IDENTITY CARDS FOR FOREIGN NATIONALS

Commercial Strategy

on

Future Biometric Enrolment Accommodation and Services

Redacted version for release

Final 1.0

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1   INTRODUCTION

1.1   Securing UK Borders through the National Identity Scheme

1.1.1   The Government's National Identity Scheme (NIS) gives people for the first time the ability to prove who they are in a secure and convenient way, protecting themselves and their families against identity fraud, crime, illegal immigration, illegal working and terrorism.

1.1.2   We will continue to welcome newcomers who come here to work hard and play by the rules and enrich our country culturally and economically.

1.1.3   We will continue to refine these plans in liaison with stakeholders in the education sector and elsewhere. Parliament will be asked to approve the regulations required for each stage of the implementation.

1.1.4   The UK is now leading the world in the successful delivery of this technology. Our first line of defence against illegal immigration at the offshore border (fingerprint visas) is now in place. We have now issued over 3 million fingerprint visas. So far more than 45,000 individuals have been matched to those who have been fingerprinted in the UK in connection with previous asylum applications or other immigration matters using this new technology.

1.1.5   The Identity Card for Foreign Nationals is the first part of the NIS and will be rolled out on an incremental basis over the next three years to all foreign nationals. The roll out will build on the existing safeguards which strengthen our borders like fingerprint visa checks mentioned above. This will help keep our borders strong, and will provide additional protection against illegal immigration and illegal employment.

1.1.6   From 25th November 2008 biometric fingerprints and facial images will be captured at seven sites nationwide as part of the process for making a decision about an individual's right to be in the country.

1.1.7   Each site will become available for biometric enrolment at different times for those foreign nationals who apply for further leave to remain in the UK within certain categories (student and marriages/civil partnerships).

1.1.8   The roll out date for each site is listed in the table below:

Site	Rollout Date
Croydon	25th November 2008
Sheffield	28th November 2008
Liverpool	4th December 2008
Solihull	8th December 2008
Cardiff	10th December 2008
Glasgow	12th December 2008
Armagh	12th December 2008

Figure 1 ICFN Site Roll Out Dates

1.1.9   Under our current assumptions our aims are to increase volumes as follows:

By the end of:	% of foreign nationals issued with an identity card
2009/10	10%
2010/11	30%
2011/12	60%
2013/14	80%
2014/15	90%

Figure 2 Percentage of Foreign Nationals Issued with an Identity Card over Time

1.1.10 Under these plans 100% of successful applicants coming to or staying in the UK will have an Identity Card within three years of the start of the roll out.
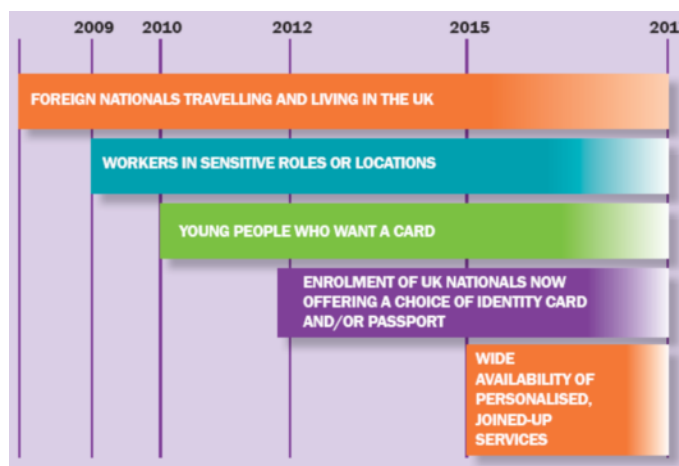
1.2   Scope

Figure 3 Scope of Biometric Enrolment over the Next Decade

1.2.1   In the widest context the scope for biometric enrolment accommodation is considerable over the next decade as illustrated by the enrolment diagram taken from the National Identity Scheme Deliver Plan[1]. It is, therefore, self evident that the UKBA enrolment facilities, currently at seven sites across the UK, will need to be augmented with additional identity management gathering facilities as the number of identity cards increases.

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[1] The full document is available at www.ips.gov.uk/passport/downloads/national-identity-scheme-delivery-2008.pdf

1.2.2 The following immigration application categories have been prioritised in the ICFN roll-out strategy:

  ➢ students;

  ➢ discretionary leave;

  ➢ marriage, civil and common law partnerships;

  ➢ children of parents already settled in the UK; and

  ➢ work permits.

1.2.3 Therefore, for the purposes of the ICFN requirements the scope is limited over the next two years for biometric enrolment accommodation requirements.

1.2.4 During this time other enrolment accommodation initiatives will be pursued, see Section 3, STRATEGIC POSITION.

1.3 This Document

1.3.1 The objective of this document is to set out the commercial options for the provision of biometric enrolment accommodation and services over the next few years. It concludes that this accommodation and the associated services would best be provided through the Post Office network.

1.3.2 The requirements for biometric enrolment accommodation and services are explained briefly in Section 2 and the strategic position explained in section 3.

1.3.3 Section 4 presents an analysis of the options while Section 5 is an embryonic cost benefit analysis.

1.3.4 Section 6 is a summary of the legal advice concerning the use of the Post Office facilities which are currently used to support check and send passport services and driving vehicle licence applications for IPS and DVLA.

1.3.5 Section 7 sets out the strategic procurement recommendation and section 8 lists the next steps required to support a commercial conclusion.

1.3.6 In addition there are a number of appendices containing supporting material.

2 REQUIREMENTS

2.1 Stakeholder Dependencies

2.1.1 Many of the cross cutting strategic programmes that UKBA is introducing have touch points and dependencies on one another.

2.1.2 In order to address this in the context of biometric enrolment accommodation there have been discussions with DVLA, HMT, DWP and IPS to ensure we are joined up strategically. These discussions will continue.

2.1.3 It is also important to recognise that the new Immigration Case Work (ICW) programme will replace legacy systems across UKBA. Business processes will be at the heart of a change management programme as the vision is to radically transform the way that immigration cases will be handled by the system.

2.1.4 DVLA, UKBA and IPS are all looking for provider(s) of identity gathering facilities. Meetings have already taken place between the Post Office and senior representatives of UKBA, IPS, DVLA and DWP and discussions held on:

➢ The potential for sharing benefits through a single solution to meet the common requirements of these Government Departments;

➢ The biometric enrolment capability that the Post Office is currently developing;

➢ The common requirements and potential for benefits share which were well received and understood;

➢ The challenges around the timing for the various organisations and the different commercial approaches.

2.2 Volume Predictions

2.2.1 Currently, the approximate card volume predictions are predicted to grow as shown in the table below:

Year	Volume
2008/09	50,000
2009/10	271,698
2010/11	540,826
2011/12	899,007
2012/13	909,735
2013/14	909,735
2014/15	909,735
Total	4,490,736

Figure 4 Biometric Volume Predictions

2.2.2 These volumes are re-assessed periodically and significant changes will be monitored for any impact on the biometric enrolment accommodation requirements.

2.3 Capacity vs Volume Predictions

2.3.1 There will be 7 sites in operation that have a declared capacity for processing card applications that currently stands at:

PEO	Capacity / Month	Capacity / Year
Croydon	9,680	116,160
Sheffield	1,008	12,096
Liverpool	1,200	14,400
Birmingham	600	7,200
Cardiff	848	10,176
Glasgow	848	10,176
Armagh	40 **	480
	14,224	170,688

Figure 5 Site Enrolment Capacity

** Estimated

2.3.2 Capacity at each site is a function of:

> ➢ The footfall capacity through the security scanners;
>
> ➢ The number of enrolment booths;
>
> ➢ The number of case workers.

2.3.3 While volumes are manageable at each of the sites in the short term this is not a sustainable situation.

2.3.4 Some flexibility in site capacity may be possible by increasing these limiting constrictions but there will also be a demand for greater geographical coverage. Coverage at present is biased to the south east of the UK.

2.3.5 It is clear that at some point in 2009 /2010 an increase in biometric enrolment capacity is required. Current assumptions are that this point will be April / May 2009.

2.4 Key Functional Requirements

2.4.1 As the volumes increase, the need for a greater capacity for biometric enrolment will increase proportionally. Additional enrolment facilities will be required that offer a good geographical spread across the UK and can deliver biometric data in a standard form with suitable secure data transmission to UKBA databases.

2.4.2 Consequently, any biometric enrolment partner must be able to offer:

- ➤ A large, national network of outlets to collect biometric enrolment data, augmented by mobile facilities for special needs and remote areas;
- ➤ Well trained and experienced staff;
- ➤ The capability to deliver a consistent script to applicants and to guide applicants through the biometric enrolment process;
- ➤ Ten fingerprint capture and a full facial digital photograph, checked against ICAO standards and NIST criteria before case work is assessed;
- ➤ Capture of an applicants signature electronically (where required);
- ➤ A facility to scan documents during the enrolment process;
- ➤ Facilities to maintain Customers privacy;
- ➤ Secure facilities to enrol and transmit biometric data to assessment centres;
- ➤ Payment collection and verification facilities before sending applicants biometric details;
- ➤ The ability to capture additional applicant data required for the application;
- ➤ The ability to "check and send" to eliminate form completion errors;
- ➤ An efficient process that can capture up to 10 individual applicants' details per hour per booth;
- ➤ A secure fulfilment channel, potentially involving UKBA sending cards for collection by applicants;
- ➤ A process to issue identity cards from an applicant nominated outlet with a check to ensure the biometric on the card matches the biometric of the applicant;
- ➤ IT experience and technical facilities to exchange data with UKBA in the biometric enrolment and fulfilment processes;
- ➤ The proven ability to design, implement and maintain the IT infrastructure required.

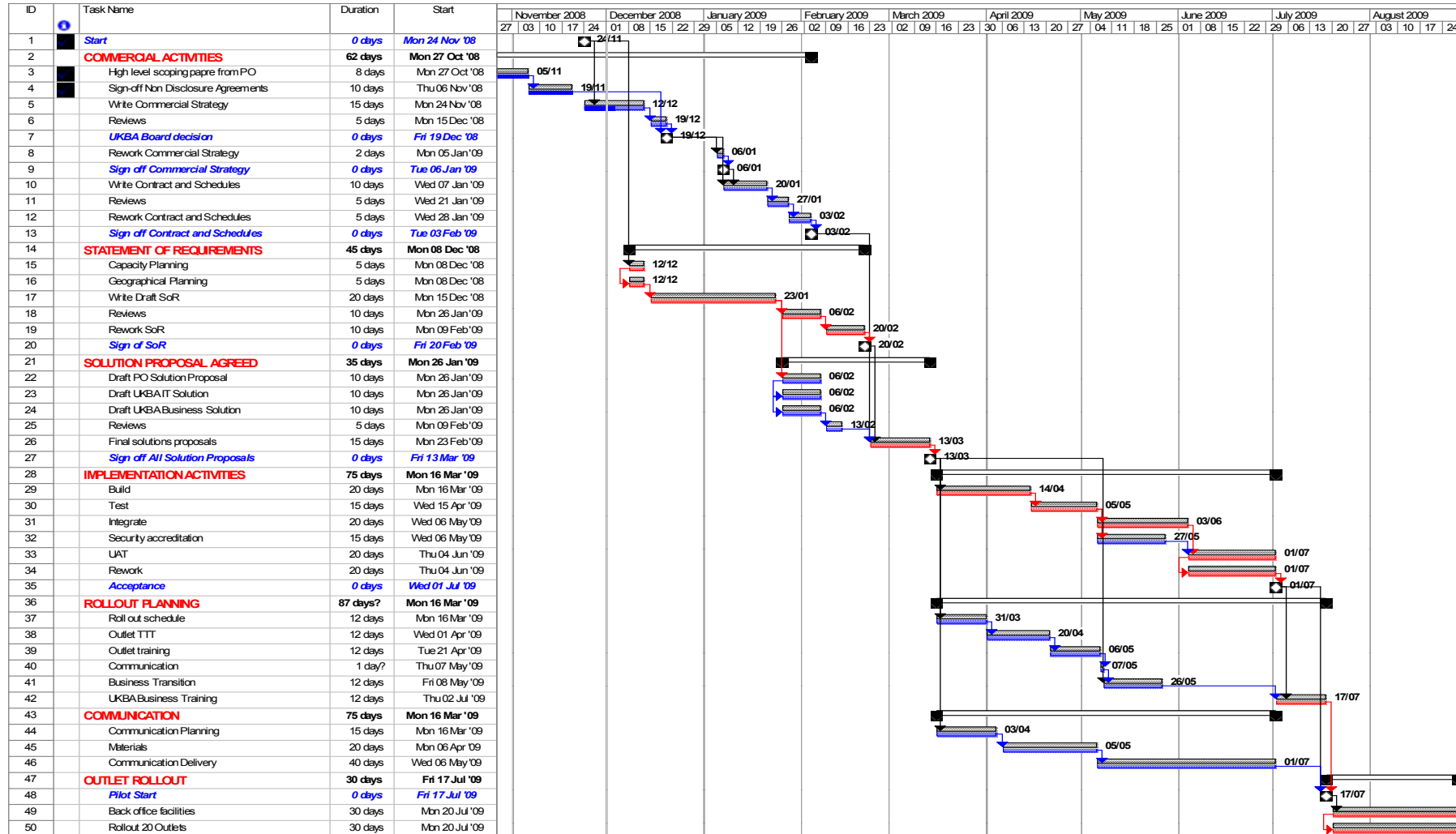## 2.5　Timeline Overview

Figure 6 Pilot Outlet Timeline Overview

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The plan above is designed merely as a one page overview to illustrate the compressed timelines that have to be achieved.

In practice much more work is required that has to be brought into plans, e.g.

➢ Project governance set up, PID, detailed plans, dependencies, resource requirements, JAC, budget setting / tracking, reporting, risk and CR management, key staff, documentation management, Gateway reviews, release management,

➢ Workshops to get early business and technical understanding between UKBA and PO

➢ Commercial management of contract, schedules etc

➢ Full requirements specification, including e.g. business processes and roles, volumes, timings, biometric standards, security, Service Management, SLAs, technical impacts on existing systems, network capacity, etc

➢ Business impacts of existing and new processes

➢ Business continuity / disaster recovery

➢ Training requirements and delivery for enrolment and case working

➢ Policy and communications

➢ Staff roles and recruitment of additional staff

➢ Review of biometric enrolment station, (at each point of build, test etc)

➢ Interfaces (UKBA and PO), specification, build, unit test

➢ Integration, system test, UAT, e2e test

➢ Security implication in design, implementation, staff clearances, system health checks and accreditation etc

➢ Roll out, Acceptance and Handover to Business as Usual

➢ Ongoing Service Delivery, Relationship management, and Contract Administration.

The is not an exhaustive list but serves to illustrate the complexity of the work required.

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3 STRATEGIC POSITION

3.1 Current Situation

3.1.1 The current position is that all accommodation for ICFN biometric enrolment services is provided in government Public Enquiry Offices as shown in Figure 5 Site Enrolment Capacity.

3.1.2 However, this is not sustainable because of the growth in volumes predicted.

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3.1.4 Moreover, the National Identity Scheme Deliver Plan[3] published in 2008 states that:

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

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3.2 Interim Position

3.2.1 The ICFN strategy for Biometric Enrolment Accommodation has focused on finding a commercial partner(s) who can provide sufficient Biometric Enrolment Accommodation space that is geographically spread across the UK, over the next two to three years as volumes ramp up to 2012.

3.2.2 The interim strategy is for a three year arrangement for ICFN Biometric Enrolment Accommodation.

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[3] The full document is available at www.ips.gov.uk/passport/downloads/national-identity-scheme-delivery-2008.pdf

3.3   Impact on ICFN Projects

3.3.1   Clearly, the level of business and technical project resources required for the implementation of additional interim ICFN biometric enrolment services will be substantial and will require adequate funding, planning etc.

3.3.2   As other projects compete for the same business and technical resources a strategic view across all ICFN project requirements must determine resource prioritisation and deployment.

4   OPTIONS ANALYSIS

4.1   Options Considered

4.1.1   A number of options for the provision of biometric enrolment accommodation and services were considered. These are set out below. The options considered include:

  ➢ Home Office facilities;

  ➢ Post Offices;

  ➢ Open Competition; and

  ➢ Other public sector bodies.

4.1.2   The key criteria for the options analysis were:

  ➢ Firstly timing, which is critical as a solution to additional biometric capture facilities is required by mid 2009.

  ➢ Secondly, UK wide flexible geographic coverage with minimal set up costs.

4.1.3   For the Post Office option, the Post Office is already in a procurement competition for a biometric enrolment solution. ███████████████████ ██ ████████████

4.1.4   The Post Office is considered to be the optimum choice; no other option that can meet the timescale and geographical flexibility is this far advanced in commercial and practical terms. Consequently, cost benefit analyses have not been done for any of the other options.

4.2   Option 1 – Home Office Facilities

4.2.1   We have considered using IPS (which is part of the Home Office anyway) to provide these services.

4.2.2   IPS offices would have the benefit of a good strategic fit, but they provide scant geographical coverage, and have limited space for processing the additional footfall of enrolment applications.

4.3   Option 2 - Post Office

4.3.1   Post Office Limited provides the best and most flexible geographical coverage.

4.3.2   There are longer-term plans to give the Post Office more commercial freedoms. However, it is currently seen by many of its users as a public service. It provides functions which are valued by the community, such as passport applications, tax discs and driving licences.

4.3.3   Any commercial arrangement would be entered into with Post Office Limited, which is part of the Royal Mail group. Royal Mail PLC is wholly owned by the Government and "postal business of the Post Office" is listed in Schedule 1 of the Public Contracts Regulations 2006. This makes it a "Contracting Authority," which is obliged to follow the public procurement rules.

4.3.4   Post Office has vast experience with the public:

  ➢ Checking documents for completeness and conformance;

  ➢ Handling payment;

  ➢ Additional Data Capture;

  ➢ Postal Address File validation; and

4.3.5   In addition, it recently had its contract to run the PO Account Card extended.

4.3.7   This means UKBA would not need to handle, keep, replenish and remove cash at their sites, set up and maintain debit card acceptance or cheque clearing systems and would ensure the correct amount was tendered.

4.3.8   Post Office already undertakes check and send services for various Clients, including Local Authorities, DVLA and IPS; checking photographs for compliance and forms of up to 4 pages which have been designed to assist the Clerk in identifying a limited number of fields for completeness. In undertaking these checks, rejects are under 1% compared to nearly 20% for forms sent direct to Clients

4.3.9   This means that UKBA could benefit from fewer staff dealing with incomplete and incorrectly filled forms that may not have a return address, correct payment, compliant photographs etc.

4.3.11 It will be the Post Office's own decision as to which of the possible 1000 branches are to be used and at this stage there is the opportunity to be heavily involved in the selection process.

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4.5   Option 4 – Other Public Sector Bodies

4.5.1 Local Authorities

- ➢ The problem with using local authorities is that each local authority is a legal entity in its own right. There is no "overarching" organisation which is able to place a single contract on their behalf.

- ➢ Therefore, UKBA would have to negotiate separate arrangements with each local authority. This would be a time-consuming exercise which is unlikely to provide UKBA with value for money

4.5.2 General Registrars Offices

- ➢ The General Registrars Offices are now part of the Home Office and there is about one registrar per local authority;

- ➢ However, there appears to be no system integration between them leading to system integration complexities with UKBA;

- ➢ It is not clear whether the accommodation estate is flexible enough;

- ➢ Therefore, this solution may require significant and individual design and implementation.

4.5.3 IPS Estates

- ➢ The IPS Interview Office Network has a secure network and cleared staff. It is the option used for Armargh;

- ➢ The application checking function and fee handing would be more difficult;

- ➢ Consideration should be given to this option as a fallback to the PO option.

4.5.4 Department of Work and Pensions

- ➢ Job Centres (which are part of "Job Centre Plus", an agency of the Department of Work and Pensions) are a potential option. However, they have worse geographical coverage than the Post Office.

➤ There is also less of a strategic fit between their functions and the biometric enrolment services.

5 Option 2 COST BENEFIT ANALYSIS

5.1 Business Case

5.1.1 A full cost / benefit analysis is the subject of current work by the Project.

5.1.2 The following is an illustration of costs as far as they are understood:

5.2 Development / Implementation Costs

5.2.1 For the purposes of the pilot the Post Office will absorb the development costs.

5.2.2 This assumption may need to be revisited and the commercial discussions between UKBA and the Post Office will monitor this closely.

5.2.3 In addition, there will be costs for:

➢ Project staff and Contingent Contract Labour;

➢ ▮▮▮▮▮▮▮▮ technical staff and hardware;

➢ Security advice and accreditation;

➢ T&S for roll out.

6   RECOMMENDATION

6.1   Choose Option 2 – Post Office

6.1.1   Option 2 - Post Office Ltd is recommended because:

- ➢ It meets our geographical requirements fully;

- ➢ The timescales of the Post Office and their other customers for biometric enrolment facilities are broadly aligned with ourselves;

- ➢ The Post Office is already about 12 months into programme delivery which reduces lead time and risk for UKBA;

- ➢ The Post Office solution is scalable into the future if required;

- ➢ We can have influence over the design and implementation if we act now;

- ➢ The transactional costs can be reduced across several government departments / agencies who need biometric data;

- ➢ It demonstrates joined up government between Post Office, UKBA, DVLA and potentially IPS;

- ➢ Check and send facilities are available in the future adding value for the customer;

- ➢ The pilot solution could be flexible enough to manage the longer term volumes and medium term peaks of expected biometric enrolments;

- ➢ Interim checks can be made to extend the pilot if required;

6.2   Run a Pilot

6.2.1   The Post Office have submitted a value added proposition to the ICFN SRO (   ) for setting up a pilot in early 2009.

6.2.2   Up to 15 outlets are currently envisaged to begin in July 2009.

7   NEXT STEPS

7.1   Business Activities

7.1.1   Arrange workshops for business requirements discussions for all parties
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7.1.2   Arrange workshops for business / technical discussions and outline design for all parties.

7.2   Project Activities

7.2.1   Complete PID, project set up, planning etc.

7.2.2   Hold joint planning workshop with all parties.

7.2.3   Hold joint risk identification and management workshop.

7.2.4   Complete business case, costs and benefits.

7.2.5   Gain management / JAC approval.

7.2.6   Set budget.

7.3   Commercial Activities

7.3.1   Complete commercial activities to ensure project can go ahead into design stage.

7.3.2   Prepare contractual documents to allow the pilot work to proceed past deign into implementation, roll out and Business As Usual operations.