

Citizen Information Project

Better sharing of citizen data across the public sector

EXECUTIVE SUMMARY

This report describes how public money can be saved and services to citizens improved by increasing the sharing of basic citizen contact details (such as name and address, date of birth, etc), across central and local Government. Although some parts of the public sector are rationalising the information held on internal systems, it remains the case that there are many different public sector organisations attempting to maintain local citizen contact details. We have been able to identify at least five sets of contact details held separately. Improved data sharing across the public sector would reduce the administrative burden to both departments and the citizen of maintaining basic contact information, and would assist in delivery of the e-government commitment that the citizen should be able to inform the entire public sector of change of circumstances through a single electronic interaction.

The Citizen Information Project has investigated whether there is benefit in better sharing citizen contact details across local and central Government departments. Its vision is “*a shared national infrastructure of basic personal data, so as to facilitate major economies, efficiencies and service improvements in the public sector*”. Benefits can be derived from the following sources:

<i>Economies</i>	<i>Efficiencies</i>	<i>Effectiveness</i>
<ul style="list-style-type: none">– Removes duplication of multiple departments updating the same personal information– Stops citizens having to inform multiple departments of a change in circumstances– Common and centralised data format makes it easier for departments to access Government information, including for new initiatives	<ul style="list-style-type: none">– Improves service delivery through having more up to date citizen information available– Stronger verification reduces the potential for fraud– Makes it easier for a citizen to be verified when interacting with Government– Eliminates duplicate and potentially conflicting information across departments	<ul style="list-style-type: none">– Increases right-first-time service to citizens– Facilitates more personalised public services– Enables e-Government agenda by delivering a citizen-view across systems– More up to date information and a greater coverage of citizen information available for government policy

Around half of UK citizens have moved house within the past seven years and some have changed address several times. Sharing latest contact information about an increasingly mobile population across the public sector increases the chance of keeping up with these changes and therefore successfully contacting citizens. This would benefit many public services, including:

- DWP targeting the 300,000 eligible citizens not currently claiming pensions
- HMRC contacting employees required to complete a self assessment
- UKPS managing their application peaks through actively contacting customers before their passport needs to be renewed
- DfES tracking children at risk via their guardian's address
- Local councils collecting debt from citizens who have moved to another authority

- NHS targeting specific citizen groups for screening campaigns
- Reducing the overall administrative burden on bereaved people.

Further, citizens in the main agree with the suggestion of sharing contact data across the public sector and see the benefits that this will deliver to them, including no longer having to contact numerous Government departments when moving house. Our recommendations also build on the principle of responsible citizenship that is detailed in the Identity Cards Scheme and a number of related local initiatives. Providing comprehensive, accurate and up-to-date population statistics across the country significantly enhances the Government's ability to make policies that fit the needs both at a local and national level, e.g. for housing, schools and hospitals.

There is a strong synergy between this project and the plans announced by ODPM on 26 May 2005 for Britain's national spatial address infrastructure. That infrastructure will essentially create a definitive list of addresses of properties and land parcels. Addresses feature in the CIP as attributes of people and we envisage using the address infrastructure to improve the quality of address data used in our proposals.

Strategic Options

The CIP considered four key strategic options for sharing contact data and so implementing the vision across the public sector:

1. Create and maintain a new and separate population register, which all public sector bodies would use
2. Open up the citizen contact details held on the Department for Work & Pensions Customer Information System (CIS) for use as a population register
3. Establish links between the contact details held on public sector databases but not create a central database
4. Build on the National Identity Register (NIR) being delivered as part of the Identity Cards Scheme.

Following a detailed analysis of each option, we **recommend** option 4 - delivery via the NIR for the following reasons:

- Each public sector database was designed and has been maintained to meet the specific needs of the department it services. As a result, there are some fundamental differences between the citizen information they maintain. This confirms that it would be an extremely difficult and costly exercise to decipher a single population register from this information;
- It builds on, and fits with, a key Government policy and avoids creating and maintaining another population database;
- The NIR will contain high quality citizen data by starting empty and capturing data through a 'gold standard' verification process, as part of Identity Cards application and enrolment;
- Whilst delivering the same benefits, the incremental cost of utilising the NIR is under £200m as opposed to around £400m to build a new, separate population register.

The NIR would cover all adults (16 and over) resident in the UK for more than three months. Benefits from using the NIR as a population register could start to be realised from soon after the NIR is operational, although significant benefits would not flow until the NIR is more fully populated, from around the middle of the next decade. The following is a summary of the potential costs and benefits, agreed with departments during the CIP, of utilising the NIR as an adult population register over a 10 year period from that point:

Over a 10 year period (when the NIR is mature):	Total benefit over period	Total costs over period	Net benefits over period	NPV
Use of NIR as an adult population register	£1065m	£185m	£880m	£635m

As can be seen from the above table, the strategic use of the NIR as an adult population register could deliver an NPV of £635m¹. The table below shows how this is broken down by benefit category:

Benefit Categories	NPV
Reducing Fraud and outstanding fines	£190m
Improving the quality of Government services	£60m
Reducing Government administration costs	£60m
Saving to citizen time	£325m
TOTAL	£635m

It will not be until well into the next decade that citizens changing address can be assured that a single notification of a change will be available to all public sector bodies that they deal with. The NIR will need to be built and populated, and ways of updating names and addresses will need to be provided. Our proposals on this are based on verifying the identity of the person notifying the change of details. Confirmation that the person does live at that new address will be provided through usage and audit of information held on user organisations' systems. However, the full benefit to the citizen will require public sector bodies to revise their processes, systems and culture to take changes notified via the NIR, and to be confident of the accuracy and relevance of the new address for their specific needs. Business practices will also need to be changed, and data protection protocols, practices and audit arrangements will need to be redesigned. We envisage that there will be sufficient opportunities to do this as organisations upgrade or refresh their information systems over the next ten years.

¹ The benefits case for the Identity Cards Scheme is more broadly based than the assessment of CIP benefits, covering areas such as crime reduction benefits. The CIP benefits identification has covered some sectors such as local government in more detail than the Identity Cards Scheme benefits has to date.

Organisations that agreed in principle² during the course of the CIP study to take and use addresses from the NIR (subject to appropriate safeguards to protect confidentiality) are:

DfES
DVLA
DWP
Electoral registers in England
HMRC
NHS in England

There is clearly more to be done, as part of the implementation of the NIR to add other public sector bodies, especially local authorities, to this list, so that fuller benefits to the citizen are realised.

Strategic Fall Back Option

There is a risk that the NIR will not be built, or that its purpose will be constrained in a way that precludes its use as a population register. The fallback option would be to explore the use of a DWP database that has significant (but not universal) coverage of the UK population, and which also contains the most widely used personal reference number - the NINO. Updates could be via existing DWP processes and the Government Gateway, and address currency could be improved by incorporating DVLA updates. Primary legislation would be required to enable access to DWP data for those stakeholders who do not currently have a legal 'gateway'.

Strategic Options - Under 16s

The introduction of the Identity Cards Scheme is subject – at the time of drafting – to the timing of Royal Assent of the Identity Cards Bill which is currently before Parliament. The Scheme will apply to those aged 16 or over. Therefore, in operating as a population register, the NIR would be an adult population register. For many parts of the public sector this does not matter because they only deliver their services to adults. However, there are a significant number of services that are delivered to people of all ages, or just to children. There are also statistical requirements to count the whole population. To meet these requirements there would need to be complementary or alternative sources of basic contact details, if the NIR is unable to provide these.

The Department for Education and Skills is developing an Information Sharing Index which, when completed, will have some of the characteristics of a child population register covering England. This appears worth examining further as a possible strategic option to deliver benefits similar to, and fitting alongside, those from the NIR. The purposes of the Index are defined by the Children Act 2004 and so the Index could not be used for other purposes, possibly including as a child population register, without changing primary legislation. Any use of the Index as a population register would need to be consistent with the assurances given by Ministers that the purpose of the Index is to support front-line professionals in delivering better services, not as a tool of central government.

An alternative source of basic data on under 16 year olds, especially for population statistics, might be DWP's child benefit system.

Short Term Opportunities

The NIR will take some years to become fully populated through the Identity Cards Scheme. There is a potential NPV of £400m in delivering some contact data sharing benefits by bilateral

² DCA will consider in due course whether electoral registers should receive updates from the NIR

arrangements to share contact data before the NIR is available.. However these projects still have to be explored in more detail, agreed by the departments or agencies concerned, and implemented in cost-effective and secure ways, through legal gateways. Departmental Chief Information Officers, and the CIO Council overall, already have the remit to work with the Cabinet Office e-Government Unit to use IT to transform public services. We therefore look to CIOs to play a leading role in taking forward the CIP proposals, and to the Treasury, Cabinet Office and the Office for Government Commerce to monitor this as part of the spending review, efficiency and public sector reform processes.

Discussions held with departments and agencies aimed at identifying short term opportunities to share contact details revealed an appetite for wider use of the National Insurance Number (NINO) across the public sector. This was either simply as a reference number for more precise identification of citizens and their records, or in many cases because the basic contact details held against the NINO by DWP would be useful in helping to verify identity. It is estimated that wider use of the NINO could potentially generate NPV benefits of £70m or more to the public sector (included in the £400m figure above). Further work is required to assess the implications of wider use of NINO for the operation of the current system.

Our key recommendations are listed below:

KEY RECOMMENDATIONS

We believe that there is significant value to both citizens and the public sector in greater sharing of contact details (name, address, date of birth, reference numbers) in a secure way across the public sector.

This should be implemented through the Government's proposed Identity Cards Scheme on the basis that the Scheme eventually becomes compulsory. The proposed new agency to run the scheme should be responsible for developing the National Identity Register as an adult population database. HM Treasury and the Cabinet Office should champion wider benefits that would arise through adapting public sector systems, business processes and culture to use the NIR as the definitive source of contact details in the longer term.

In developing the child index to support better delivery of children's services, the Department for Education and Skills should also consider whether there is scope to realise further efficiency and effectiveness benefits through a child population register.

A number of specific, short-term arrangements for sharing contact information should be considered by the department and agencies concerned: HM Treasury, Cabinet Office and the Office of Government Commerce should monitor this.

HMRC and DWP should, as a priority, agree the detailed terms of reference, time scale and resources required to complete an evaluation of the costs, legal, operational and other implications of making wider, managed use of the NINO and the associated citizen contact details held by DWP.

1 – SHARING CITIZEN INFORMATION (INTRODUCTION)

This document summarises the Citizen Information Project (CIP) findings. It is structured as follows:

- **Section 1 – Sharing Citizen Information**, introduces the issues associated with local and central Government contact data sharing and assesses the contact data held in databases.
- **Section 2 – Delivering The Project Objectives**, details the strategic case by showing the significant citizen and Government benefits of contact data sharing. It also summarises the implementation options considered on the project
- **Section 3 – Implications of the NIR Becoming a Population Register**, shows that the most efficient and effective way to deliver data sharing benefits in the longer term is via the proposed Identity Cards Scheme
- **Section 4 – Delivering Data Sharing Benefits in the Interim Period**, recommends encouraging departments and agencies to explore contact data sharing opportunities to gain benefits ahead of the NIR being available
- **Section 5 – Key Risks and Issues**, summarises the risks and issues related with delivering our recommendations, including mitigating actions
- **Section 6 – Conclusions**, summarises the argument for better data sharing and lists all the project recommendations.

Detailed supporting papers are available as annexes to this document (listed at the back of this report).

What is the project background?

A short study led by Lord Carter for the Public Services Productivity Panel in 2002 indicated the potential to provide better services at lower costs if the same basic information (particularly name and address) was collected and stored in fewer places across the public sector. The original vision for CIP was that there should be a 'single source of the truth' kept up to date with citizen names and addresses for use across the public sector. This is how population registers operate in an increasing number of countries.

A feasibility study (undertaken by the General Register Office, part of the Office for National Statistics, aided by HMT) concluded in 2003 that a shared Government population register was technically, legally and organisationally possible, but that detailed work was needed to develop any viable proposals.

CIP is an Office of National Statistics project initiated in January 2004 to undertake this detailed work and recommend an approach for implementing a shared Government population register. This document summarises CIP's findings.

The Government uses contact details for six main purposes;

Stage 1. ***Help establish identity*** – when citizen initially applies for:

- Services, e.g. medical care, education, social services
- Benefits, e.g. child benefit, job seekers allowance, pension
- Privileges, e.g. driving licence, passport, electoral registration

Stage 2. ***Help check identity*** – retrieval of current contact details to support ongoing interactions with citizen related to services, benefits or privileges, especially when delivering services or paying benefits

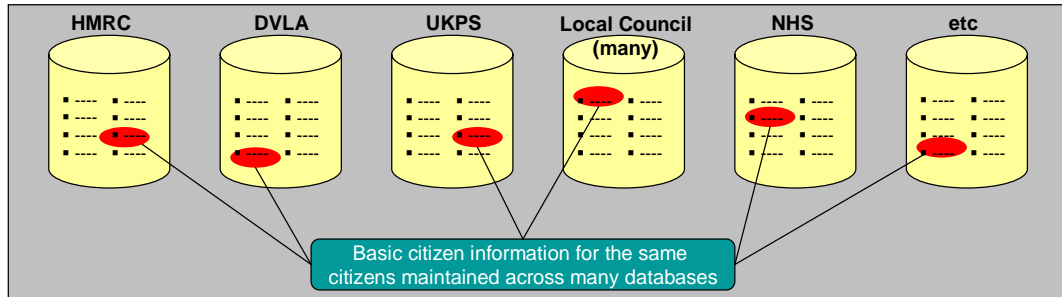
Stage 3. **Contact citizens** - ad hoc and bulk mail out of information, e.g. tax returns, appointments, reminders to renew licences, awareness of eligibility for services, etc

Stage 4. **Record and integrate information** – the ability to capture information about a person from different sources and at different times and then link and integrate the information based on their contact details, e.g. information collected across various stakeholders on children at risk; or if emerging proposals for domestic, tradable quotas in energy use were to be implemented. More urgently commitments to personalising public services such as individual budgets for older people, call for earlier and accurate integration of data

Stage 5. **Prosecute fraud** – the ability to track and locate people i.e. all historical and current interactions of citizen with stakeholders, e.g. non payment of taxes, fines, child support, use of fraudulent documents

Stage 6. **Obtain information for statistical purposes** – the identification of a set of citizens meeting specific criteria, e.g. future estimates of income tax revenue.

What are the existing problems CIP is trying to address?



Some parts of the public sector are rationalising the contact information held in their internal systems³. However this still means that there are approximately 300 million personal contact detail records in the UK public sector⁴ – almost five for every UK citizen. These records are held across a myriad of local databases⁵ most of which do not update each other for changes in circumstance.

This has a number of key impacts:

- **Government administration** – duplication of effort as each department maintains, stores and updates the same citizen information, e.g. separate citizen contact databases across HMRC, DVLA, local authorities, etc
- **Citizen interactions** – required to contact up to six different public sector organisations of change of circumstances

³ Departments and public bodies now rationalising internally, and linking their systems via their own central index, include DWP, DVLA, the NHS in England, and those local authorities introducing customer relationship management systems or following good practice established by the FAME project. Similarly the Scottish Executive and local authorities are sharing basic citizen information, with consent in the Citizen First initiative, and ONS is discussing further sharing of birth, death and marriage data across the public sector.

⁴ Source – ONS estimate based on CIP data trial output

⁵ The exact number is not readily available and cannot be obtained at reasonable cost (see parliamentary question to Earl of Northesk in Lords Hansard 28 Feb 2005)

- *Data quality* – deterioration in quality of citizen data as not all departments are informed of change of circumstances. This impacts service delivery, e.g. as letters become more likely to go to the wrong address
- *Fraud prevention* – potential to miss fraudulent activity, e.g. paying housing benefit where people are living together
- *Lack of coherent and comprehensive population data* – no single and consistent source of population information resulting in Government policy being based on lower quality information, e.g. GRO excludes immigrants but includes emigrants, DWP includes some duplicates and excludes those without a NINO.

What is the quality of the existing citizen data within the public sector?

CIP completed a review of the existing data held in key public service systems through a data trial supplemented by a detailed questionnaire. Each public sector database was designed and has been maintained to meet the specific needs of the department it services. As a result, there are some fundamental differences between the citizen information they maintain. This also confirms that it would be an extremely difficult and costly exercise to decipher a single population register from this information. The results are summarised below (and more detail can be found in Annex 2):

- Ten existing databases were reviewed (five as part of the formal CIP data trial), namely:
 - Two in DVLA (drivers and vehicle keepers)
 - DfES Student Loans
 - DWP's Departmental Central Index (DCI)
 - Two in General Register Offices (England & Wales and Scotland)
 - Two in HMRC (one for National Insurance and other covering the then Inland Revenue's client information database)
 - Two in UKPS ("Main" and "PASS")
- No one database provides the coverage, identity verification and address currency necessary to build a UK population register
- Each database contains niche demographics that have up to date address details and the potential for delivering benefit, for example:
 - DWP provides the most current details on benefit claimants
 - DVLA provides the most current details on vehicle owners
 - DfES Student Loans provides the most current details on students while at college
 - And there are other databases with special characteristics e.g. TV Licensing provides the most current details on pensioners (where details are referenced by NINO)
- Several databases are designed to cover only a proportion of the current population; other databases for good reasons are much larger, retaining entries for people who have left the country or who have died (e.g. for pension entitlement of spouses)
- Most of the organisations we contacted carry out identity verification that is high to medium by today's standards (but not of course to the gold standard planned by the Identity Cards Scheme)
- No organisation checks robustly that a citizen does live at the address presented
- Although all organisations generally check that the address is a valid one

- We estimate that the currency of addresses (the proportion of the people on a database for whom the address stored is their current address) varies between 55% - 90%.
- Where analysis was possible, the number of duplicate records, arising from data entry, error or possible fraud, was found to be very small (well under 1%)

What is the extent of contact data sharing within the public sector?

Although some organisations are rationalising internally, CIP has found evidence of only limited exchanges of contact data between public sector organisations. There is scope for more, and there is interest in some public sector organisations in exploring this further. Some of the potential sharing of contact data (see section 4) may require changes in legislation to enable them to be implemented.

What do other countries do?

Many countries, including 20 in Europe, use a population register as the vehicle to share contact data within their public sector (and sometimes more widely). Their systems involve a population database maintained by a population registration process, and kept up to date as people move around the country. Almost all countries with a population register also have a formal written constitution and data protection legislation. Countries generally fit into one of two models:

MODEL	DESCRIPTION	EXAMPLE
Central	Single register for whole country. Other government departments link into this large central system	Sweden has had a population register for hundreds of years. Each resident is allocated a unique number (based on date of birth) at birth. This drives and is a prerequisite for all public services. The information is also made available to the private sector.
Local	Municipal-level population register	After World War II, the Netherlands Government was keen to reintroduce an administrative structure to support services. However, there was strong opposition to a national population register due to how it had been misused during the war. As a result, a local model was introduced that provides citizens with a local reference number that supports the provision of municipal services, without linkages to central government. They are now in the process of moving towards a more centralised model.

The central model can be more difficult to implement, in particular in countries with larger populations and/or devolved administrations. However, it also provides greatest benefit through connecting more areas of the public sector. Local models have to deal with the issue of internal migration within a country.

Some larger countries, such as Russia, have implemented hybrid versions where registers are maintained at a municipal-level with links into central systems.

Denmark and Lithuania are the only two EU countries that have a population register without an associated identity card scheme. For the rest, the population register and ID card scheme are explicitly linked and often are a prerequisite for accessing public services.

Some countries with more advanced population registers are now looking to phase out full household censuses and make greater use of administrative data for statistical purposes.

What is the citizen's perspective?

There has been relatively little press coverage of the CIP or of a broader population register. The published articles have on the whole provided neutral or balanced coverage. It is therefore not surprising that the public is generally unaware of the CIP proposals. Mori conducted public opinion research on behalf of CIP. When asked to express an opinion, 85% were positive or neutral to the proposal. Some 35% believed that a register already exists. There were some reservations, however, about sharing this information with the private sector. It is also worth noting that a number of the interviews demonstrated the overlap in the public's mind between the CIP proposals and the Identity Cards Scheme. More information about public opinion can be found at Annex 9.

What are the implications of a single citizen address across all public sector bodies?

Citizens currently have the ability to give different contact details to each public sector body. The approach adopted by many other population registers, of designating one main name and residential address, is proposed for the NIR, which will improve the overall quality of contact information. However, this must be considered alongside the fact that there may be legitimate reasons for a citizen to provide different addresses to different public bodies, e.g. someone paying council tax on two residencies in different local authorities.

The proposed strategic operating model allows each department to define how they will use the NIR updates and provides the flexibility for citizens to inform specific departments to use alternative addresses, when required. However the detailed implications of this need to be developed with each participating government organisation. The list of organisations currently committed to taking and using addresses, shown in the management summary above, mainly comprises central government bodies. Plans for the use of the NIR across every local authority, rather than in specific circumstances, are still being considered. Decisions on the use of the NIR in services which are the responsibility of devolved administrations will be a matter for those administrations.

2 – DELIVERING THE PROJECT OBJECTIVES (STRATEGIC CASE)

CIP supports one of the Treasury's objectives of improving the quality and the cost effectiveness of public services. The 2004 Spending Review sets out the priorities and next steps in the Government's drive for excellent public services for all. Achieving greater efficiency in the public sector is a key element of this agenda.

Further, CIP supports the Modernising Government commitments and enables the e-Government agenda, e.g. single electronic change of circumstances across the entire public sector. It also builds on the work to improve contact data sharing within over 300 Local Authorities as part of the Customer Relationship Management National Project.

Sharing contact information to deliver the following benefits...

... to public service administration

A number of areas within the public sector have made progress in bringing together the information they hold locally on a citizen. This ensures they have the best internal view of citizen information. It also facilitates connecting this information across all areas of the public sector. However, there has been relatively little work in further sharing this between public sector bodies and many areas duplicate the collection, storage and maintenance of basic citizen information.

It has also reduced the quality of the information, as individual departments are not notified of some changes in circumstance. This has a variety of impacts on public services:

- Requirement to re-issue citizen communications that have been sent to the wrong address
- Inability to collect fines as person not at provided address
- Additional complexity in verifying citizens who provide an address different to that on the local system
- Inability to actively manage future workload by contacting citizens directly, e.g. UK Passport Service for passport renewals.

... to citizens

Modernising Government commits to delivering responsive public services that are valued by citizens. CIP supports this through reducing the administrative burden on citizens required to both contact numerous government departments and resolve any related errors.

For example, citizens are currently required to contact each area of the public service to inform them of any basic change in circumstances. For a typical family, this could mean contacting six different areas:

- Department for Work and Pensions
- HM Revenue & Customs
- Local council
- Local schools
- NHS
- DVLA.

Delivering on the recommendations in this report means that the citizen advising the Identity Cards Scheme of a change of address would not have to update their address in other public

sector organisations that are part of the Identity Cards Scheme. Looking further ahead, from 2021, citizens could have the choice to provide a single update through any other public sector customer outlet or channel within the Identity Cards Scheme.

In addition to citizen convenience, wider data sharing of basic contact information could also provide the foundations needed to deliver other important social benefits, such as more personalised services (for example the Government's manifesto commitment of developing transparent individual budgets for older people), increased pensions take up and improving the integrity of the electoral registration system.

Similarly, the Cabinet Office published a report looking to reduce the overall administrative burden on bereaved people⁶ through improved data sharing. The vision is a single contact point across the entire Government that then initiates all of the related services. This is a significant improvement in service at a sensitive time.

The CIP proposal seeks to deliver a more effective and efficient public service. However, it also potentially impacts citizens by requiring them to maintain a single identity across the public sector. We believe that the benefits outweigh any perceived reduction in civil liberties.

...from better statistical analysis and policy making

There is no single and accurate population register in the UK. As a result, population and basic demographic statistics need to draw on a variety of sources, with financial and other costs, including reductions in the quality of the output. This has a direct impact on the quality of Government policy, such as schools and hospital requirements, based on this analysis.

Further, a number of countries with an established population register are looking to reduce or remove the need for a population census, relying instead on drawing statistical conclusions from administrative data processed within a secure environment. Censuses happen every ten years in the UK, with the last one in 2001 costing £207m. It is likely that a population register could play a similar role in supporting the greater use of administrative data for statistical purposes in the UK, but that it will not be in place in time for the 2011 census. For 2021 onwards, it would significantly reduce the costs and allow the census to focus on collecting new and valuable information. In particular, we believe that use of the NIR would reduce the cost of the 2021 Census by £35m (NPV), although far more work needs to be done on this in the next decade.

... through fraud prevention

One of the key objectives of the Identity Cards Scheme is to reduce fraudulent activities. Sharing information across the public service supports this by enabling the entire public sector to consider changes in circumstances individuals have provided locally. Improved contact data sharing could also have a modest deterrent effect on fraud. For example, DWP plan to cross-reference addresses using the NIR; to help combat fraud related to individuals who claim benefit based on one person living alone.

⁶ Making the Difference – Bereavement – published by the Regulatory Impact Unit of the Cabinet Office in March 2005

What implementation options have been considered?

The project identified around eight potential and feasible implementation options. After an initial review, four of these were progressed for further analysis as provided below (with Option 3 further expanded into two possible implementation approaches)⁷:

	OPTION	DESCRIPTION	SCOPE	TIME	EFFORT	RISK	COMMENT
1	Build new population register	Stand alone register created from existing public sector database(s).	Whole UK	Live 2008. Fully operational 2010	High – Development of new central database covering whole UK population. Requires legislation	Med – New development. CIP Data Trial established that significant preliminary cleansing and initial matching of data required, involving substantial manual intervention	If data matching worked (which would involve significant resources) there are benefits in setting up a new register with the purpose of maintaining contact data. However, difficult to justify creating a new one when existing options exist, especially the proposed NIR.
2	Develop existing DWP register	DWP register becomes the UK population register and all systems link into it. Population of all aged covered	Whole UK	Live 2008. Fully operational 2010	High/Med – New role for DWP requiring significant system changes and additional supporting processes. Requires legislation	Med – Changes to core system. New role for DWP providing service to Government. CIP Data Trial identified that no existing dataset satisfies all the data quality characteristics required. Significant preliminary cleansing and matching of data required.	Existing register, so only incremental costs in extending access. However, changes role of DWP and initially creates two UK population registers (as NIR will progress independent of this decision). Would not be as good a solution as NIR because of lower coverage.

⁷ In order to gain the benefits of a population register, all of the options progressed require each citizen to have a single identity across the public sector. This does not preclude a citizen from creating different identities in other places (sometimes called 'federated' identity management). The CIP commissioned a report from Eidentity Ltd, appended to Annex 3, on striking the right balance between a single identity and federated identity management in the UK public sector, and some implications for the development of public sector identifiers.

	OPTION	DESCRIPTION	SCOPE	TIME	EFFORT	RISK	COMMENT
3a	System of links between national registers	Links between government systems that share changes of citizen information as it becomes available	Whole UK	Not considered	High – Complex “spaghetti” model linking each government system. Requires legislation	High – No clear single owner. Requires dozens of links between systems. Uncertainty around currency of data and data hierarchy. Local authentication difficult	Complex and messy option. Operating model and approach for delivery not clear. Multiple developments across local systems. Likely to be problematic implementation even if individual systems are clustered around hubs.
3b	System of links between local registers	Build or designate series of local population registers that cover the country, linked to allow for migration and to log duplicate entries (e.g. for second homes)	Whole UK	Not considered	High - local registers are incomplete (e.g. electors or council tax payers) and complex model needed to link together. Requires legislation	High - No clear single owner. Requires standardisation and links between systems. Many of same issues as 3a	While this has been successfully introduced in other countries, it has tended to be built on well-established tradition of personal registration with local authorities and re-registering after moving.
4	Use of the NIR as a population register	NIR maintains a download of all changes in citizen contact information over the last three months. Approved users access this to update their own records	Whole UK over 16s	Dependent on progress of the Identity Cards Bill	Med – Additional requirements on NIR to create download, which is kept separate from core system. Requires secondary legislation for each stakeholder (provided for in ID Cards legislation)	Medium – at the time of drafting, the Identity Cards Bill does not have Royal Assent	Confirms NIR as single population register. Incremental cost and therefore cheaper option. Lesser scope has small impact on benefits and also can be mitigated. Provisions in the Identity Cards legislation provide the basic functionality required.

Following a detailed analysis of each option, we **recommend** option 4 - delivery via the NIR for the following reasons:

- Each public sector database was designed and has been maintained to meet the specific needs of the department it services. As a result, there are some fundamental differences between the citizen information they maintain. This confirms that it would be an extremely difficult and costly exercise to decipher a single population register from this information.
- It builds on a key existing Government initiative and avoids creating a second population database;
- The NIR avoids a costly data matching⁸ exercise by starting empty, recording high quality citizen data through a 'gold standard' verification process which forms part of the Identity Cards Scheme application and enrolment process.
- The incremental cost of utilising the NIR is under £200m as opposed to around £400m to build new (total set-up costs and running costs over a 10 year period).

We have also considered extending option 4 by updating the NIR from other public sector sources, realistically those using the Identity Cards Scheme to verify identity during a transaction. This is only worth pursuing if it adds to the quality of data held on the NIR and does not weaken its integrity. Significant changes would be required, both to the NIR and to other organisations' systems. It is not likely to be feasible until the initial roll out of identity cards has been satisfactorily completed. We **recommend** that the Home Office should retain the medium term aim to provide this functionality.

3 – IMPLICATIONS OF THE NIR BECOMING A POPULATION REGISTER

Delivering improved citizen data sharing through the Identity Cards Scheme

The Identity Cards Programme is a major Home Office initiative aimed at reducing fraud, improving the delivery of public services and tackling terrorist and organised crime activity through the delivery of a Gold standard identity verification method – the UK Identity Cards Scheme. All UK resident adults will be required to obtain an Identity Card as they apply for or renew their UK passport. Non-UK nationals spending more than three months in the UK will also need to apply for an Identity Card. The Scheme is intended to be made compulsory later subject to further Parliamentary approval.

Over a 12-year period the Scheme aims to register and verify the identity and biometric details of up to 48 million UK residents on a new system called the National Identity Register (NIR). A new agency, incorporating UKPS, will be set up to administer the Scheme including to establish and maintain the NIR.

Legislative Requirements

As currently drafted, S1(4)e of the Identity Cards Bill establishes "securing the efficient and effective provision of public services" as one of the statutory functions of the National Identity Register. This has been designed to allow the NIR to be used, among other things (subject to the other provisions in the Bill), as an adult population register as proposed in this report.

⁸ Confirming that John Smith on one database is the same John Smith on another

Whilst making provision for public sector stakeholders to use the information held on the NIR, the legislation does require that each stakeholder not specifically mentioned on the face of the Bill obtains Parliament's approval via secondary legislation to be provided with basic contact information on the NIR without specific citizen consent.

CIP Identified Benefits

The following CIP data sharing benefits could be realised if the NIR becomes an adult population register. These are calculated over a 10-year period from when the NIR is mature although some benefits could be realised before then:

DEPT	SUMMARY DESCRIPTION	BENEFIT (£M)	COST (£M)	NET BENEFIT (£M)	TOTAL NPV (£M)
DCA	Improved fine enforcement through use of NIR address data	162	34	128	91
DfES	Simplify Student Loan application process	3	2	1	1
DoH/ NHS	Efficiency and improved governance	40	7	33	24
DWP	Better identification of fraud	60	2	58	41
HMRC	Efficiencies through more effective mailing and reduced cost of follow up contact	99	14	85	61
Local Government	Improved council tax collection through tracking addresses of people who have left boundary	150	75	75	60
Citizen	Saving in citizens' time.	253	n/a	253	179
TOTAL(rounded)		765	135	630	455

If the Identity Cards Scheme becomes compulsory and extended in the future to allow updates to be passed to the NIR from other public sector stakeholders, further benefits could be delivered. These are summarised below:

DEPT	SUMMARY DESCRIPTION	BENEFITS (£M)	COST (£M)	NET BENEFIT (£M)	Total NPV
ONS	Significant reduction in 2021 Census requirements	50 (one off)	N/A	50 in 2021	35
Citizens	Additional Saving in citizen's time as a result of access to a one stop update service from a large number of public sector stakeholders (not just the NIR)	253	50	203	144
TOTAL (rounded)		300	50	250	180
Grand Total of NIR Benefits (rounded)		1065	185	880	635

We believe that there is significant value to both citizens and the Government in greater sharing of contact details (name, address, date of birth, reference numbers) in a secure way across the public sector.

This should be implemented through the Government's proposed Identity Cards Scheme on the basis that the Scheme eventually becomes compulsory. The proposed new agency to run

the scheme should be responsible for building and using the National Identity Register as an adult population database. HM Treasury and the Cabinet Office should champion wider benefits that would arise through adapting public sector systems, business processes and culture to use the NIR as the definitive source of contact details in the long run.

This recommendation:

- Is in line with UK Government strategy
- Is consistent with the Identity Cards primary legislation
- Ensures there would only be one adult population database
- Delivers the benefits of data sharing in the most cost effective manner

The Identity Cards Scheme is a key Government initiative and will be how a citizen's identity is verified when they interact with public services. It is therefore consistent that it is also used to verify and provide consistent citizen contact information within the public sector.

The NIR will be progressed regardless of the recommendations of this project. Delivering a separate solution would therefore result in two UK population registers, which would be costly and would not meet the public service objectives as fully as a single register.

The ongoing work needed to design the NIR already takes account of the functionality needed to enable the NIR to operate as an adult population register. Therefore costs and benefits of the NIR operating as an adult population register are contained within Home Office Identity Cards Scheme business case estimates⁹. For comparison it is estimated that the incremental cost of population register functionality within the NIR is £185m (over a 10-year period), as opposed to the cost of around £400m to build a brand new population register.

The Government announced in October 2004 that the most appropriate method of delivering the benefits of a population register was through the proposed Identity Cards Scheme's NIR. Both projects have worked together to expand NIR's requirements and integrate benefits and stakeholder interactions.

What is the proposed NIR operating model?

Our strategic solution initially involves each government department authorised by Parliament being provided with relevant notifications of updates to NIR, as illustrated in the diagram overleaf. What each department does with this information is directed by its business needs: the majority of departments should be provided with all the change of circumstances made to the NIR basic personal data and update their systems accordingly¹⁰.

This model assumes secondary legislation allowing the public services to be provided with NIR data without the need to obtain specific citizen consent.

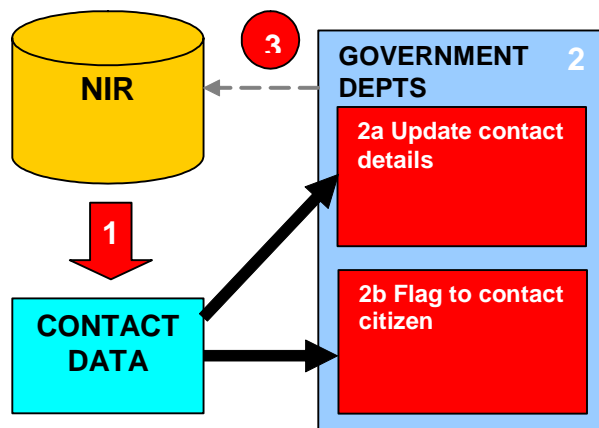
The currency of contact details has been identified from the CIP data quality assessment as being critical to many of the benefits and this model assumes that citizens comply with providing changes in circumstances as required by the Scheme.

*We therefore **recommend** that public sector stakeholders approved by Parliament should be provided with contact data from the NIR. The Home Office should ensure that, in building the NIR, functionality is provided that enables basic contact data to be provided to public sector stakeholders in a secure environment.*

⁹ Benefits identified by CIP were included in the overview of the benefits of the ID Cards Scheme published by the Home Office on 28 June 2005.

¹⁰ Some data held on the NIR is subject to a higher level of protection and cannot be made routinely available to other departments e.g. audit log data.

We also **recommend** that the Home Office should retain the medium term aim of extending the range of outlets for citizens to update their NIR contact details to cover other public sector stakeholders. This could improve the currency of contact details and simplify the citizen interaction with government.



1 NIR collects updates to a citizen's personal details as part of the ID Card Scheme. It uses this information to maintain a download of all relevant changes of circumstances made to NIR basic personal data in the last three months.

2 Each authorised government department is provided with a download to update the citizen information they hold. These fall into two categories:

2a Departments that are provided with a direct download of the basic contact information and update their systems accordingly. The majority will fall into this category.

2b Departments requiring address verification beyond that provided by NIR will use update as a flag to contact a citizen and request additional information e.g. Child Benefit.

3 Option in medium term of citizen updating contact information with some government departments, who would then provide this to the NIR.

What design features of the NIR have been agreed to enable contact data sharing benefits to be delivered?

CATEGORY	DESCRIPTION	EFFORT
Data items	A field to hold a unique property number, for the precise identification of each address	Low
	Adoption of Government Data Standard (GDS) for address and personal details, for the efficient handling and transfer of these items	Low
	Details of the time and verification level for all changes recorded for contact details data items	Low / Med
Download	Separate download of contact data available to other systems and detailing any citizen changes to a citizen's basic information made in the last three months	Med / High

Implications for population register of excluding under 16 year olds from NIR

Children under 16 years old are excluded from the Identity Cards Scheme and therefore will not be on the NIR. This does not impact on a number of public sector organisations that only deliver their services to adults. However, there are a significant number of services that are delivered to people of all ages, or just to children and young people. There are also statistical requirements to count the whole population, including the provision of statistics for planning the delivery of services. Extending the NIR to cover under-16 year olds might provide the most coherent way of managing contact details for the whole population. There are potential benefits from extending the NIR to become a full population register, but CIP has not

established a business case for such a change. We have therefore considered complementary or alternative sources of basic contact details.

The Department for Education and Skills is developing an Information Sharing Index which, when completed, will have some of the characteristics of a child population register covering England. This appears worth examining further as a possible strategic option to deliver benefits similar to, and fitting alongside, those from the NIR. The purposes of the Index are defined by the Children Act 2004 and so the Index could not be used for other purposes, possibly including as a child population register, without changing primary legislation. Any use of the Index as a population register would need to be consistent with the assurances given by Ministers that the purpose of the Index is to support front-line professionals in delivering better services, not as a tool of central government.

An alternative source of basic data on under-16 year olds, especially for population statistics, might be DWP's child benefit system. From an initial review, this source appears to be more accessible and more comprehensive than other sources, but less likely to contain current addresses.

*We **recommend** that, in developing the child index to support better delivery of children's services, the Department for Education and Skills should also consider whether there is scope to realise further efficiency and effectiveness benefits through a child population register.*

The Welsh Assembly Government, the Scottish Executive and the e-Government Unit in Northern Ireland may wish to explore the case for child population registers in those countries.

Until or unless such registers are in place, it is likely that the best source of basic data on under-16 year olds, especially for population statistics, might be DWP's child benefit system.

*We **recommend** that ONS should explore the use of contact details from DWP's child benefit system as a source for population statistics.*

Delivering benefits from using the NIR as a Population Register

Developing the NIR to be used as a population register will deliver significant benefits (NPV of £685m) however it is important for the public sector to plan ahead with the NIR in mind in order to deliver these benefits.

*We **recommend** that unless other arrangements apply, the Chief Information Officer in each department should investigate the scope for contact data to be provided from the NIR, where this is not already included in the Identity Cards Scheme business case.*

Statistics to support better Government policy

Modernising Government also commits to forward-looking policy making. This needs to be supported by data that:

- Is easily accessible and provided in a more timely manner
- Is a more accurate representation of the existing situation
- Includes a wider coverage of the UK population
- Provides an earlier assessment of whether policies are working

The NIR, together with under 16s data from DWP, will have the potential to begin to deliver these benefits as NIR becomes more populated – around 2016. These sources together with the electronic borders programme and other administrative sources could be used to build timely and cost-effective population statistics, as indicated in ONS's 2003 proposal for an Integrated Population Statistics System. Other countries have found value in creating a

secure statistical environment drawing on, but outside of, the population register or any other indexes, administrative or survey data. This enables appropriate data to be brought together for richer analysis than is found working with a single source. However, it also needs to be supported with the legislation, procedures and audit necessary to maintain the trust of the public in these newer statistical practices. Without this trust then the clear benefits of better and more timely statistics for policy analysis will not be achievable.

We recommend that ONS should take account of NIR developments in delivering population statistics and the planning of the 2021 Census in order to realise significant cost savings (estimated at £35m NPV).

4 – DELIVERING BENEFITS FROM SHARING BASIC CONTACT INFORMATION IN THE INTERIM PERIOD

NIR does not go live in the immediate term and will take around ten years to become fully populated and deliver the benefits of an adult population register. In the meantime there is scope for securing benefits through more limited sharing of contact information across the public sector. The nature of these benefits can be characterised as point to point contact data sharing between departments/agencies because one has better quality data for a particular demographic group or groups. We estimate that this could deliver an additional NPV of £400m, and which could contribute to departmental efficiency plans. More detail about these opportunities during the interim period can be found in Annex 5.

Opportunities in the Short/Medium term

We have identified around 50 potential opportunities for contact data sharing efficiencies prior to NIR, of these about 17 (below) have been subjected to a high-level assessment by CIP. Many of these opportunities are recognised by Departments as areas worthy of investigation (including whether legislation is required or not), but at this stage departments have not committed to deliver these opportunities.

DEPT	SUMMARY DESCRIPTION	BENEFITS 2007 – 2016 (£m)	TOTAL COSTS 2007 -2016 (£m)	NET BENEFITS 2007-2016 (£M)	TOTAL NPV 2007 to 2016(£M)
DfES	Simplify Student Loan application process	3	1	2	1
	Manage Information Across Programmes (MIAP) adopts NINO as unique education number across DfES ¹¹	Not Known	Not Known	52	37
DoH / NHS	Various, including:				
	• Citizen registration efficiencies	22	3	19	13
	• Reductions in health tourism	20	5	15	11
	• Missed Appointments	25	5	20	14

¹¹ We include this example as indicative of the additional costs incurred through not having access to NINO and NINO-based information. DfES initially considered using the NINO as a Unique Learner Number (ULN) but for a number of reasons, including lack of supporting legislation, coverage of the NINO, and the scope of the potential application, are now investigating the introduction of a new Learner Registration Service.

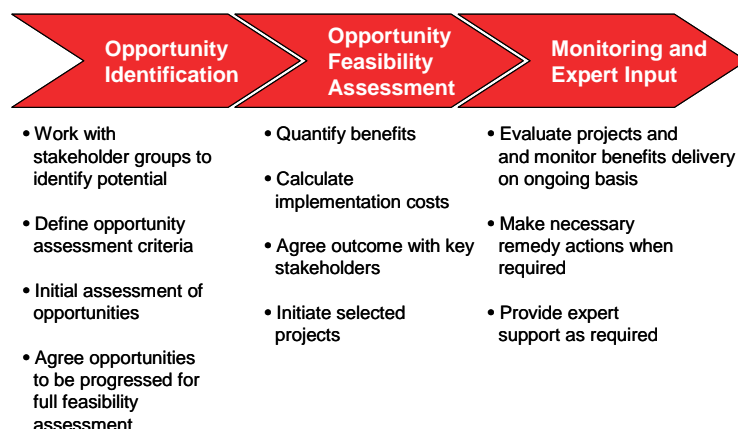
DEPT	SUMMARY DESCRIPTION	BENEFITS 2007 – 2016 (£m)	TOTAL COSTS 2007 -2016 (£m)	NET BENEFITS 2007-2016 (£M)	TOTAL NPV 2007 to 2016(£M)
	<ul style="list-style-type: none"> Reductions in prescription and dental fraud NHS data quality improvement 	16	-	16	12
		9	3	6	4
DWP	Efficiencies through more accurate addresses	Not Known	Not Known	100	71
	Better identification of fraud	Not Known	Not Known	20	14
	Improved collection of CSA debt	13	3	10	7
DVLA	Efficiencies thro improved accuracy of addresses	25	11	14	10
HMRC	Improved VAT collection thro reduced opportunity for traders to go missing	68	12	56	40
HMRC	Efficiencies thro improved accuracy of addresses	100	12	88	62
	Improved tax collection thro better address information	35	10	25	18
Local Authorities	Improved council tax collection thro tracking addresses of people who have left boundary	100	50	50	35
	Cost of reducing roll out of Customer relationship management Initiative	50	N/A	50	35
UKPS	More efficient passport renewal process	15	5	10	7
TOTAL (rounded)				553	390

The majority of these tactical solutions seek to realise benefits as a result of more up to date contact details and greater coverage. The CIP data quality assessment, which included the data trial using sample datasets from DVLA, GRO/GRO(S), HMRC and UKPS, has identified the characteristics of these existing datasets and the findings from the trial will form the basis for developing ad hoc short term data sharing solutions.

They should also take full advantage of the knowledge base and data quality framework developed by CIP, including:

- Data characteristics of sample datasets from DVLA, GRO, HMRC and UKPS to form the basis for developing short-term data sharing solutions
- The detailed public service data sharing inventory to identify additional further opportunities
- A methodology for assessing the quality of existing and defining the quality requirements of future contact details to support the ongoing initiatives, including NIR
- Reference to relevant standards on name and address details.

This approach is summarised in the below diagram:



We also need to look to further embed efficiency through data sharing as a standard practice across the public sector, rather than something considered within niche projects. This will be achieved best when it is an integral part of the ongoing investment appraisal and review process.

CIP explored a number of ways in which this work could be taken forward, including as a centrally managed programme. However, this is not a coherent programme: CIP has listed a number of short term data sharing opportunities that appear to be worth further consideration by departments, either because they directly relate to the department or might act as exemplars for other potential efficiency savings. It is clearly up to departments whether or not to progress these opportunities. Within departments/and or agencies, Chief Information Officers (CIOs) especially through the CIO Council would seem to be well placed to champion, challenge, advise and monitor the delivery of short term data sharing solutions. They have been commissioned to support the Prime Minister's agenda for modernising public services¹² *"There is a real opportunity to transform public services by effective use of modern information technology... for the benefit of citizens, businesses, taxpayers and front-line workers. ... Only a strategic approach can prevent a structural service delivery gap opening between public and private sectors due to comparative performance in using information technology. ... A strategy should balance the security resilience and privacy of the government's IT infrastructure with convenience of use by citizens and government bodies.*

There is, we suggest, still a need for further challenge from the centre. We believe that this central role will be best played by the key areas already leading the public sector efficiency and modernisation drive: HM Treasury, Cabinet Office, and the OGC (for the Efficiency Programme agreed in SR04 and in any rolling forward of the efficiency agenda).

There has previously been interest shown in wider data sharing generally (i.e. beyond just contact information), including a 2002 Performance and Innovation Unit report¹³. This interest is set to continue. In addition to the CIP report, the Council for Science and Technology is due to report to Ministers later this year on how making better use of personal information stored in electronic databases can be better used by Government, to improve delivery of services and for research that is at the heart of evidence-based policies¹⁴. Although the Department for Constitutional Affairs has produced a public sector toolkit on data sharing

¹² Selected quotes from a letter dated 7 March 2005 on Delivering Modern Services from the Prime Minister's Principal Private Secretary, Ivan Rogers, to Ian Watmore, Cabinet Office

¹³ Performance and Innovation Unit Report – Privacy and Data Sharing: The Way Forward for Public Services – April 2002

¹⁴ Report will be published on www.cst.gov.uk

while maintaining privacy, there are still perceived to be a number of barriers to greater data sharing across the public sector.

*We **recommend** that a number of specific, short-term arrangements for sharing contact data should be considered by the departments and agencies concerned: Treasury, Cabinet Office, and the Office for Government Commerce should monitor this.*

*We **recommend** that, unless other arrangements apply, the Chief Information Officer in each department should investigate, and implement where appropriate, contact data sharing initiatives such as those listed in this report. Wherever possible, CIOs should ensure that any delivered solutions can be reused when the NIR becomes available.*

*We **recommend** that Departments should adopt the data quality framework presented in this report (Annex 2B) in assessing and developing data sharing solutions and should adopt at least the six relevant data elements from the Government Data Standard (GDS) for address and personal details.*

*We **recommend** that barriers to greater sharing of contact data should be addressed inter-departmentally and efforts made to resolve them in the context of data sharing more generally.*

Spending Review

Although relatively small compared to the £21bn of public sector efficiency savings sought during the SR04 period, improving contact data can bring significant savings. Departments should be encouraged to consider this explicitly in their efficiency plans. The next spending review will set expenditure limits and define the key improvements for each Government department for the following three years. By applying the following simple principles we believe that this provides an excellent opportunity to instil efficiency through sharing of basic contact information as a mainstream policy:

- Efficiencies brought about by sharing of basic contact information to be seen as important and given a high profile in the next spending review
- All new citizen based databases in future to demonstrate their relationship with the NIR
- Presumption in favour of no new outward facing customer reference numbers

*We **recommend** HM Treasury should draw the CIP recommendations and the list of possible short term data sharing solutions in this report to the attention of departments at the start of the next spending review.*

*We **recommend** that the devolved administrations should explore which examples of these short-term data sharing solutions should be taken forward as part of the next spending review or subsequent spending reviews, and delivered by the devolved administrations.*

A common and unique citizen reference number

Unique reference numbers are invariably used to connect a person with their information within a particular system. This is more precise than attempting to match purely on basic personal details (e.g. name and date of birth) as these are not unique to the individual and can change. However, when matching across different systems then, unless a common reference number has been used, the only option is to match purely on basic personal details. Such matching often provides multiple outputs that then require costly additional manual intervention to resolve. In one example we report (see Annex 7), an accurate record matching rate of 97% was achieved using a personal reference number (i.e. 3% of the records were missing the number or the number was invalid). When the reference number was stripped out, the automatic matching rate dropped to 35%, which is at the lower end of a range that seldom rises above 60% for this kind of matching.

At present there are two widely used numbers in the public sector with high coverage across the UK, these are the National Insurance Number (NINO) and the NHS number. Both numbers are designed for and limited to their particular areas of application, with special sensitivities and public acceptability issues associated with any wider use of the NHS number, given that it is a key to citizens' health records. NINO is already used for a wide range of purposes (for example, people aged over 75 are asked to quote it when they apply for a free TV licence). Our qualitative research suggests that over 80% of people know or can find their NINO and are familiar with using it. Considerable effort has gone into improving the list of current NINOs, removing duplicates and those of people who have died.

Citizens would find a single reference number or fewer numbers more convenient and they would expect the public sector to derive efficiency gains from such rationalisation: in some cases citizens believe that the NINO already serves this function. Ian Watmore, as Head of the e-Government Unit and the Government's CIO, is on record as saying that moving to a limited set of around 3 personal reference numbers should feature as part of the strategy for Transformational Government, enabled by technology, that he is due to publish later in the year¹⁵. CIP supports the greater use of the commonly held personal reference numbers, rather than for example coming up with new personal identifiers.

Discussions held with departments and agencies aimed at identifying short term opportunities for sharing contact data did reveal an appetite for wider use of the National Insurance Number (NINO) across the public sector. This is driven by specific data sharing requirements and could potentially generate NPV benefits of £70m or more to the public sector.

In addition, as part of the modernising public services agenda there, is a drive for more personalised public services which make a range of services available from central and local government for the benefit of the citizen. The NINO acting as a common identifying reference number could be very important in supporting this policy, when used to collate the information needed from several different sources to provide a personalised 'budget' of care, for example.

In the longer term, the National Identity Registration Number (NIRNo) should also be very widely held by adults and associated with 'gold standard' identity verification. NINOs are also being stored on the NIR, which makes the NIR well placed to support whatever strategy may emerge in the future for handling and making wider use of personal reference numbers.

However, additional citizen numbers introduce unnecessary complexity and inefficiencies across the public sector. We believe that the public sector should avoid a proliferation of reference numbers, instead, using a limited number of unique citizen numbers across the entire public sector. CIP believes that this limited set should be at most the NINO, NIRNo and the NHS Number.

We recommend that HMRC and DWP should, as a priority, agree the detailed terms of reference, time scale and resources required to complete an evaluation of costs, legal, operational and other implications of making wider, managed use of the NINO and the associated citizen contact details held by DWP.

¹⁵ See www.cio.gov.uk/

5 – KEY DELIVERY RISKS AND ISSUES

Strategic Use of NIR

The obvious risk to our main proposal is that the NIR is not built, or its purpose is constrained so as to preclude its use as a population register. In that event we recommend that consideration be given to developing DWP's new Customer Information System (CIS) as a population register and a home for contact details more widely. CIS will have significant (but not universal) coverage of the UK population and will contain the most widely used personal reference number - the NINO.

Another risk is delay to the rollout of the Identity Cards Scheme, but if the intention were still to cover the whole population, then the short term opportunities for sharing contact data would still apply and could be extended.

Short Term Opportunities

The risk here is that opportunities are not considered and so potential benefits are lost. Our proposals for the challenge role for HM Treasury, Cabinet Office and their units, are designed to minimise this risk. This is not to guarantee that all opportunities are taken up, if departments assess them but give them a lower priority than other efficiency initiatives, for example.

6 – CONCLUSION

There are substantial efficiency savings and improvements to customer services achievable through better sharing of basic contact information across the public service (NPV benefits are estimated to be about £1bn over the next 20 years). Around two thirds would be delivered through exploiting information to be held on the NIR and one third through bilateral sharing arrangements between public sector organisations prior to full implementation of the NIR. 85% of the population are either positive or neutral to this proposal and 35% believes it already happens. Our recommendations in full are listed overleaf.

Summary of recommendations

Key Recommendation	Supporting recommendations
<p>1. There is significant value to both citizens and the public sector in greater sharing of contact details (name, address, date of birth, reference numbers) in a secure way across the public sector.</p>	
<p>2. This should be implemented through the Government's proposed Identity Cards Scheme on the basis that the Scheme eventually becomes compulsory. The proposed new agency to run the Scheme should be responsible for developing the National Identity Register as an adult population database. HM Treasury and the Cabinet Office should champion wider benefits that would arise through adapting public sector systems, business processes and culture to use the NIR as the definitive source of contact details in the longer term.</p>	<p>2.1 Public sector stakeholders approved by Parliament should be provided with contact data from the NIR. The Home Office should ensure that, in building the NIR, functionality is provided that enables basic contact data to be provided to public sector stakeholders in a secure environment.</p> <p>2.2 The Home Office should retain the medium term aim of extending the range of outlets for citizens to update their NIR contact details to cover other public sector stakeholders.</p> <p>2.3 Unless other arrangements apply, the Chief Information Officer in each department should investigate the scope for contact data to be provided from the NIR, where this is not already included in the Identity Cards Scheme business case.</p> <p>2.4 ONS should take account of NIR developments in delivering population statistics and in the planning of the 2021 Census.</p>
<p>3. In developing the child index to support better delivery of children's services, the Department for Education and Skills should also consider whether there is scope to realise further efficiency and effectiveness benefits through a child population register.</p>	<p>3.1 ONS should explore the use of contact details from DWP's child benefit system as a source for population statistics.</p>
<p>4. A number of specific, short-term arrangements for sharing contact data should be considered by the departments and agencies concerned: Treasury, Cabinet Office and the Office for Government Commerce should monitor this.</p>	<p>4.1 Unless other arrangements apply, the Chief Information Officer in each department should investigate, and implement where appropriate, contact data sharing initiatives such as those listed in this report. Wherever possible, CIOs should ensure that any delivered solutions can be reused when the NIR becomes available.</p> <p>4.2 Departments should adopt the data quality framework presented in this report (Annex 2B) in assessing and developing data sharing solutions and should adopt at least the six relevant data elements from the Government Data Standard (GDS) for address and personal details.</p> <p>4.3 Barriers to greater sharing of contact data should be</p>

Key Recommendation	Supporting recommendations
	<p><i>addressed inter-departmentally and efforts made to resolve them in the context of data sharing more generally.</i></p> <p><i>4.4 HM Treasury should draw the CIP recommendations and the list of possible short-term data sharing solutions in this report to the attention of departments at the start of the next spending review.</i></p> <p><i>4.5 The devolved administrations should explore which examples of these short-term data sharing solutions should be taken forward as part of the next spending review or subsequent spending reviews, and delivered by the devolved administrations</i></p>
<p><i>5. HMRC and DWP should, as a priority, agree the detailed terms of reference, time scale and resources required to complete an evaluation of the costs, legal, operational and other implications of making wider, managed use of the NINO and the associated citizen contact details held by DWP.</i></p>	

ANNEXES (AVAILABLE AS SEPARATE DOCUMENTS)

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- The vision
- Stages of CIP
- The Project Team
- Consultations

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- Gateway and Peer Reviews
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- 2B Data Quality Framework
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- 2D Data Trial Comparative Results
- 2E Data Trial Comparative Results: Appendices
- 2F Contact Data Sharing Across Government
- 2G Other Data Quality Initiatives

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Support for the establishment of a new register
National Insurance numbers/Personal Identity Numbers
Public sector data sharing
Notifying authorities of change of address/Keeping it up-to-date
Benefits of a single central register
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