for national solution	☐	☐
Don't know	☐	☐

5. If investigating or implementing a solution, which of the following are you working with?

	Investigating	Implementing

Government Connect	⟳	⟳
Government Gateway	⟳	⟳
Secure Information Cards	⟳	⟳
Chip & PIN	⟳	⟳
Tokens	⟳	⟳
Other (please specify below)	⟳	⟳

Other/Comment (question 5)

6. If budgets were not an issue, what do you think is the best method of authenticating citizens?

7. Bearing in mind the realities of CSR07, what do you think is the most practical method of authenticating citizens?

8. Is your council signed up to:

	Already signed up	Will do in next 12 Months	Will do in next 24 months	Will not sign up	Don't know
Government Connect	⟳	⟳	⟳	⟳	⟳
Government Gateway	⟳	⟳	⟳	⟳	⟳

9. Do you have any further comments around either Government Connect or Government Gateway?

Appendix V – Project Partners

1. Informed Publications Ltd

Informed Publications Ltd (IPL) publishes LGITU (Local Government IT in Use) magazine, the only magazine to focus solely on the use of IT within UK Local Government and the Transformation of Local Service Delivery. Read by 22,000 senior officers in the UK's 469 local authorities, LGITU provides an independent forum for the development of the transformational local government vision and the application of technology to the efficiency agenda.

IPL also publishes the www.UKauthorITy.com online news service, the Town Hall subscription-only newsletter and the ComCord database. Managing editor, Helen Olsen, was also editor of www.localtgov.org.uk (formerly www.localegovnp.org.uk) and its associated newsletter and writes for the Guardian's ePublic on a freelance basis. Editor, Tim Hampson, has over 15 years' experience in writing about and analysing the local government/IT marketplace.

For further information: info@infopub.co.uk

2. Microsoft

The People-Ready Vision for Local Government

Microsoft's Citizen Service Platform (CSP) responds to the shift that has been ongoing in the relationship between government and citizens in recent years. In the UK, this change is now reaching a critical point that is straining current systems and processes from several directions. These tensions are created by dramatic changes in the consumer or citizen context, from the drive for transformation within UK Government circles and also from major changes in the technology field.

On one hand we have the 'Y Generation' - the emerging, sophisticated consumers and citizens. For these tech-savvy, web-friendly users, online participation is as natural as face-to-face communication. The 'Y-Generation' has a high expectation of the quality and availability of government services to the point where they will not tolerate conventional 'top-down' or producer-centric methods of delivering public services. They want government to be efficient and get things right the first time. In response to this, the UK is leading the world with the introduction of the new National Indicator 14

(NI14) which will assess improvements in avoidable contact time and enable citizens to have confidence that any changes to circumstances will be updated in all relevant systems and data sources from a single contact either online or via a contact centre.

On the other hand, we have a significant community of potential 'left behinds' that governments cannot ignore, and the challenge is to move everyone 'up the value chain' to participate in the digital world, not just to accept participation from a 'digital elite'. Digital Equality is seen as a key issue in the UK with a minister recently appointed to drive strategies to ensure that 'the last third' of UK citizens are able to benefit from these technologies.

The government has been driving the public sector for many years now to use technology to support service improvement and is now pushing ahead with more radical demands for Transformation to provide services that are more citizen-centric and more cost-effective through the use of Shared Services. To really transform the customer experience, a wholesale redesign of processes is needed in tandem with the innovative use of technology. Only when the two are applied in combination will breakthroughs become possible.

Within the CSP we identify key challenges which our research indicates are faced by most local authorities. We have also identified key capabilities which we think every organisation needs in order to address these challenges. These capabilities are re-usable across and between organisations enabling simplification and cost reduction. Many of these capabilities enable you to take advantage of exciting new technology developments available in the Web 2.0 world of social networking, wikis and blogs to help you reach out to engage more easily with the people in your communities.

Microsoft in the UK aims to show public sector organisations how they can support them to help make Britain a better place in which to live, learn and work. We have drawn lessons from a vast number of customer projects worldwide and aligned these with the Microsoft People-Ready vision and the capability of our extensive partner community to help you meet the high levels of ambition that we know you hold to improve your communities.

For further information email:
lrg@microsoft.com
Or visit: www.microsoft.com/uk/csp