



Identity Cards

An assessment of awareness and
demand for the Identity Cards Scheme

October 2005

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1. INTRODUCTION

The purpose of this research report is to assess awareness and demand for the Identity Cards Scheme among both citizens and public and private sector organisations. The field work was undertaken during January – March 2005 and an interim report was published in June 2005.

Some significant events have since taken place that may have an impact on the public's awareness and demand for the scheme. In particular the terrorist attack on London but also the public debate about the scheme may have influenced opinion. We therefore found it necessary to ensure that the research findings are still relevant and reflect the current public opinion.

We therefore commissioned a second wave of this research in August 2005. The research focussed on citizens' opinions and did not include a repeat of the research on Identity Service Users.

The analysis of the second wave research confirmed that public opinion in terms of awareness, likely take-up and perceived benefits has not changed significantly since the first wave of research. The findings are generally very similar to the first wave. Appendix A contains the high level findings.

2. SUMMARY OF KEY FINDINGS

2.1 SUMMARY OF METHODOLOGY, SAMPLE AND PURPOSE

The purpose of this research was to understand where both UK Citizens and public and private sector organisations see most value from the Identity Cards Scheme (ID Cards Scheme) to ensure that it is designed to meet their needs. A further purpose was to estimate potential demand for the ID card and verification services.

The aim was also to understand the impact of ID cards on patterns of passport renewal. For example, people may bring forward or delay their passport renewal, or decide just to purchase an ID card instead of a passport if they intend only to travel in Europe.

For this project there were two distinct groups interviewed, the first being UK citizens and the second public and private sector organisations who may become “Identity service users”.

- **UK Citizens** – the sample comprised of a main representative sample of 983 adults aged 16-75 and an additional sample of 126 parents of children aged 15 years old. Within the main sample a total of 235 were respondents who do not have a passport. Sample quotas were used for gender, presence of children, working status and no passport ownership to ensure sub groups were representative of the UK population and sufficiently large for analysis. No specific BME breakdown was included.
- **Identity Service Users** – the ID Cards Scheme will enable the private and public sector to more effectively check that people are who they say they are. They will be able to interact with the ID Cards Scheme by installing equipment that enables identities to be checked against the National Identity Register. As accredited Identity Service Users, they will be able to undertake identity checks on for example customers and staff. This sample comprised of 128 respondents from various private and public sector organisations. A wide range of government departments and private organisations representing a wide range of different industries were interviewed to ensure a balanced view across all potential user organisations. However this was a small-scale survey designed to provide some initial information on preferences for different scheme features and reactions to options among Identity Service Users. The results are indicative and are not statistically significant, nor is it a representative sample of all businesses or public organisations.

This study included interviews which incorporated a questionnaire and a conjoint trade-off section. Conjoint analysis is a popular marketing research technique that is often used for new product development to determine what features a new product should have and how it should be priced. Conjoint analysis is a more flexible way to address these issues than concept testing as it also forces real trade offs. The conjoint analysis enables respondents to express preferences by choosing from sets of concepts, rather than by rating or ranking them. This is similar to what respondents actually do when making purchasing decisions. Choosing a preferred product from a group of products is a simple and natural task that respondents can understand. As the research technique is software based, it also has a modelling facility so that ‘what if’ simulations can be performed to estimate take-up for a variety of different service offerings and price levels.

The field work was undertaken during January – March 2005.

2. Summary of key findings...

2.2 KEY FINDINGS

2.2.1 Summary of findings

The research concludes that **citizens'** support for the ID Cards scheme remains strong. 73% of citizens support the Government's proposals to introduce an Identity Cards Scheme, 17% oppose and 10% are neutral. This is in line with previous Home Office research.

The benefits which citizens find most motivating are '*protection against ID fraud - by registering and using your ID card to prove who you are, you can help prevent your identity from being stolen*' and '*Criminal Records Bureau checks/position of trust - the Identity Cards Scheme will help employers to check that people in positions of trust (e.g. nannies, child minders, carers for the elderly) are who they say they are*'. Citizens find these benefits important and they also think it is believable that the ID Cards scheme can deliver these benefits.

To be of most benefit, ID Cards need to provide benefits to our society but probably also to the individual. The individual will need to invest both time and money to obtain a card and is therefore likely to also seek personal benefits. The research confirms this assumption as benefits focussing on the individual feature as equally important/believable as benefits to society.

Demand for the ID Cards scheme is also strong. A 'Base case concept' based on a consumer price of £93 for a combined passport and ID Card or £50 for a stand alone ID Card generated 75% demand. This implies that demand holds up well compared with today's 77% of passport penetration and the introduction of ID Cards does not seem to cause any major 'market movements' overall.

The base case concept is generally accepted by citizens. There are few design changes that realistically can be done which will impact significantly on demand. Having evaluated the impact of changing a number of attributes few will generate more than an additional 1-2% demand.

Demand will naturally vary depending on the attractiveness of the offer. Two additional concepts were tested to establish the minimum and maximum demand points. Firstly, we developed a base case concept, combining attributes to reflect what the ID Cards and combined ID Card and passport offer will look like. In addition to the 'base case concept' two additional concepts were generated – one aimed to be as attractive to respondents as possible (for example, being free of charge) and one aimed at being significantly less attractive (for example, being considerably more expensive than current passport charge). Neither of these concepts would be offered in reality but they provide the minimum/maximum points for potential demand.

This generated 83% maximum demand and 63% minimum demand. This demonstrates the importance of making it very clear for citizens what conditions they are judging the scheme on before they are asked to agree or disagree to the scheme. For example, the perception they have of the price point will generate very different answers.

However, it is important to note that conjoint research measures potential demand but it does not measure customers' satisfaction with a proposed concept. Whilst citizens are prepared to take up an offer they may not regard the offer as completely satisfactory.

2. Summary of key findings...

Identity Service Users are also positive towards the scheme with 84% of our limited sample likely to use the verification services provided by the ID Cards scheme, whereas 12% are not and 4% don't know. Of the 84% likely to use the scheme, 43% say they are extremely likely, 20% are somewhat likely and 21% are quite likely.

Similarly to the response from citizens, fraud reduction is the key benefit that Identity Service Users would like to see from the Identity Cards Scheme. Equally important is being able to accurately identify customers.

The majority of Identity Service Users want to use the scheme to verify customers (77%), verify job applicants/staff (77%) and for access control (43%) (potentially for restricted areas and/or document control).

Identity Service Users strongly support the Identity Cards Scheme and will be endorsing this support by verifying identities predominantly through 'front offices' such as a bank branch, a retail outlet etc (59% of all verification transactions) combining a number of different types of verifications when the card holder presents him/herself with the ID card. 87% anticipate undertaking visual card inspection, 41% anticipate visual card inspection in combination with a PIN, 45% anticipate visual card inspection in combination with biometrics and 25% anticipate visual card inspection with the added option of a digitally enlarged photograph of the card-holder appearing on a computer screen.

When respondents were presented with a range of factors such as response times, flexible communication channels, 24 hour availability and a range of costs in the conjoint section of the research, demand was 66%. The 66% take up rate is based on respondents understanding the details of the scheme (for example, charging, some service standards etc) and should be compared with the 84% who initially said they were likely to use the scheme without at that stage being aware of the details and the potential investment required. However, it should be noted that our limited sample is not a representative sample of all businesses or public organisations.

2. Summary of key findings...

2.2.2 Detailed findings from the research on citizens

The research aimed to assess support and demand for the scheme, preferred benefits, and preferences for how citizens would like to be verified.

Agreement to the ID Cards scheme

Respondents were asked if they support the government's plan to introduce an ID Cards scheme or not. The question was asked without any reference to how the scheme may be implemented or the costs for doing so.

- 73% of citizens support the Government's proposals to introduce an Identity Cards Scheme, 17% oppose and 10% are neutral. Almost 50% of the population already have a strong opinion for or against the scheme with 40% being less opinionated as they agree or disagree *somewhat*. Of the 73% supporting the scheme, 42% state that they agree strongly with the scheme and 31% agree somewhat. Of the 17% opposing the scheme, 10% strongly disagree whereas 7% disagree somewhat.
- There are some socio demographic differences in these views:
 - The strength of agreement/disagreement seems to increase with age with the younger groups being more neutral or agree/disagree somewhat rather than strongly. For example, 28% of the 16-20 age group agree strongly with the scheme compared to 53% of the 61-75 age bracket.
 - Interestingly, support (e.g. agree strongly or somewhat) among 21-30 year olds was 65% which is lower than for all other age categories and the 73% for the total population.
 - Although females are slightly more supportive of the scheme as a whole than males, 76% being in favour compared to 71% of men, it is on the issue of the strength of support where the genders differ. Men are more adamant in both their disagreement to the scheme with 13% somewhat disagreeing compared to 7% strongly disagreeing. Female views, although considerably in favour, appear more open to change with 12% neither agreeing nor disagreeing compared to 9% for men.
 - Age has a direct relationship on *strength* of agreement growing from 28% for 16-20 year olds to 53% of 61-75 year olds for those who strongly agree. However it has little relationship with the overall levels of agreement versus disagreement. Social class also influences overall levels of agreement versus disagreement, specifically between group AB compared to all other social classes. Agreement for the scheme shown by C1, C2 and DE is strong ranging from 74% to 75% compared to 64% among ABs.

Benefits of the ID Cards scheme

- Ten different propositions were tested in the research (see Table 1). The findings indicated that there were three clusters of propositions. Two propositions were universally regarded as most important/believable, two other propositions were regarded as given and the remaining six were generally seen as highly important

2. Summary of key findings...

but there were some differences in how respondents regard the believability of the ID Cards scheme addressing the issue.

Table 1: Summary of the propositions

'Social' Benefits	'Individual' Benefits
<ul style="list-style-type: none"> ● Free services - ensure that people who do not have the right to free public services will have to pay for them. ● Age checks - help prevent under-age people from buying products such as cigarettes, alcohol and lottery tickets. ● Position of trust - help employers to check that people in positions of trust are who they say they are. ● Work status of job applicants - helping to reduce illegal working and illegal immigration. ● Terrorism & crime - helping in the fight against terrorism and organised crime. ● Police checks - make it easier for the Police to make our society safer. 	<ul style="list-style-type: none"> ● EU travel – enable travel in the European Union without a passport. ● Financial security - provide a more secure way to apply for financial products. ● Access to services - provide an easier way of proving your identity when accessing private and public sector services. ● Identity Fraud - help prevent your identity from being stolen.

- To be of most benefit, ID Cards need to provide benefits to our society but also to the individual. The individual will need to invest both time and money to obtain a card and is therefore likely to also seek personal benefits. The research confirms this assumption as benefits focussing on the individual are equally highly valued as the benefits to society.
- 'Protection against ID Fraud' is the key benefit that both citizens and public and private sector organisations expect from the Identity Cards Scheme. Respondents found the issue important and they also thought it was believable that the ID Cards scheme could address this issue (e.g. by registering and using your ID card to prove who you are, you can help prevent your identity from being stolen).
- 'The Identity Cards Scheme will help employers to check that people in positions of trust (e.g. nannies, child minders, carers for the elderly) are who they say they are' was the second most motivating proposition. Women in particular found this proposition motivating.
- Citizens do regard the terrorism & crime, police checks, financial security, free services and work status of job applicant propositions to be benefits of the scheme however fewer people feel that the scheme on its own would have a significant impact in these areas. This may be a reflection of the level of understanding of the scheme amongst citizens and also views about whether complementary activities such as enforcement that are necessary to realise the benefits will be forthcoming.
- The two propositions 'EU Travel: ID Cards – ID Cards enable travel in the EU without a passport' and 'Access to services: ID Cards - an easier way of proving your identity when you want to access services' are seen as hygiene factors. Both propositions are reasonably believable but less important to respondents – probably because they have no issues with these concepts today.

2. Summary of key findings...

Potential demand for the ID Cards scheme

- 77% of UK adults hold a valid passport today. When ID Cards are introduced, 75% of UK adults are prepared to hold a passport and/or ID Card (this was modelled on a 'base case concept' described below). This implies a potential 2% penetration fall compared with today's passport penetration but demonstrates that the introduction of ID Cards will not cause any major 'market movements' overall.
- The 75% demand seems well aligned with the 73% who support the scheme.
- Respondents regard price as the key attribute out of the eight attributes tested. It has the greatest impact on take up which made it particularly important to test a wide price range (from £0 - £250).
- Demand will naturally vary depending on the offer citizens are presented with. In this case, we tested the 'base case' priced at £93 for a combined passport and/or ID Card and £50 for a Stand Alone ID Card. The price points were based on the Government's best estimate at the time. The price point was only one of seven other attributes that were tested (such as travel time to enrolment centre, opening hours, card functionality, etc).
- Two additional 'extreme' concepts were tested to establish the minimum/maximum demand points. Neither of these concepts will be offered in reality but the response to these helps us understand what demand might be for the most and least attractive options.
- We tested a 'Most Appealing concept' where the passport/ID Card was provided for no charge combined with more favourable options on the seven other attributes. If this 'Most Appealing concept' was offered 83% of the population would take it up.
- Also, we tested a 'Least Appealing concept' priced at £250 for a combined passport and/or ID Card and £100 for a Stand Alone ID Card combined with less favourable options on the seven other attributes. When this concept was offered only 63% would be prepared to take it up. It is interesting to note that even if the scheme were made available on unattractive terms, a clear majority will still take it up.

How the scheme should be used to verify citizens

In addition to testing the propositions, the research asked about the situations for which citizens would find an ID card useful and also how they would like the card to be used in these situations.

- Respondents seem open minded about the idea of being verified. Only a small proportion (between 4% - 8%) stated that they did not prefer any of the options.
- Showing the ID card is the preferred option for all situations apart from when using a credit card (where respondents would prefer to show the ID card in combination with providing a PIN) and boarding an international flight (where respondents would prefer a combination of showing the ID Card and providing biometrics).

2. Summary of key findings...

- Overall, respondents approve of using biometric checks in situations which involve an 'application' such as opening a bank account. The underlying reason may be that when applying for something which will provide future services or facilities (like applying for a bank account) it is essential that customers are vetted correctly at the outset.
- Different age groups seem to have somewhat different preferences for how to be verified with the younger age groups (16-30) favouring showing the ID Card and providing a PIN, the 31-60 year olds favour the verification method of card with the provision of a biometric more than any other age category whereas the oldest age group (61-75) prefer the simplest form of verification.

2.2.3 Detailed findings from the research on Identity Service Users

The findings show that 84% of Identity Service Users are likely to use the identity services provided by the ID Cards scheme, whereas 12% are not and 4% don't know.

Respondents were asked about their motives for using the identity services and provided a broad spectrum of answers. The most common reason was the opportunity to confirm identity of employees and job applicants (22%) followed by the opportunity to verify customer details (10%).

Support for identity services remains strong when respondents are presented with a range of factors such as response times, flexible communication channels, 24 hour availability and a range of costs which at the very least would recover the costs of providing the service.

Similar to the research on citizens, we developed three concepts to test potential demand. In addition to the 'base case concept' attributes and levers were combined to offer two specific concepts – one aimed to be as attractive to respondents as possible and one aimed at being significantly less attractive. Neither of these concepts would be offered in reality but they provide the min/max points for potential demand.

Potential demand ranges from 42% (Least Appealing concept) to 91% (Most Appealing concept) with an estimated 65% demand for the base case. There is a 49% percentage point variation between the most and least appealing concepts which implies that the take up rate is likely to vary depending on the final design of the scheme.

87% anticipate undertaking visual card inspection, 41% anticipate visual card inspection in combination with a PIN, 45% anticipate visual card inspection in combination with biometrics and 25% anticipate visual card inspection with the added option of a digitally enlarged photograph appearing on a computer screen. In terms of volume of transactions, showing the card is regarded as the most common form at 87% of usage occasions. The expected volume of transactions for 'show ID + biometrics' and 'show ID + PIN' was significantly lower at 45% and 41%.

Identity Service Users will need to invest in equipment to enable them to verify customers and staff. It is not yet clear what equipment will be provided at the time nor the cost of such equipment but the research aimed to test certain thresholds in the market place and also understand if respondents had specific views about how they would prefer to pay for equipment.

2. Summary of key findings...

In terms of testing the price thresholds for equipment, respondents were simply asked how likely they were to invest in equipment (standard readers for £250 - £350 compared to sophisticated readers for £650 - £750). About 71% of respondents intend to invest in readers priced £250 - £350 whereas the intent to invest if equipment drops to 51% in equipment is priced £650 - £750

3. BACKGROUND AND OBJECTIVES

The National Identity Cards Scheme will help combat the growing crime of identity fraud, which facilitates other crimes such as illegal immigration and illegal working, organised crime, terrorism and abuse of our free public services. As well as safeguarding our identities, the scheme will provide people with a secure and convenient way of confirming identity in everyday life.

We need to ensure that the Identity Cards Scheme delivers benefits to cardholders and Identity Service Users. The purpose of this research is to understand where both UK Citizens and public and private sector organisations (i.e. 'Identity Service Users') see most value from the scheme to ensure that it is designed to meet their needs. A further purpose is to estimate potential demand for the ID card and verification services.

We expect that most people will be required to register with the scheme and obtain their ID card as they renew or apply for designated documents such as passports. We therefore need to understand the profiles of existing passport holders and non holders as well as the impact of planned changes for passports.

During the early stages, it will be important to manage demand for both ID cards and the provision of verification services to the private and public sector Identity Service User organisations. Citizens will want reassurance from day one that they can use their ID card in a number of situations to help them more effectively prove their identity and also to protect themselves from becoming a victim of identity fraud. Building on previous qualitative and quantitative research, trade off research (also known as Conjoint Analysis) was undertaken to generate a better understanding of how citizens and Identity Service Users may behave when trading off different elements of the Identity Cards Scheme. In future, UK citizens will have to invest in time to travel to an enrolment centre for their biometrics to be recorded and pay for a combined passport and ID card package. We need to better understand the sensitivity of citizens to various levels of travel time and price, and other trade-offs. Trade off research helps us capture the impact of these factors on behaviour and model the impact on demand.

We also wish to understand the impact of ID cards on patterns of passport renewal. For example, people may bring forward or delay their passport renewal, or decide just to purchase an ID card if they intend only to travel in Europe.

The research set out to:

Better understand the potential demand for ID Cards amongst citizens

1. **Profile UK Passport holders vs non holders** to provide a better understanding of the socio demographics of passport holders and non holders as most people will be required to register with the scheme and obtain their ID card as they renew or apply for designated documents such as passports.
2. **Understand citizens' views on the benefits of the scheme.**
3. **Estimate potential demand** to provide an indication of demand among different segments of citizens.

Better understand the potential demand for verification services amongst user organisations

4. **Understand Identity Service Users' views on the benefits of the scheme.**
5. **Estimate potential demand** from Identity Service Users.

4. SAMPLE AND METHODOLOGY

4.1 SAMPLE

For this project there were two distinct groups interviewed, the first being UK citizens and the second, potential Identity Service Users.

UK Citizens – the sample comprised of a main representative sample of 983 adults aged 16-75 and an additional sample of 126 parents of children aged 15 years old. Within the main sample a total of 235 were respondents who do not have a passport. Sample quotas were used for gender, presence of children, working status and no passport ownership to ensure sub groups were representative of the UK population and sufficiently large for analysis. No specific BME breakdown was included.

Identity Service Users – this sample comprised of 128 respondents from various private and public sector organisations. The sample was drawn from two different sources:

- Public – respondents from the public sector who are involved with the ID cards programme
- Private – respondents from the private sector who are involved with the ID cards programme or recruited from a Dun & Bradstreet sample and who are not involved with the ID cards programme

A wide range of government departments and private organisations representing a wide range of different industries were interviewed to ensure a balanced view across all potential user organisations. Respondents from the finance, insurance, travel, construction, retail, telco, manufacturing, pharmaceutical, utilities and professional service sectors took part in the research. However this was a small scale survey designed to provide some initial information on preferences for different scheme features and reactions to options among Identity Service Users. The results are indicative and are not a representative sample of all businesses or public organisations.

Non UK citizens were excluded from taking part in the research. A second study will be commissioned to assess awareness and demand among this group.

4.2 METHODOLOGY

This study included interviews which incorporated a questionnaire and a conjoint trade-off section as described below.

All interviews with UK citizens were 45 minutes in length, conducted face-to-face using Computer Assisted Personal Interviewing (CAPI) technology. Interviews were conducted during January and February 2005.

Interviews with Identity Service Users were 30 minutes long and self completed using a Computer Assisted Web Interviewing technique (CAWI) with interviewer assistance on the phone. All interviews were conducted between January and March 2005.

4. Sample and methodology...

4.2.1 The questionnaire

A 30 minute questionnaire was developed for the citizens research and a 45 minutes questionnaire was developed for the identity service users to enable profiling of respondents, better understand attitudes towards the scheme and assess expected benefits.

4.2.2 Conjoint Research

Conjoint analysis is a popular marketing research technique that is often used for new product development to determine what features a new product should have and how it should be priced. Conjoint analysis is a more flexible way to address these issues than concept testing as it also forces real trade offs.

Conjoint analysis can deliver the following benefits:

- The interview is administered by software, and can cope with a wide range of features
- Provides measures of value e.g. preferences are measured by a 'common currency' of utility
- Has a modelling facility so that 'what if' simulations can be performed to estimate take-up for a variety of different service offerings and price levels.

The conjoint analysis enables respondents to express preferences by choosing from sets of concepts, rather than by rating or ranking them. This is similar to what respondents actually do when making purchasing decisions. Choosing a preferred product from a group of products is a simple and natural task that respondents can understand.

This approach enabled us to:

- Offer a more realistic choice situation because participants are asked to choose between carefully chosen sets of complete products
- To derive the importance participants associate with different levels of the various product attributes/features (e.g. provide a quantitative score to rank them)
- Understand what really matters to respondents (i.e. force respondents to trade off what is important to them and what is just nice to have)
- To model and perform 'what if' simulations to estimate take-up for a variety of different options.

4.2.3 Developing the attributes and levers for the trade off section

Trade off research enables the respondent to express preferences by choosing from sets of concepts. Respondents were shown a short explanation of the scheme and were then asked to trade off concepts featuring different attributes that were assumed to be the key drivers impacting on demand.

The trade off section of the research focussed primarily on the functional elements of the scheme and their effect on demand.

4. Sample and methodology...

The attributes and levers were developed in consultation with representatives for the ID Cards Programme. For example, an attribute was 'travel time' and a lever was '60 minutes'. Prior research ¹ helped defining attributes which may be of most importance to respondents and levers were generated to provide a broad span of options. The span covered for some attributes is beyond what may be a realistic solution but would provide the minimum/maximum points on the curve.

4.2.4 Estimating 'demand'

Trade off research can be used to estimate demand for a new offer. However, it is important to define what is meant by 'demand' in this context.

We have defined 'demand' as *potential* demand i.e. when responding to the research respondents have said that they would take up the offer but there is no guarantee in reality that they will do so. Whether or not they will do so will also depend on other factors e.g. that people are aware of the offer, understand how to obtain it and they need to have access to it, etc.

4.2.5 Third party involvement

TNS (Taylor Nelson Sofres) through COI Communications was contracted to work with the Home Office during this project. TNS provided the trade-off software, carried out the field work and provided the raw data analysis of the questionnaire and basic analysis of the conjoint.

¹ 'Identity Cards: The public's response to proposed customer propositions' Published August 2005

5. RESEARCH FINDINGS - CITIZENS

5.1 PROFILE OF PASSPORT HOLDERS VERSUS NON HOLDERS

We expect that most people will be required to register with the scheme and obtain their ID card as they renew or apply for designated documents such as passports. Therefore this research aimed to understand the profiles of UK passport holders and non holders.

Passport penetration has continued to increase in the UK over many years. More and more people now hold passports and first time passport applicants are obtaining their passports at a younger age.

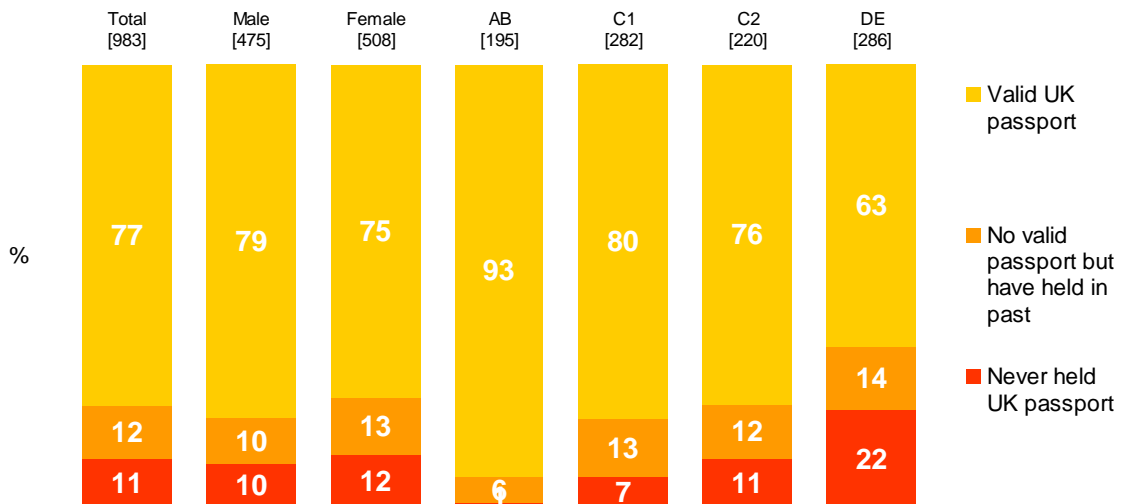
A purpose of the research was to better understand the population who hold passports compared to those who do not. The findings show that 77% of the UK population (of 16-75 year olds) hold valid passports, 11% have never held a UK Passport, and 12% currently do not hold a passport (but have done so in the past).

5.1.1 Gender and Social class

Gender does not make much difference to passport ownership. Holdings are similar for those who hold UK passports; those who have no valid passport but have held one in the past; and those who have not held a passport.

For social class, passport ownership was highest amongst ABs (93%) decreasing to 63% amongst the DE social classes.

Figure 1: UK Passport holdings - gender and social class



5. Research findings - citizens...

5.1.2 Age

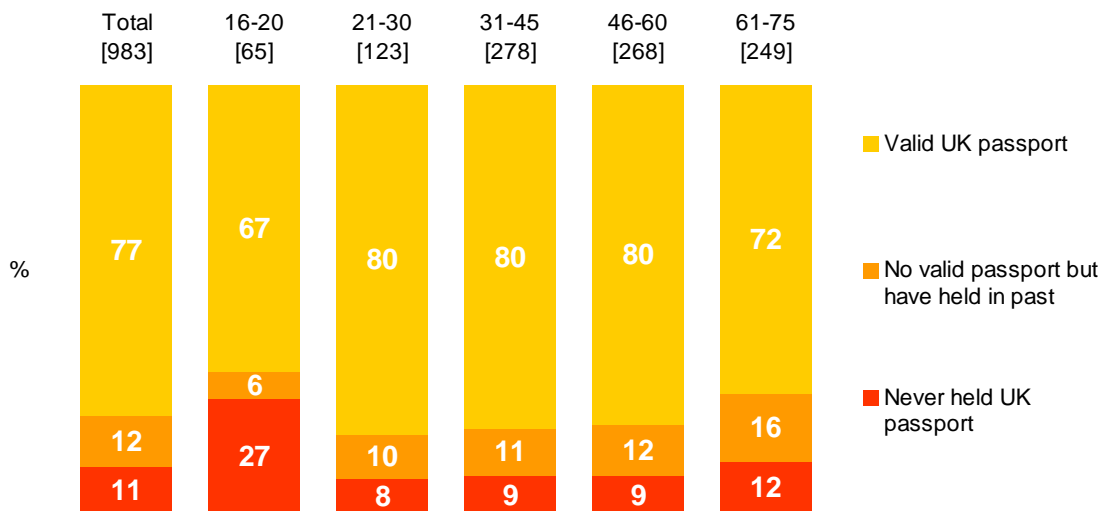
A breakdown of the age of respondents who hold a passport shows an 80% penetration of passport holdings among 21-60 year olds. The lower penetration among 16-20 year olds is expected since many previously have been registered on their parents' passports but have not yet obtained one of their own.

Therefore, passport holders seem to be a fairly homogenous group as far as age is concerned with fairly similar penetration rates across most age segments apart from the expected drop in penetration among 16-20 year olds and 61-75 year olds.

Those who have never held a UK passport tend to be younger e.g. they may have travelled previously on their parents' passports but have not yet obtained their own.

Lapsed passport holders i.e. 'non passports holders who have no valid passport today but have held in the past' are likely to be somewhat older with the penetration of this group increasing by age.

Figure 2: UK Passport holdings by age



5.1.3 Frequency of travel

The passport is a 'travel enabler' and people holding passports are not surprisingly more likely to travel overseas. Respondents were asked how many times on average they travelled overseas annually.

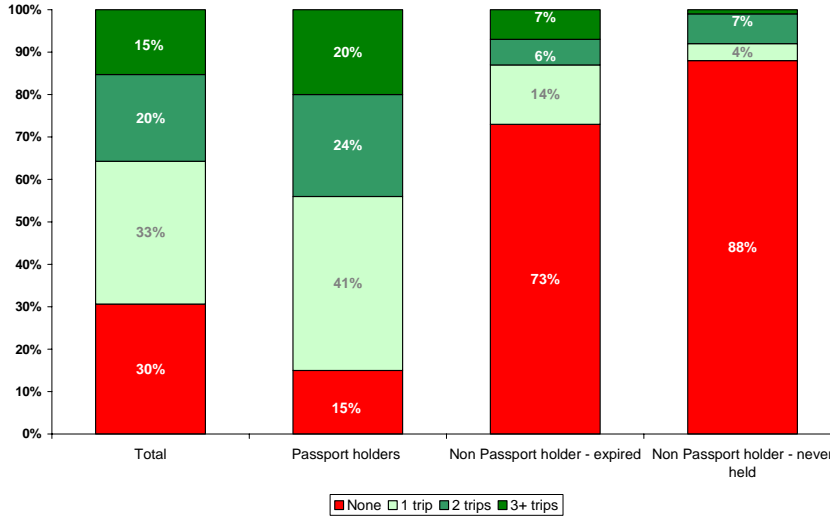
Interestingly, the research revealed that 15% of passport holders claim that they do not travel overseas. This may indicate that they need/want their passport for other purposes or have ceased to travel.

It appears somewhat surprising that 27% of those who do not hold a valid passport but have held one in the past and 12% of those who have never held a passport claim to

5. Research findings - citizens...

make overseas trips. This can be explained by them either having a recently expired passport (i.e. they will have been able to travel overseas in the near past) or they have been able to travel on their parents' passports.

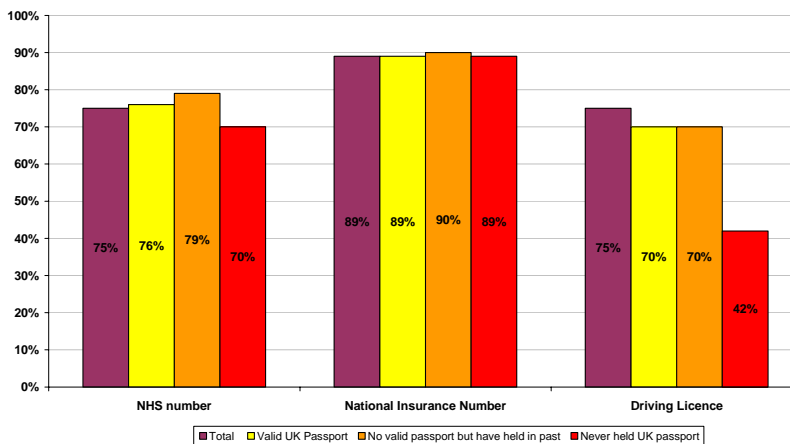
Figure 3: Frequency of overseas travel per year



5.1.4 Identification Documents Held

The research aimed to investigate whether there are specific groups that are less likely to hold identification documents in general. The research therefore provided input on which other documents that can be used to identify a person's identity respondents hold. It appears that those who have never held a passport are different from the other groups since they are less likely to hold a driving licence (42% compared to 70% for passport holders). They are also somewhat less likely to hold an NHS number. This may simply correlate with their age since this group contains a higher than average proportion of 16-21 year olds and 61-75 year olds and particularly the younger segment may not yet have decided if they would like to apply for a driving licence and may not know that they have been allocated an NHS number at birth.

Figure 4: 'Identification' documents/cards held



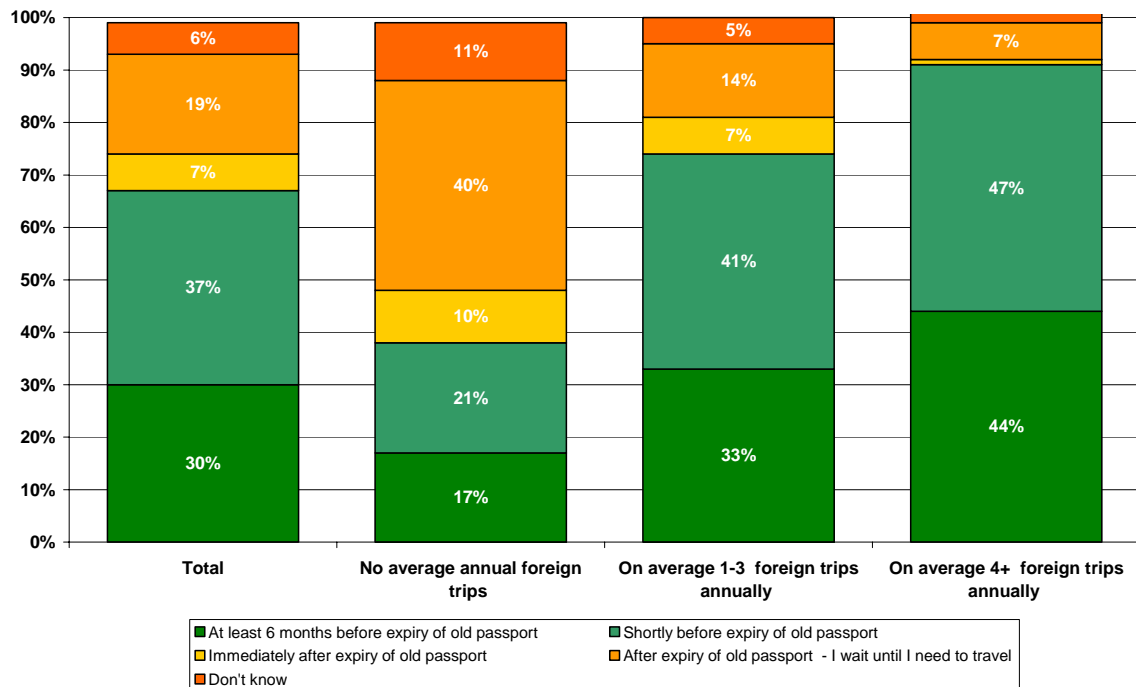
5.1.5 Passport renewal patterns

A further research aim was to understand passport renewal behaviours. This will enable better forecasting to match capacity demand.

Frequency of travel is the key variable which determines respondents' renewal patterns. 91% of people who make on average 4+ overseas trips annually renew their passport before expiry compared to 74% of those who make on average 1-3 overseas trips annually and 38% of people who on average make no trips overseas annually. 67% of the total sample renew their passport before expiry.

Figure 5: Passport renewal behaviour

(Base: current passport holders & expired passport holders)



5.2 WHERE CITIZENS SEE MOST BENEFITS

5.2.1 Agreement to the ID Cards scheme

Agreement to the ID Cards scheme remained high and fairly static across age groups (apart from 21-30 year olds where support declined). Social class seem to be the key driver in determining strength of overall support with the CDEs being more in favour at 75% compared to 64% among ABs. Interestingly, older respondents have stronger views compared to younger respondents.

In detail, the findings show that 73% of citizens support the Government's proposals to introduce an Identity Cards Scheme, 17% oppose and 10% are neutral. Of the 73% supporting the scheme, 42% state that they agree strongly with the scheme and 31%

5. Research findings - citizens...

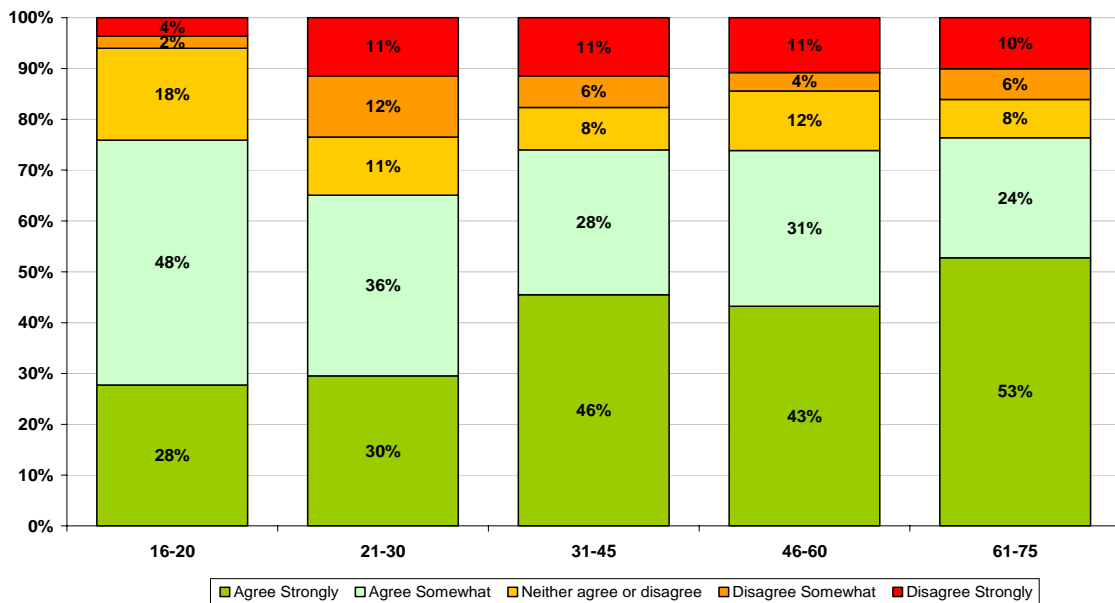
agree somewhat. Of the 17% opposing the scheme, 10% strongly disagree whereas 7% disagree somewhat. This question was asked without providing information about how the scheme may be introduced and without any reference to costs.

There are some demographic differences. Overall support for the scheme is fairly consistent among most age categories apart from among the 21-30 year olds where support declines to 65%.

Interestingly, strength of support seems to be directly related to the age of respondents as older respondents tend to agree or disagree more strongly to the introduction of the scheme (rather than just agree/disagree somewhat). For example, 28% of the 16-20 age group agree strongly with the scheme compared to 53% of the 61-75 age bracket.

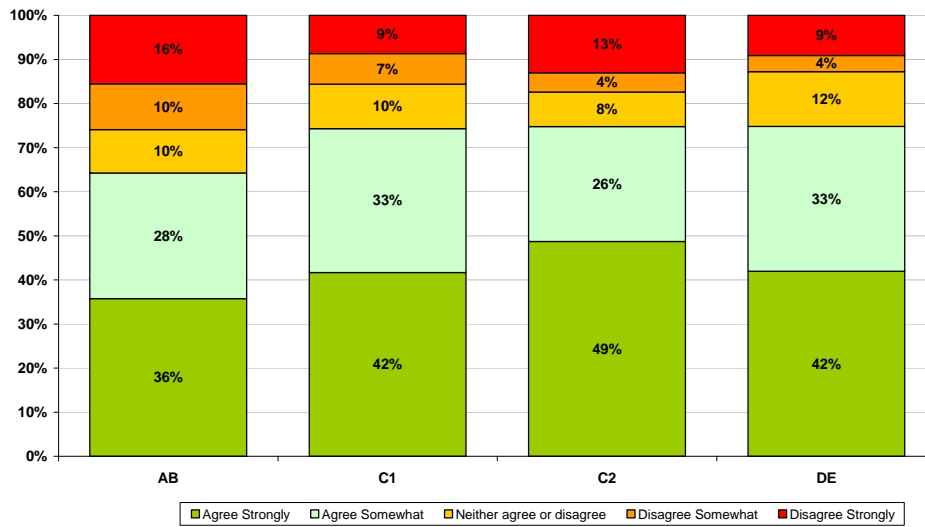
The youngest respondents (16-20 year olds) are least likely to oppose the scheme with only 6% disagreeing strongly or somewhat. In fact, almost half of them (48%) neither agree nor disagree.

Figure 6: Agreement to the ID Cards scheme (by age)



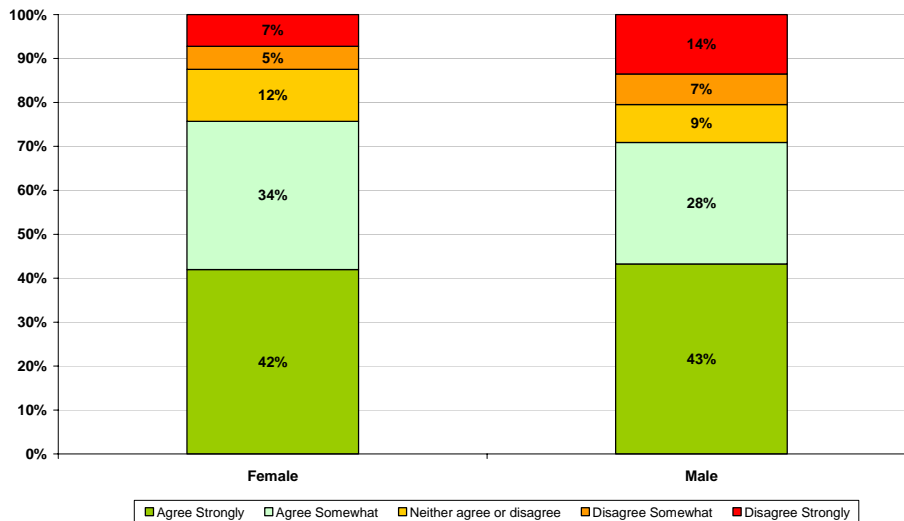
Whilst age has a direct relationship on strength of agreement but little relationship with the overall agreement, social class does however influence overall agreement versus disagreement. This is particularly visible in the AB group compared to other social groups. Agreement for the scheme shown by C1, C2 and DE is strong ranging from 74% to 75%. Group AB however show reduced support at 64%.

Figure 7: Agreement to the ID Cards scheme (by social class)



Although women are slightly more supportive of the scheme as a whole than men, 76% being in favour compared to 71% of men, it is on the issue of the *strength of disagreement* where the genders differ. Men are more adamant in their disagreement to the scheme with 13% of men strongly disagreeing compared to 7% of women strongly disagreeing. Women’s views, although considerably in favour, appear more open to change with 12% neither agreeing nor disagreeing compared to 9% for men.

Figure 8: Agreement to the ID Cards scheme (by gender)



5.2.2 Areas of key benefit to citizens and UK society of introducing the ID Cards scheme

To understand how different groups support or oppose the scheme it is important to measure overall opinion. However, prior to potential compulsion, support is driven by the value citizens see in the scheme and how well it addresses their issues.

We need to understand where citizens see most value from having an ID card to ensure that the scheme is designed to meet their needs. For many future ID cardholders, demand for the card will be 'derived' demand arising from their need for a designated document such as a passport. Others not obtaining or renewing these documents will only want to get an ID card if it will be helpful in their day to day lives. Even for the 'derived' demand group, the more value the scheme offers the more willing people will be to obtain a card.

The purpose of the research was to understand how much value citizens attach to social and personal benefits when evaluating the benefits of holding an ID card. Social benefits are the collective benefits for UK society which therefore also benefit the citizen (e.g. a safer society where we can deter terrorism, illegal immigration and illegal working). The personal benefits are the more immediate returns for individual citizens (e.g. convenience, easier access, protecting identity).

Based on other qualitative research², a range of personal and collective benefits have been identified. In general, it appears that social benefits initially resonate somewhat more strongly with citizens than personal benefits due to people's existing assumptions about the purpose of the scheme. However, given the increasing concerns about identity theft the research also explored citizens' views on this issue.

² Identity Cards – The Public Response to Proposed Customer Propositions (published in August 2005)

5. Research findings - citizens...

Ten propositions which covered both social and personal benefits were tested with respondents:

'Social' Benefits	'Individual' Benefits
<ul style="list-style-type: none"> • Free services: An ID Card will prove that a person is a legitimate UK resident and therefore is entitled to public services. The ID card will ensure that people who do not have the right to free public services (such as NHS treatment) will have to pay for them. • Age checks: ID Cards will contain your photo and biometric data (e.g. fingerprint) and this will make it easier for shops and pubs to check the age of customers. An Identity Cards Scheme will help prevent under-age people from buying products such as cigarettes, alcohol and lottery tickets. • Position of trust: The Identity Cards Scheme will help employers to check that people in positions of trust (e.g. nannies, child minders, carers for the elderly) are who they say they are, and by linking with the Criminal Records Bureau ensure that they are not unsuitable for such work. • Work status of job applicants: The Identity Cards Scheme will help employers obtain information about the immigration status of job applicants, and any restrictions which may apply to their employment in the UK, helping to reduce illegal working and reduce the number of people wanting to come here illegally. • Terrorism & crime: Terrorists and criminals use false and multiple identities to avoid detection and enable them to 'launder' money. The Identity Cards Scheme will make it easier to detect people attempting to register more than once (as their biometrics would be detected) helping in the fight against terrorism and organised crime. • Police checks: The ID card will make it easier for the Police to make our society safer. ID Cards carry our biometrics which are unique to each one of us - no one else can use them. This means the police will more easily trace and identify suspects. 	<ul style="list-style-type: none"> • EU travel: The ID card will be a convenient credit-card sized card that can be used to travel in the European Union without a passport. • Financial security: The ID card will provide a more secure way for you to apply for financial products and perform financial transactions, whilst making it more difficult for someone else to try fraudulently to access your finances. It is more secure as your ID card is linked to your biometrics (e.g. fingerprint) which are unique to you and no one else can use it. • Access to services: The ID card will provide an easier way of proving your identity when you want to access a range of private and public sector services. The ID card makes it easier as you only need to bring one card rather than several forms of ID to prove your identity. • Identity Fraud: Identity fraud is a growing crime. It involves someone using your identity to open bogus accounts, apply for loans or commit crimes in your name. By registering and using your ID card to prove who you are, you can help prevent your identity from being stolen. It will also help to deter identity theft or expose those who attempt it.

5. Research findings - citizens...

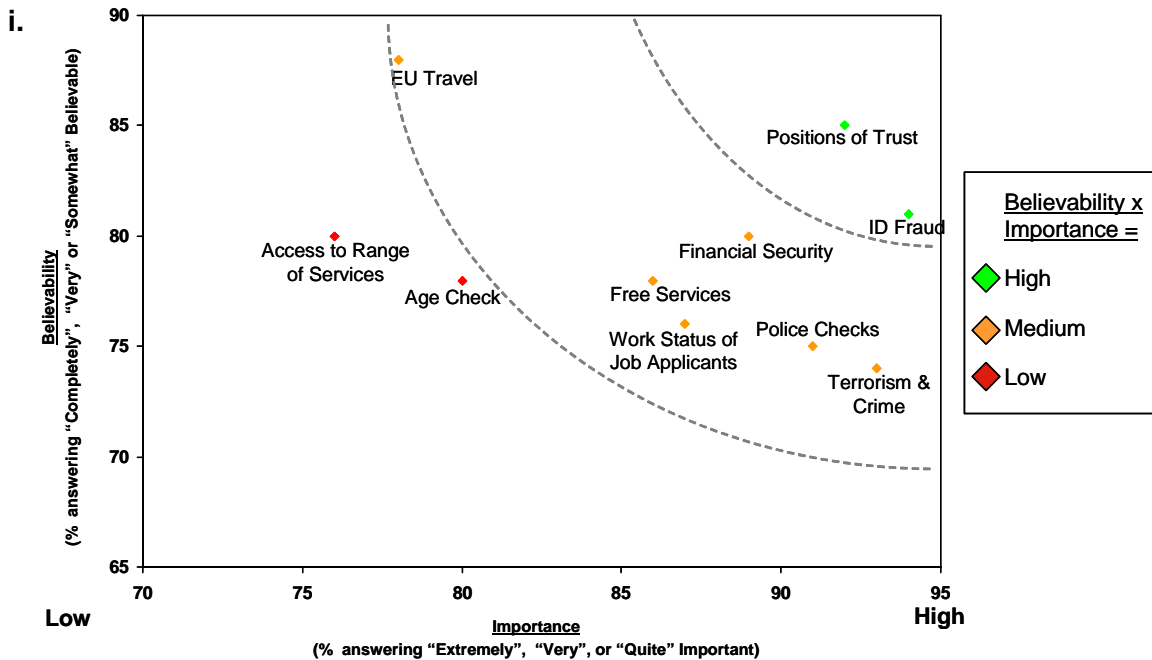
Respondents were asked to rate each proposition in terms of its importance, and how believable they felt it was that the Identity Cards Scheme would make a difference.

The research found that all ten propositions scored highly on both believability and importance. The two most important propositions to respondents were 'Protection against Identity Fraud' and 'Position of trust' (i.e. the ID Card scheme will help employers to check that people in positions of trust such as nannies, child minders, carers for the elderly are who they say they are).

Another three propositions 'EU travel', 'Access to services' and 'Age Checks' were seen as a 'given' for ID cards. Whilst citizens believe that ID cards could deliver on these promises, citizens do not regard them as particularly important to them at present. With regards to 'EU travel' the majority of respondents already have a passport today. Hence, being able to travel in Europe by 'just' using an ID Card rather than a passport may not add functionality but could be more convenient considering its 'pocket size'. Respondents' views regarding 'Access to services' may be a reflection of what citizens experience today rather than thinking about how services will operate in the future.

Citizens regarded the terrorism & crime, police checks, financial security, free services and work status of job applicant propositions to be benefits of the scheme and of importance however fewer people felt that the scheme would have a significant impact in these areas. This may be a reflection of the level of understanding of the scheme amongst citizens and also views about whether complementary activities such as enforcement that are necessary to realise the benefits will be forthcoming.

Figure 9: Importance and believability of benefit propositions (based on all social classes)

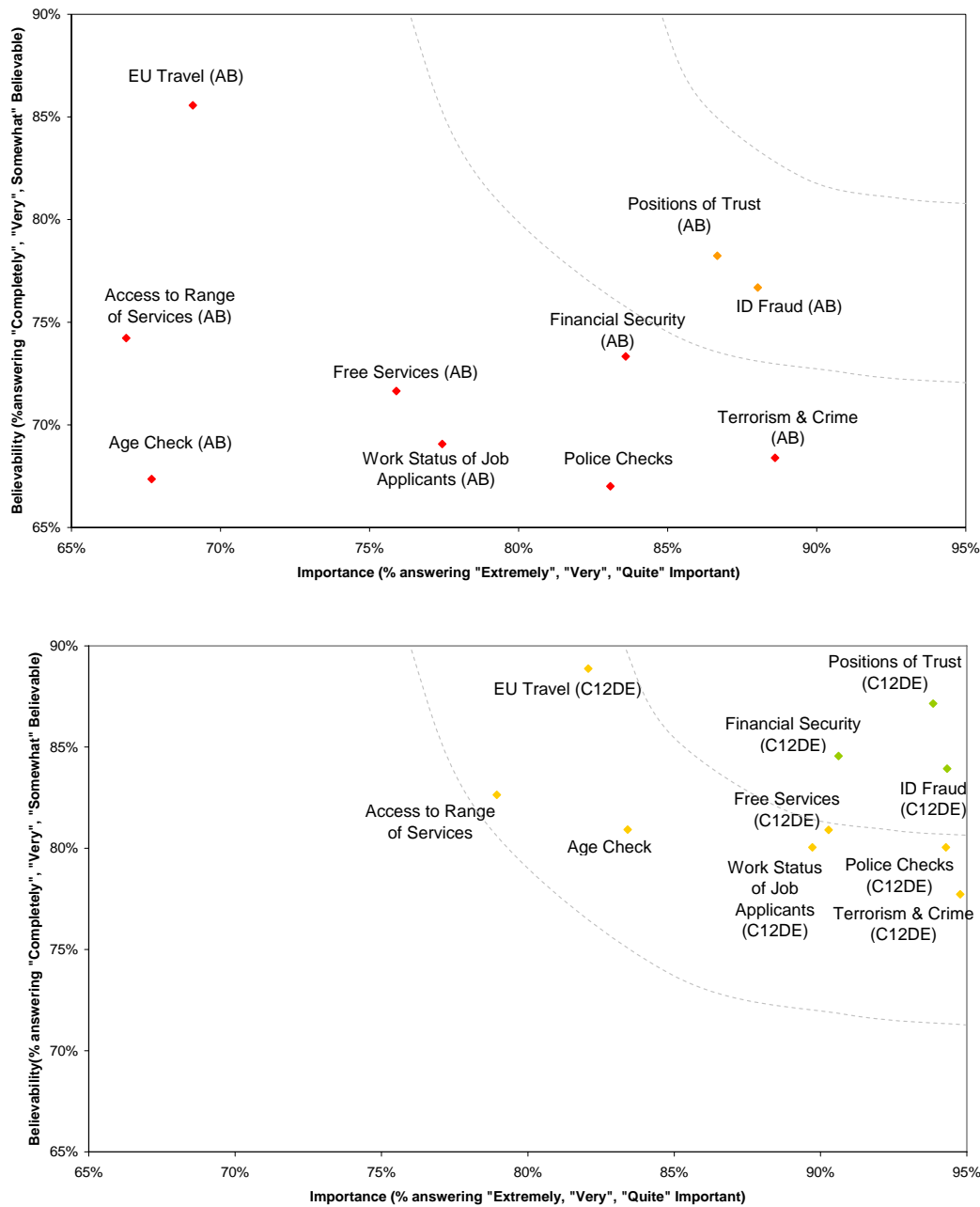


The believability and importance of Identity Card benefit propositions seems to be heavily influenced by an individual's social class. CDE's thought **all** benefits were more important and that **all** were more believable than their AB counterparts. Differences in views were in

5. Research findings - citizens...

some cases stark with 13% more CDE's seeing EU travel benefits as being important (82% in total); 12% more seeing the assurance that only those entitled to free public services receive them as being important (90% in total); and 11% more believing the improved ability for the police to make society safer to be an important benefit of ID cards introduction (94% in total). Believability was 11% higher for the ability of ID cards to provide financial security at 91% and 13% higher for the believability of improved capabilities for the police at 81%.

Figure 10: Importance and believability of benefit propositions (comparing social classes AB's (first graph) and CDE's (second graph))



5. Research findings - citizens...

The impact of other demographic segments on believability and importance was limited to specific proposed benefits. However, females thought that **all** benefits were more important than men. This was most evident for the benefit of helping employers to check that people in positions of trust are who they say they are with 7% more women than men (96% in total) believing this benefit to be important and 6% seeing it was more believable (88% in total).

In general the 16-20 year old age group was less sceptical of ID cards and more believing in the benefits they could bring than other age categories. This view was particularly evident in helping the police to make our society safer with 14% more people in this age category than any other believing this benefit to be very or extremely important (90% in total) and 7% more people seeing this benefit as believable (87% in total).

5.2.3 Preference for verification methods

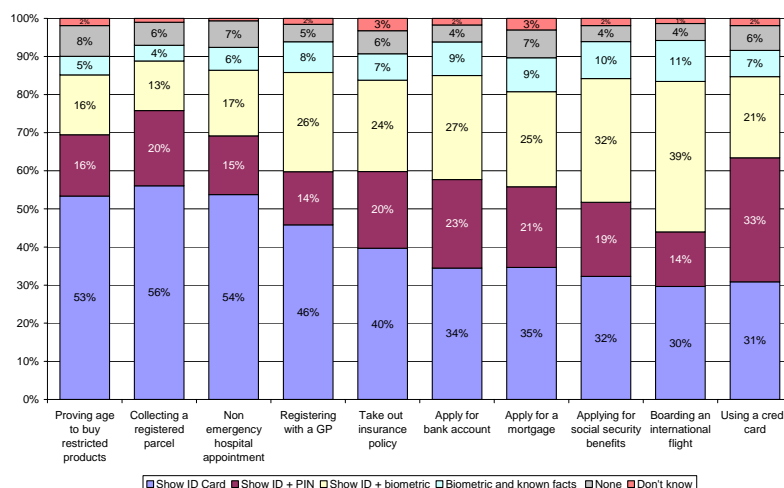
In addition to testing the propositions, the research asked about the situations for which citizens would find an ID card useful and also how they would like the card to be used in these situations. The options provided were:

- Showing the ID Card
- Showing the ID Card in combination with using a PIN
- Showing the ID Card in combination with providing biometrics
- Provide biometrics plus provide facts known to you (e.g. your address, ID Card number etc)

Showing the ID card is the preferred option for all situations apart from when using a credit card (where respondents would prefer to show the ID card in combination with providing a PIN) and boarding an international flight (where respondents would prefer a combination of showing the ID Card and providing biometrics).

Respondents approve of using biometric checks in situations which involve an 'application'. The underlying reason may be that when applying for something that will provide future services or facilities (like applying for a bank account) it is essential that customers are vetted correctly at the outset.

Figure 11: Respondents' preferences for verification methods



Notes

1) It is not intended to offer biometric only checks for these circumstances

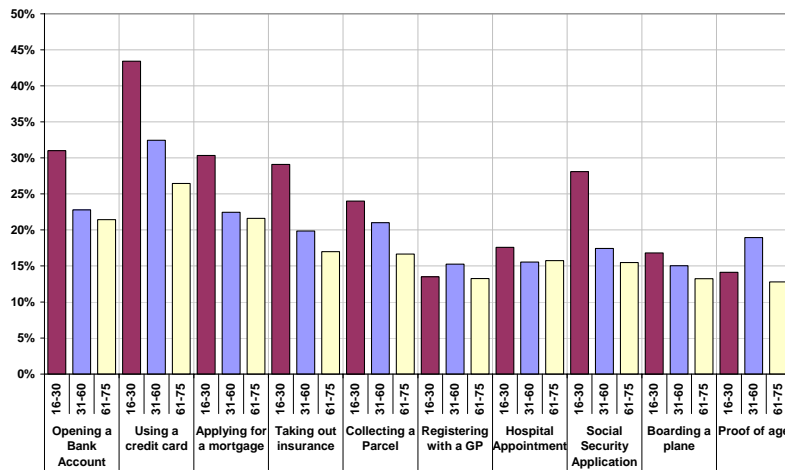
2) Applicants could choose more than one option

5. Research findings - citizens...

Attitudes towards method for identity verification in different circumstances are predominantly influenced by age with three broad categories being identified.

The first category are those aged 16-30 who have more of a preference for identification by showing the card in combination with using a PIN than older groups, exceptions to this rule being when registering with a GP or proving age. For the latter case, all age categories predominantly believe anything more than showing a card is too rigorous.

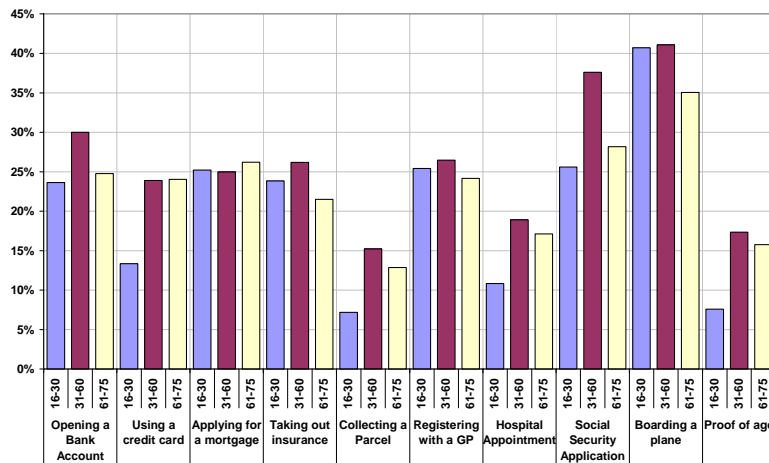
Figure 12: Verification showing an ID Card + PIN by age group



The 31-60 year olds prefer the verification method of card with the provision of a biometric more than any other age category except when applying for a mortgage. This was most evident when making a social security application where 38% wanted to be verified in this way, 10% more than those 16-30 or 61-75.

Those aged 61-75 over-proportionately preferred the most simple method of showing the card without any supporting requirement.

Figure 13: Verification showing an ID Card + biometrics by age group



5.3 DEMAND ESTIMATES FOR DIFFERENT SEGMENTS OF CITIZENS

5.3.1 Demand for the Identity Cards Scheme

Similar to previous studies, 73% of citizens agree with the Government's plan to introduce ID cards, 17% disagree and 10% are neutral. This is consistent with other surveys which indicate public support in the 70-80% range.

Compared to simple preference questions, trade off research is more powerful as it enables the respondent to express preferences by choosing from sets of concepts. In this case, respondents understand the details of the scheme and what the implications are for themselves. As respondents have more knowledge about the concept they are able to make informed decisions about whether to take up the offer or not.

In this case, respondents were shown a number of concepts each made up of eight attributes. The attributes are factors that are likely to impact on demand. The following eight attributes were included:

- *Price* – the price to pay for applying for a passport and/or ID Card with ten years validity
- *How to pay for an application* – the mechanics of how to pay for applying for example, by cash, cheque, credit/debit card, etc
- *Travel time to enrolment centre* – the one way travel time a citizen will need to do every ten years to apply in person for a passport and/or ID Card
- *Location of enrolment centre* – where the enrolment centres which citizens will need to go to every ten years to apply in person should be located
- *Opening hours of the enrolment centre* – the opening hours under which a person can enrol (i.e. to be seen in person and provide biometrics)
- *Turn around time of an application* – the lapsed time from when an application for a passport and/or ID Card is received until the citizen receives the product
- *The application channels* – the channel (for example the internet, in person etc) available to make an appointment to attend an enrolment centre
- *The functionality of the ID card itself* – what purposes an ID Card could be used for e.g. to prove identity only or also be valid as a travel document in Europe

The trade off analysis provides an understanding of the relative importance of each attribute (for example, if travel time is relatively more important than price). Different options were provided for each attribute (for example, different price points). This provides an understanding of the elasticity of each attribute (e.g. if travel time is reduced from X to Y, demand will increase by Z). Appendix D details the attributes and levers tested.

5. Research findings - citizens...

The purposes of the trade off section were to:

1. Identify distinct segments of citizens
2. Validate the relative importance of different attributes
3. Validate how different concepts impact on demand (for example, by changing the levers within an attribute we will understand the elasticity)
4. Estimate the take up rate for different concepts in total as well as for different segments. A base case concept, a 'most attractive concept' and a 'least attractive concept' were defined. The best case will enable us to quantify the emotional resistance towards ID Cards e.g. even if an ID Card was free and the process of getting one was more or less effortless certain people would still not take it up. Similarly, even if the process was far from effortless and the price substantial, certain people would still accept it as a necessity to obtain their passport.

It is important to note that we have defined 'demand' as *potential* demand e.g. when responding to the research respondents have said that they would take up the offer but there is no guarantee in reality that they will do so. Achieving potential demand would require the market conditions to be perfect e.g. people need to be aware of the offer, they need to understand how to obtain it, etc.

5.3.2 Identify distinct segments of customers

It is important to understand how passport holders will behave if the ID card is introduced as it provides more choice for the citizen and actually introduces competition to this 'one-product market'. Citizens may have different requirements on their passport. For example, 15% of passport holders do not use their passport for travel and others may only travel within Europe where the ID Card on its own can provide a more cost effective solution to enable travel. It is important to understand these dynamics and estimate the demand for ID cards amongst different segments of citizens. When ID Cards are introduced, several options are open to citizens:

If their passport expires *after* the introduction of ID cards they can:

- Apply for a combined ID card & passport package when their passport expires
- Apply for an ID card before their passport expires
- Apply for an ID card only when their passport expires
- Not apply for either an ID card or a passport

If their passport expires *before* the introduction of ID cards they can:

- Delay renewing their passport until the ID card is introduced and apply for a combined ID card & passport package
- Delay renewing their passport until the ID card is introduced but then apply for an ID card only
- Not apply for either an ID card or a passport

5. Research findings - citizens...

Based on how people behave when they have the option to take up a passport and/or ID Card, we identified seven customer segments:

1. **Straight forward renewers** who will renew their passport at expiry and take up an ID card as well at the same time.
2. **Early take up-ers** who will take up an ID card before their passport expires.
3. **Passport Opt outs** who will take up an ID card only but not renew their passport when it expires.
4. **Lapsed passport holders** whose passport will expire prior to the introduction of ID cards. They will wait to renew their passport until ID cards become available and buy a combined Passport and ID card package.
5. **Current non holders – ID Card buyers** (can be either people who have never held a passport or have an expired passport). They will take up a stand alone ID card.
6. **Current non holders – combined passport and ID Card buyers** (can be either people who have never held a passport or have an expired passport). They will take up a combined passport and ID card package.
7. **Non holders** – they are current non passport holders who will not take up a passport and/or ID card.

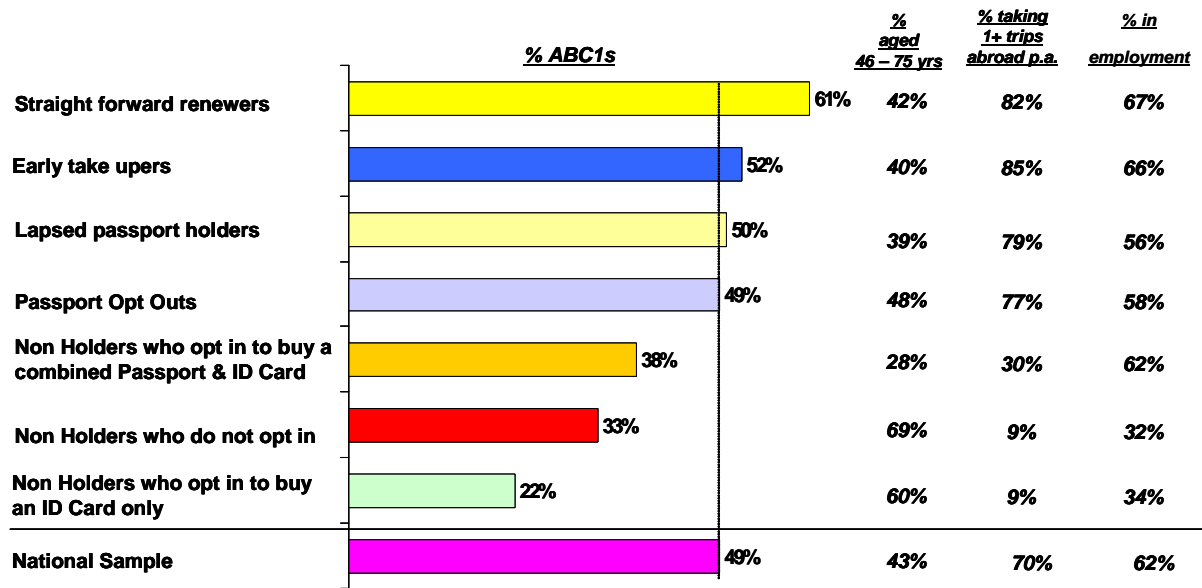
The seven segments show different take up behaviours but have also different socio demographic profiles.

5. Research findings - citizens...

Table 2: The seven customer segments

<p>Straight forward renewers</p>	<p><i>Straight forward renewers</i> could loosely be described as the <i>'employed, young to middle aged professionals who travel frequently overseas'</i>. 48% are aged below 45, 61% are ABC1 and 67% are in employment. This is a group of people who will require a passport in addition to an ID Card as they travel outside of the EU.</p>
<p>'Early Take Up-ers'</p>	<p><i>'Early Take Up-ers'</i> could maybe be described as the <i>'most frequently travelled, middle aged person from an average social status'</i>. This group is more concentrated in the 31-45 age category than the straight forward renewers with 40% falling into this category. They are of equally balanced social status (48% ABC1) and of similar employment levels to 'Straight forward renewers' at 66%. They do however take more trips abroad than any other group with 85% travelling abroad each year.</p> <p>We can only speculate about their motives for being more inclined to take up an ID Card early but the ID Card may become seen as a social statement or a gadget within this group e.g. they would be the 'early adopters' of ID Cards.</p>
<p>Passport opt outs</p>	<p><i>Passport opt outs</i> could possibly be described as the <i>'middle aged to early retirees who travel frequently but predominantly in Europe'</i>. Compared to the two previous groups, these people travel somewhat less (77% compared to 82-85%) but still above the national average (70%). A somewhat larger proportion is aged 46 – 75 (48% compared to the 43% national average) and a somewhat larger proportion is not employed (58% compared to the 62% national average).</p> <p>We assume this group tend to travel within the EU, therefore taking the opportunity of buying the stand alone ID Card e.g. a cheaper product that offers all the travel benefits to them than a passport would.</p>
<p>Lapsed passport holders</p>	<p><i>Lapsed passport holders</i> could be described as the <i>'young, employed and well travelled (but maybe not as frequently) from an average social status'</i>. This group consists of a young population (39% aged 16-30) with high levels of employment. This group do travel abroad quite regularly with 79% doing so at least once a year.</p>
<p>Current non-holder – ID Card buyers</p>	<p><i>Current non-holder – ID Card buyers</i> could be described as the <i>'non travelling person, more likely to be retired or unemployed with 'smaller means'</i>. This group consists of an older population with 60% being over 46 and 32% being over 60. This group tends not to travel abroad and would be buying the standalone ID card based on other benefits than EU travel. The group is concentrated in the lower social groups of C2DE (78%) with 66% not in employment, the majority of which it is thought will have retired.</p>
<p>Current non-holder – Passport and ID Cards buyer</p>	<p><i>Current non-holder – passport and ID Cards buyer (i.e. combined package)</i> could be described as the traditional <i>'first time passport buyer'</i>. This is a younger population (38% below 30 and 22% below 20) of a higher social status than those non-holders adopting a standalone card (38% ABC1), predominantly employed (62% in employment). Many would be getting a passport for the first time in this period anyway, and with more extensive travel outside the EU becoming more affordable, this group sees the need for a both a passport and an ID card.</p>
<p>Current non holder no opt in</p>	<p><i>Current non-holders who do not opt in and remain non holders</i> – this group could be described as <i>the '(possibly) retired, non travelling group with smaller means'</i>. This group is not swayed by the introduction of ID Cards as they do not intend to take up either a passport and/or ID Card.</p>

Figure 14: Socio demographic profiling of the seven behavioural segments

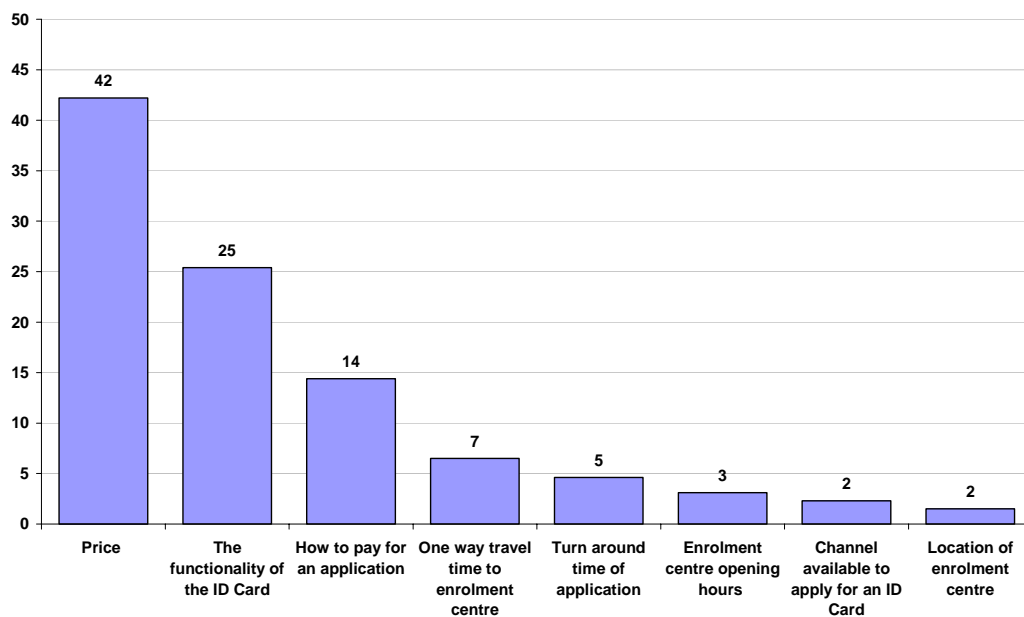


5.3.3 Validate the importance of different attributes

Trade off research enables the respondent to express preferences by choosing from sets of concepts. Each concept is made up of the eight attributes that are assumed to be the key drivers impacting on demand.

By better understanding the importance of different attributes, we will know which ones are important in ‘getting right’ to offer a concept which appeal to potential customers.

Figure 15: Relative importance of demand attributes (total sample)



5. Research findings - citizens...

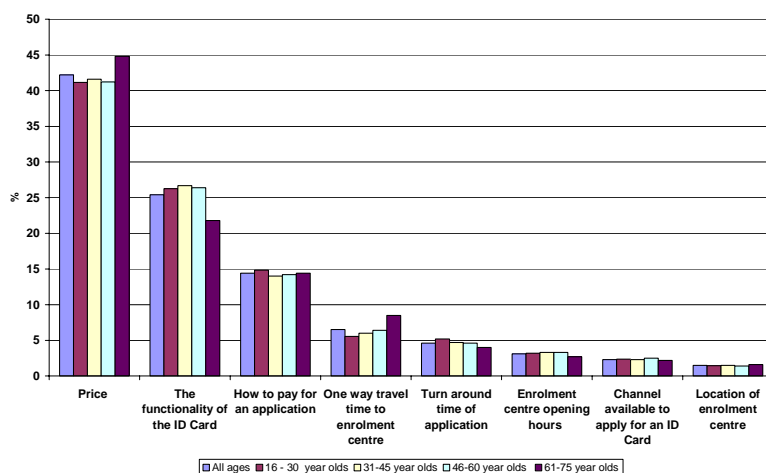
The research helps assess the relative importance of the attributes. For example, Figure 15 indicates that respondents believe that 'price' is six times (e.g. 42 over 7) more important than 'travel time' and will therefore be much more important in terms of how it impacts on demand. This helps with focussing the design of the scheme to areas which matter most to the public. For example, extending opening hours seems to have a lesser impact on demand than extending the options for how to pay for an application as 'how to pay' is c 4.5 times more important than opening hours.

The three attributes that seem considerably more important to respondents are price, how to pay and the functionality of the ID Card. This is not entirely surprising as 'functionality' determines the offer (e.g. is this product providing what I need?) and 'price' (e.g. how much will it cost me?) is what I have to give up to get what I want. The attribute 'travel time' is also a trade off (e.g. how much of my time do I have to invest to get an ID Card) but ranks in terms of importance well behind price. Similarly, the practical attributes describing steps in the application/enrolment process are also less important.

We can only speculate as to why respondents rank these practical attributes lower than price/payment and purpose of the document. Perhaps they recognise that they will only need to apply approximately every ten years³ and hence if the travel time is somewhat shorter or longer or if opening hours are not exactly what they desire it may not play such an important part in their decision to take up an ID Card or not.

There are no differences in how respondents, independent of socio demographic factors rank the relative importance of the attributes (in terms of order of priority). However, there are some differences in the exact score different age groups have given to a level. For example, 61-75 year olds rate price as more important (45 vs 42 points), rate card functionality less important (22 vs 25 points) and travel time more important (9 vs 7 points) than other age groups. We can only speculate about their motives but it may be that the 'older' generation are more price conscious. Alternatively, they may have less use for an ID Card that enables them to travel as they travel less than the total population (1.3 trips overseas on average compared to 1.5 for 31- 60 year olds) and may find it more inconvenient to travel further to an enrolment centre.

Figure 16: Relative importance of demand levers (total sample broken down per age group)



³ This is based on the validity period of a passport which currently is 10 years

5.3.4 Validate how different concepts impact on demand

Three concepts were developed and demand was modelled based on the agreed attributes and levers (see Table 3).

Firstly, we developed a base case concept, combining the levers on all the eight attributes to reflect what the ID Cards and combined ID Card and passport offer will look like.

In addition to the 'base case concept' two further concepts have been tested – one aimed to be as attractive to respondents as possible and one aimed at being significantly less attractive. Neither of these concepts would be offered in reality but they provide the minimum/maximum points for potential demand.

For example, the 'most appealing concept' which would generate a 'max' point would hypothetically be free of charge and respondents would not need to travel more than 15 minutes to an enrolment centre. This option is unrealistic but provides a break point between people who would take it up if we offered 'something almost for nothing' compared to those people who still would not take it up even if they got something for nothing (e.g. this assumes that their rejection is based on principle). Similarly, the 'least appealing concept' which would generate a 'min' point is equally unrealistic as the conditions under which it is offered are significantly below the customer service standards offered by the UK Passport Service today. However, the demand rate implies that some people cannot do without their passport and would still be prepared to take it. Table 3 describes the details of the concepts.

Table 3: Details of the three concepts used for demand modelling

Attributes:	Base Case (Based on levers which realistically could be offered)	'Most appealing concept' (Based on the lowest or most appealing levers)	'Least appealing concept' (Based on the highest or least appealing levers)
Document package	Passport & ID Card 'travel package' where ID Card is valid on its own as a travel document in Europe	Passport & ID Card 'travel package' where ID Card is valid on its own as a travel document in Europe	The ID Card is only valid to prove identity but not valid as a travel document in Europe
Price Point	£93 ⁴ – Combined passport & ID Card £50 – Stand Alone ID Card	The ID Card or the combined passport / ID Card is free of charge	£250 – Combined passport & ID Card £85 – Stand Alone ID Card
Payment method	Pay by cash, cheque, credit/debit card or direct debit	Pay by cash, cheque, credit/debit card or direct debit	Pay by cheque only
Travel time to enrolment centre	45 minutes travel time to enrolment centre	Up to 15 minutes travel time to enrolment centre	90 minutes travel time to enrolment centre
Application channel	Complete application	Complete application	Complete application

⁴ The current passport fee is £42. Current best estimate for the unit cost of a combined passport and ID Card is £93. The Stand Alone ID Card was priced at £50 for the purpose of the research.

5. Research findings - citizens...

	in person at enrolment centre, by phone, website, post or high street shop	in person at enrolment centre, by phone, website, post or high street shop	in person at enrolment centre
Opening hours of enrolment centre	Attend enrolment interview 8:00 – 21:00, six days per week	Attend enrolment interview any time – 24 hours, 7 days per week	Attend enrolment interview weekdays 8:00 – 17:00
Turn around time from application to receipt of ID Card	4weeks	Obtain documents on day of attendance	4 weeks
Location of enrolment centres	Close to work	Close to work, home and shops	Close to work

Figure 17 below shows that potential demand for ID Cards ranges from 63% (Least Appealing concept) to 83% (Most Appealing concept) with an estimated 75% demand for the base case. There is a 20% variation between the most and least appealing concepts. Considering the significant differences of the concept (for example, 'no charge' vs '£250') implies that demand is fairly un-elastic.

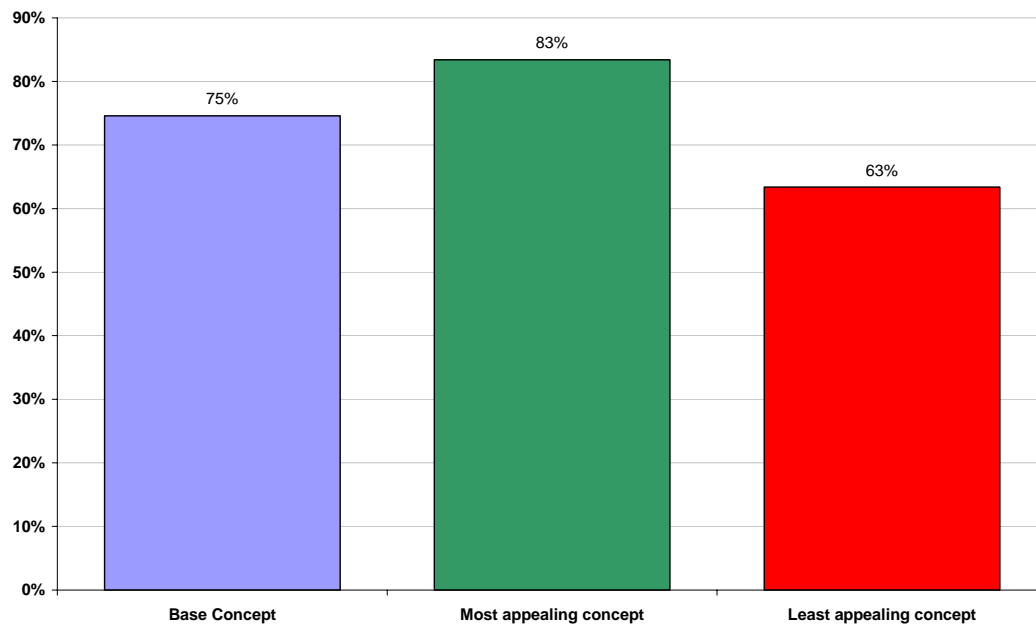
Modeling the three concepts provides reassurance for ID Cards demand. Approximately 77% of UK adults hold a valid passport today. When ID Cards are introduced, 75% of UK adults are prepared to hold a passport and/or ID Card. This implies a potential 2% penetration fall compared with today's passport penetration but demonstrates that the introduction of ID Cards will not cause any major 'market movements' overall. In fact, the 75% demand seems well aligned with the 73% who are in favour of the scheme.

Comparably, the 'Most Appealing concept' where the passport/ID Card was provided for no charge combined with more favourable options on the seven other attributes generated 83% demand. This may indicate that both those who are supportive and neutral to the scheme would take it up. However, the 17% who oppose the scheme may be doing so on principle as this corresponds with the proportion of people who will not take up an ID Card for no charge.

The 'Least Appealing concept' priced at £250 for a combined passport and/or ID Card and £100 for a Stand Alone ID Card combined with less favourable options on the seven other attributes generated 63% demand. This concept provides us with the minimum demand estimate and whilst it is 20% less than the 'Most favourable concept' and 12% less than the 'Base case concept' demand still holds up. This may be an indication of how much value some citizens place on their passport and how much it would take for them to give it up.

This exercise demonstrates the importance of making it very clear for citizens what conditions they are judging the scheme on before they are asked to agree or disagree to the scheme. The perception they have of, for example, price point will generate very different answers.

Figure 17: Potential demand for the 'base case concept', the 'most appealing concept' and the 'least appealing concept'



5.3.5 Estimate the take up rate for different customer segments and different concepts

A. TAKE UP RATE FOR DIFFERENT CUSTOMER SEGMENTS

In addition to estimating total demand, it is essential to understand how the different customer segments will act and contribute to demand. 'Straight Forward Renewers' and 'Early Take Up-ers' are the two largest segments and as described in

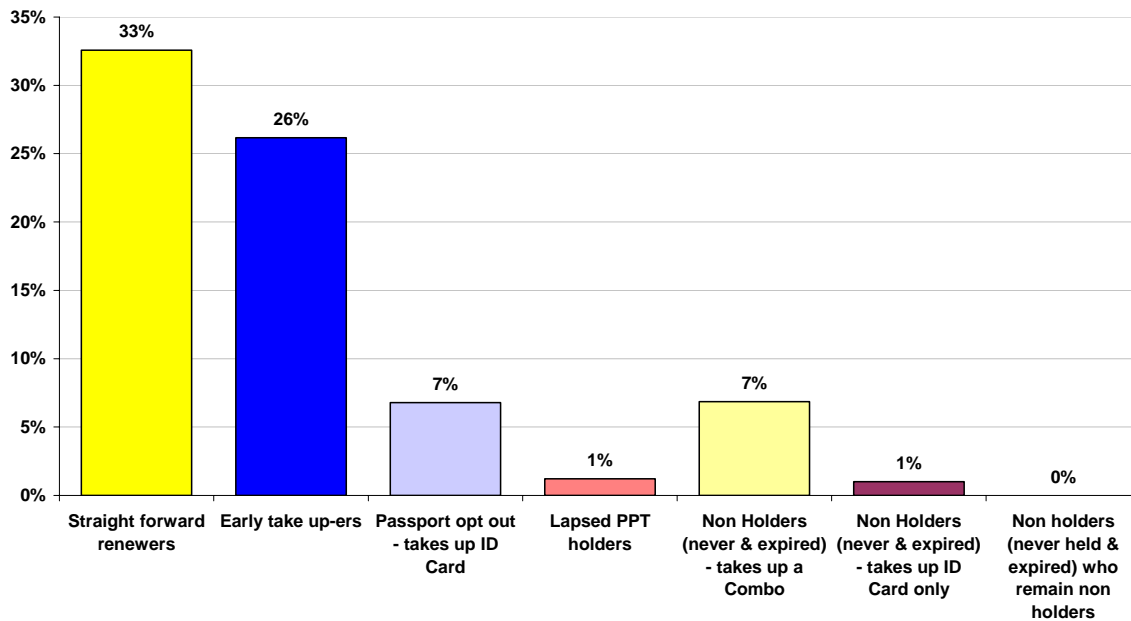
Figure 18 they will generate 59% of the total 75% demand. It is therefore important to understand how they will react to different concepts.

Interestingly, current non holders are also attracted by the passport and/or ID Cards offer and 8% of the demand will come from new customers who currently do not hold a passport.

The 'Current Non holder' segments contain people who have never held a passport or those who have an expired passport. As described in section 5.3.2, passport holders who have never held a passport tend to be younger than passport holders who have an expired passport i.e. they are the 'sixteen to twenty something' year olds who have not yet got round to buying their first own passport. They seem willing to take up both a passport and ID Card and hence make up the larger share of the segment 'Non Holders (never held & expired) – who take up a combined passport and ID Card'. The reverse seem to be the case for 'Non Holders (never held & expired) – who take up ID Card only' as these are predominantly 'older respondents' (60+).

Figure 18: Potential demand generated by customer segments for the base case

5. Research findings - citizens...



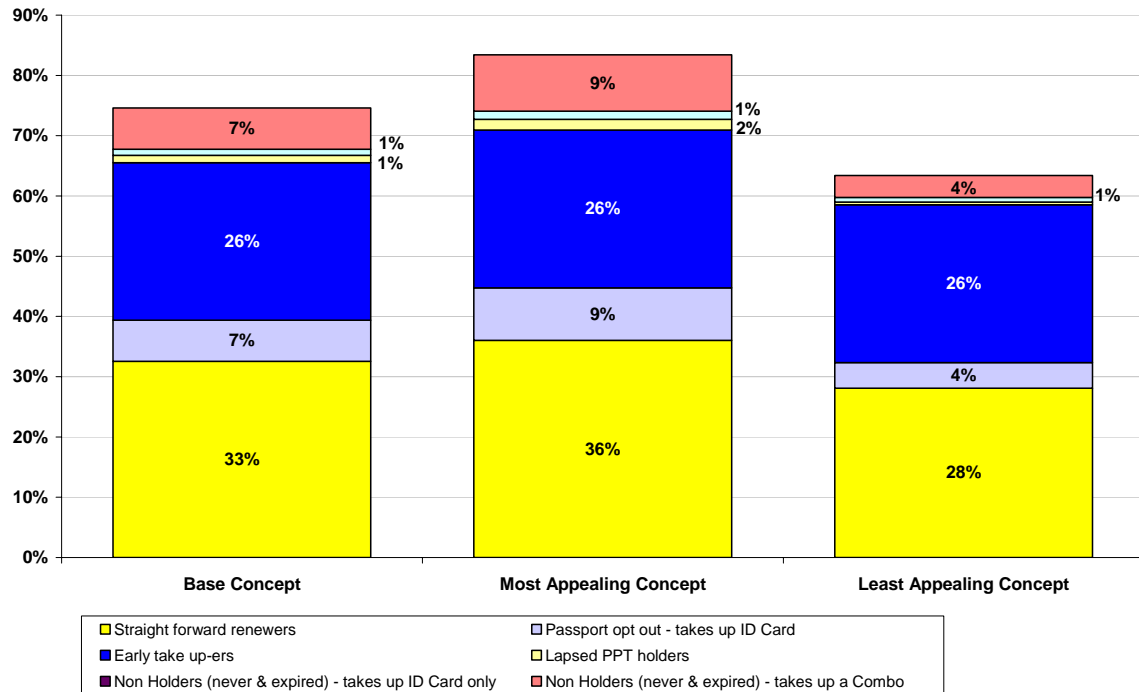
B. TAKE UP RATE FOR DIFFERENT CONCEPTS

There are some interesting patterns in how the different customer segments behave when faced with the three different concepts.

For example, the largest change is seen in the 'Straight forward renewers' segment where an additional 3% (36% in total) would take up the offer if the 'Most Appealing Concept' is offered compared to the base case (33% in total) whereas only 28% in total would take up the 'Least Appealing Concept'. Demand generated by 'Early take-upers' is consistent for all three scenarios independent of changes to the concepts. We have assumed that even if they do not take up an ID Card early they will at least take up the offer when their passport expires (and if so adopt the same behaviour as 'Straight forward renewers'). This assumption has been based on their socio demographic profile where it is thought that their profile makes them unlikely to totally give up their passport.

The largest percentile changes are seen in the smaller segments such as 'Passport Opt Outs who would take up an ID Card' and 'Lapsed Passport holders'. Both segments have indicated that they would reconsider their current passport holding (e.g. either to opt out of a passport and buy an ID Card instead or whether to buy a passport and/or ID Card or not after letting their passport lapse). In total, 7% of demand for the base case will be generated by 'Non holders who take up a combined passport and ID Card' compared to 9% for the 'Most Appealing Concept' and 'Least Appealing Concept'. The segment 'Passport opt outs' demonstrate exactly the same percentage changes.

Figure 19: Potential demand per customer segment for the best case, the ‘most appealing concept’ and the ‘least appealing concept’



5.3.6 Product preference

Citizens will have a choice to take up an ID Card and/or a passport. Two scenarios were tested to see how respondents behave when making a choice between taking up a combined passport and ID Card or a stand alone ID card:

- Scenario 1: Behavioural segmentation driving product preference
- Scenario 2: Products available to all independent of behavioural segmentation

The first scenario generates a preference for a combined passport and ID Card (41%) compared to 34% for the stand alone ID Card. The second scenario generates a preference for the stand alone ID Card (46%) compared to 31% for a combined passport and ID Card.

It is important to note that in the first scenario a large proportion of those taking up a stand alone ID Card already hold a passport but choose to take up the stand alone card prior to their passport expiring and will in effect hold both a passport and an ID Card. Only 8% will only hold a stand alone card. We are unable to do the equivalent check of ‘buyers’ vs ‘holders’ in the second scenario. However, the second scenario may overstate the actual preference for the stand alone ID card as choosing this option implies that respondents may opt out of having a passport – something which respondents may not do in a ‘real life’ situation.

5. Research findings - citizens...

A. *BASED ON THE BEHAVIOURAL SEGMENTATION*

We identified the seven behavioural segments that are based on how respondents say they will behave when they apply for or renew their passport and/or ID Card in the future.

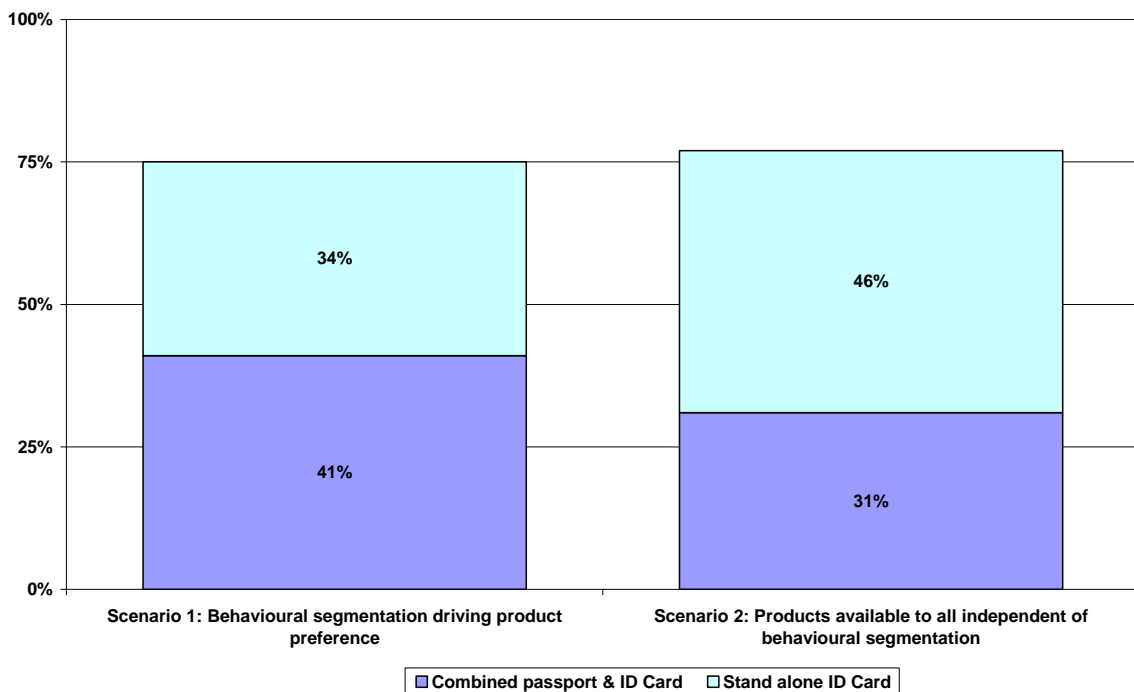
These behaviours drive different product combinations available to respondents. For example, a 'straight forward renewer' (i.e. someone renewing their passport AND taking up an ID Card) can only trade off taking up a combined passport and ID Card against nothing but could not choose a stand alone ID Card.

As Figure 20 indicates, most citizens will actually take up a combined ID Card and passport rather than a stand alone ID Card.

C. 34% of respondents would take up (i.e. buy) a stand alone ID Card compared to 41% who would buy a combined passport and ID Card. However, the 26% of Early Take-upers who will take up a stand alone ID Card prior to their passport expiring will in effect hold both a passport and ID Card. This means that 67% (i.e. 41% + 26%) will hold a combined passport and ID Card compared to only 8% (34% - 26%) who will hold a stand alone ID Card.

The analysis revealed that altering the price of the stand alone ID Card would not have an impact on demand.

Figure 20: Product preference for the combined passport and ID Card versus the stand alone ID Card for the two scenarios based on the base case



5. Research findings - citizens...

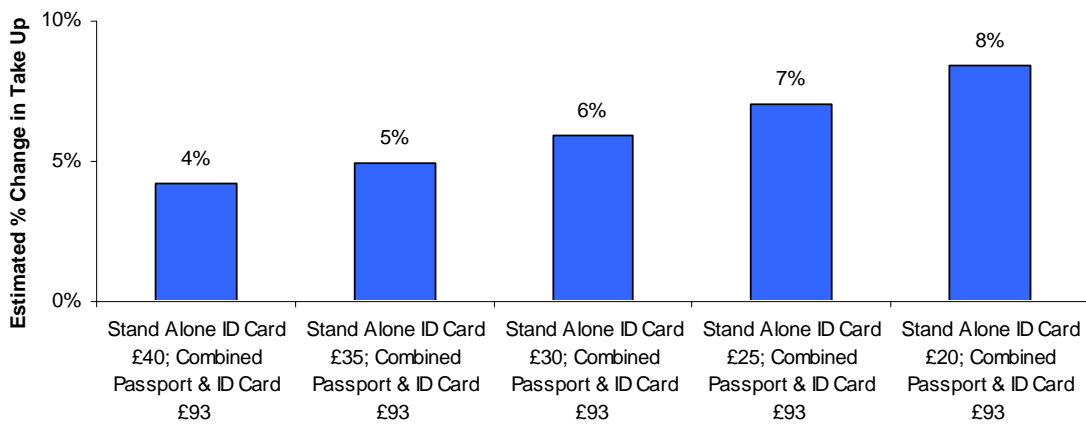
B. PRODUCTS AVAILABLE TO ALL INDEPENDENT OF BEHAVIOURAL SEGMENTATION

The research also tested the option of providing all product combinations to all respondents independent of behaviour. This was an attempt to assess if demand for the stand alone ID card would increase if no pre-conditions were applied.

As Figure 20 indicates, this approach marginally increased total demand for the base case to 77%. More importantly, it also generated higher demand for the stand alone ID card. In this scenario 46% would buy a stand alone card compared to 31% who would buy a combined passport and ID Card. The findings are interesting as 35% of 46% stand alone ID Card buyers are current passport holders and choosing a stand alone implies that they may opt out of having a passport.

The analysis revealed that respondents are price sensitive and by offering a stand alone ID card for a reduced fee (i.e. less than the £50 stated in the base case) more respondents are prepared to switch from a combined passport and ID Card into a stand alone ID card. As shown in Figure 21, reducing the price for a stand alone ID card from £50 to £40 generates an additional 4% demand whilst reducing the price to £20 generates an additional 8% demand.

Figure 21: % Change in Demand Per Price Point – stand alone ID Card



The research does not enable us to understand why respondents make specific choices. However, in this case it may be feasible to question if respondents fully understood that making this choice means that they opt out of having a passport. Considering these respondents' current travel profile and subsequent need for a passport, they may not make this choice in reality.

Hence, this approach may overstate the proportion of respondents prepared to take up a stand alone ID card.

5.3.7 Assessing the impact of making adjustments to the 'Base Case Concept'

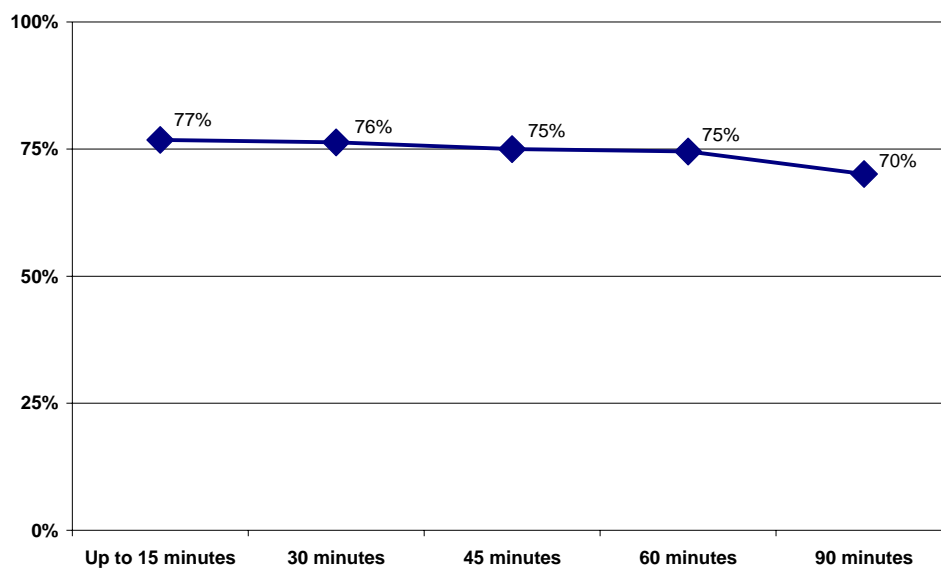
Trade off analysis enables assessing demand for different concepts (as described above) but it also enables assessing the impact of making minor adjustments to a concept by changing each lever one at a time.

Section 5.3.3 described the relative importance of the different attributes and concluded that price, payment mechanism and card functionality were the three attributes with the greatest impact on demand.

This section elaborates on some of the attributes where it is believed that the research can influence the design of the scheme. In particular, it focuses on 'travel time', 'opening hours' and 'application time taken (i.e. turn around time)'. The base case already intends to offer the best possible option on 'how to pay for application', 'application channel' and 'card functionality' and hence cannot generate additional demand by making amendments to the base case concept.

Travel time was expected to influence citizens' likelihood of taking up the offer. However, the research findings do not indicate that this is the case as demand stays more or less flat for c. 15-60 minutes travel time. The break point is travel times above 60 minutes where demand starts to decrease somewhat.

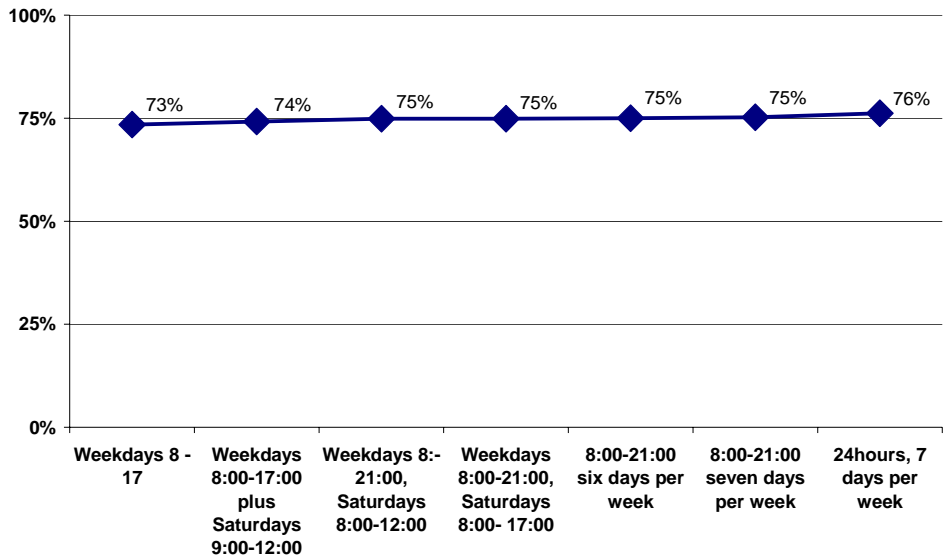
Figure 22: The impact on demand of changes to travel time



The hours of business of enrolment centres were also expected to influence take-up. However, the research findings do not indicate that this is the case as demand stays more or less flat independent of whether the enrolment centres are open during office hours or 24/7. For example, only 2% extra demand is generated by having enrolment centres open 24/7 compared to normal office hours.

5. Research findings - citizens...

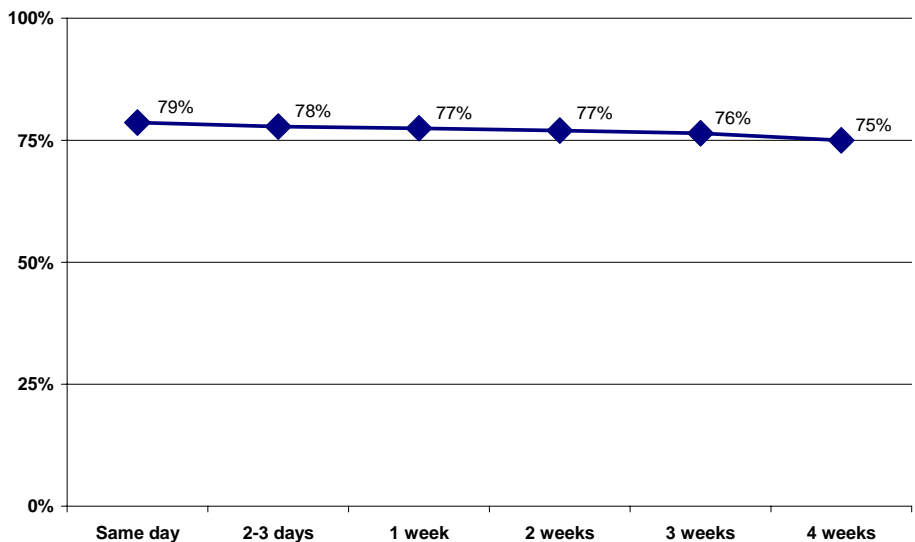
Figure 23: The impact on demand of changes to opening hours



All respondents were shown these options in the trade off section. Overall, document turn around time does not have a major impact on demand. Only an additional 3% demand could be generated by reducing turn around time from 4 weeks to same day service.

However, UK Passport Service currently offers a same day service for people who urgently need to renew their passport. People in this situation would most likely demonstrate a somewhat different preference. However, it is unlikely that the ID Cards scheme will offer a same day service due to the rigorous processes involved in issuing ID Cards.

Figure 24: The impact on demand of changes to 'turn around time'



6. RESEARCH FINDINGS – IDENTITY SERVICE USERS

6.1 INTRODUCTION

Identity Service Users are the private and public sector organisations who may wish to verify a person's identity by checking a card and/or information held on the National Identity Register with that person's consent or under rules set by Parliament for required identity checks for public services.

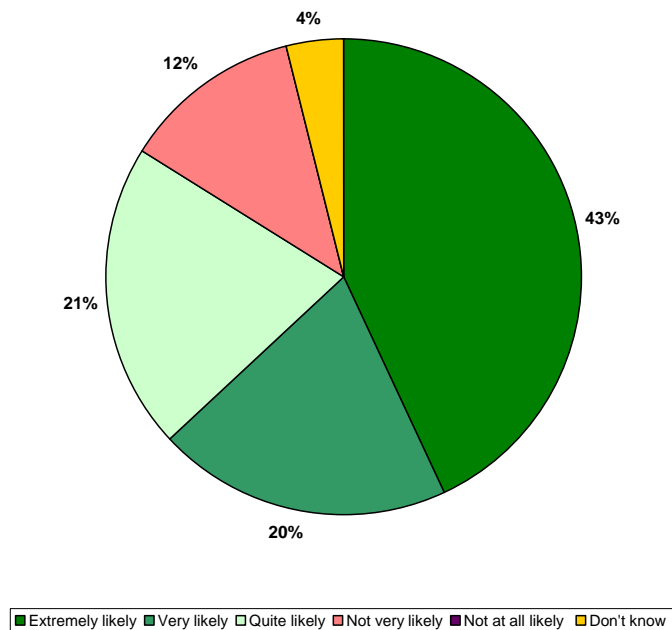
The purpose of researching this sample was to understand the needs and issues among this group and also, where possible, compare their views with the views of citizens. In addition, we presented respondents with a trade off section to validate their preferences.

Section 4.1 describes in further detail the sample size and how the sample for this part of the research was selected. However, it is worth noticing that whilst a wide range of government departments and private organisations representing a wide range of different industries were interviewed this was a small scale survey designed to provide some initial information on preferences for different scheme features and reactions to options among Identity Service Users. Unlike the research undertaken on citizens, the results are indicative and are not a representative sample of all businesses or public organisations.

6.2 LIKELIHOOD OF USING THE ID CARDS SCHEME

The findings show that 84% of Identity Service Users are likely to use the identity services provided by the ID Cards scheme, whereas 12% are not and 4% don't know.

Figure 25: Likelihood of organisation using one or more of the verification services



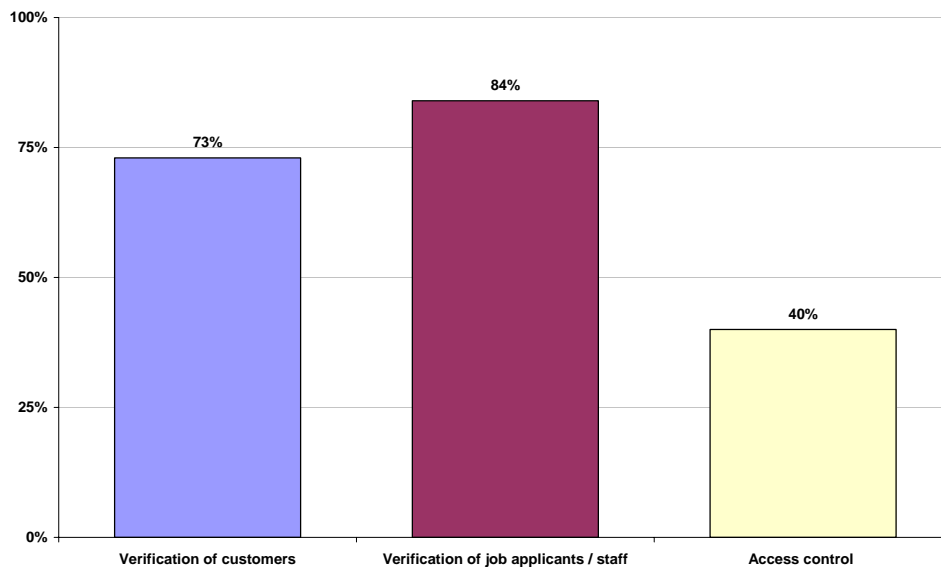
When respondents were asked about their motives for using the identity services, they provided a broad spectrum of answers. The most common reason was the opportunity to

6. Research findings – Identity Service Users...

confirm identity of employees and job applicants followed by the opportunity to verify customer details.

There are a number of reasons why vetting employees and job applicants may be important. For example, industries with large proportions of casual workers need to ensure they employ people with the right to work in this country. Employers who are required to undertake CRB (Criminal Records Bureau) checks on their staff (for example, schools, nurseries, caring homes etc) also need very secure processes for vetting staff. Also, Identity Service Users can choose to use the service for specific circumstances ensuring that *people are who they say they are* (this is relevant for both customers and employees/job applicants) or *to provide access* for example to secure areas in buildings, to specific information etc. When faced with a number of possible uses of the scheme, ensuring that customers are who they say they are (73%) and ensuring that job applicants and employees identities are confirmed (84%) were most frequently selected. Access control was selected by 40% of the sample.

Figure 26: Circumstances in which organisations would use identity services



6.3 HOW THE ID CARDS SCHEME WOULD BE USED

The Identity Service Users taking part in the research strongly support the Identity Cards Scheme and will be endorsing this support by verifying identities predominantly through 'front offices' such as a bank branch office or retail outlet (59% of all verification transactions) combining a number of different types of verifications when the card holder presents him/herself with the ID card.

To help inform the design of the verification processes, respondents were asked to consider which type of verification would be most frequently used in a front office environment.

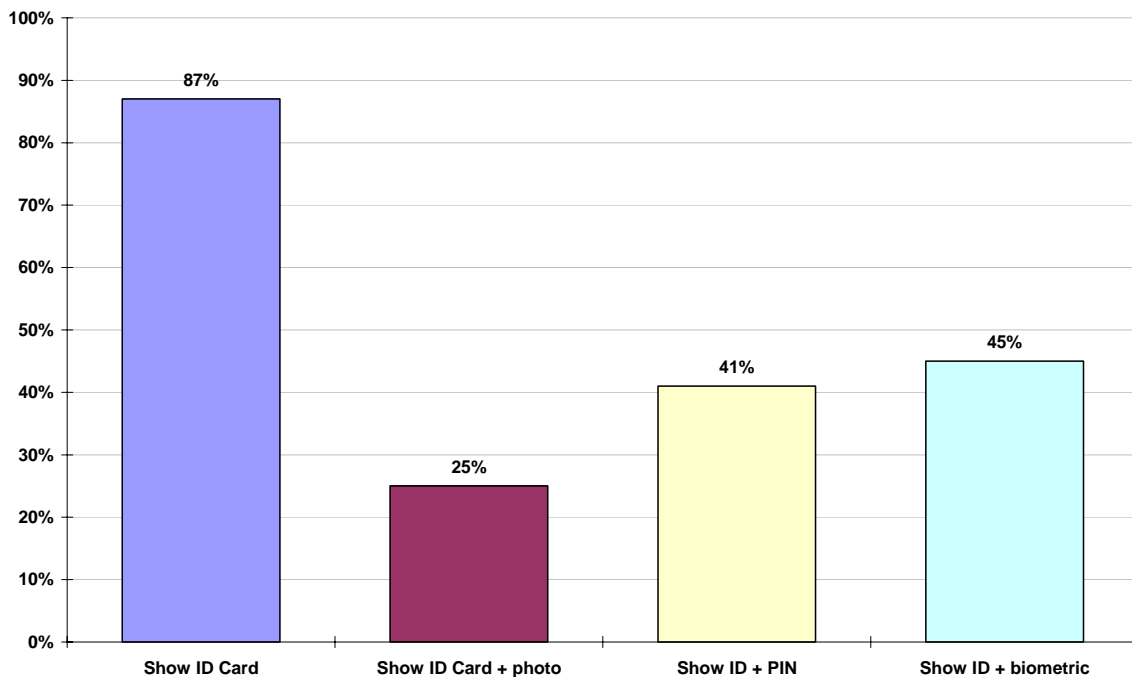
6. Research findings – Identity Service Users...

Four options were proposed to respondents:

- *Show ID Card* – the card would be visually inspected but no other information would need to be provided
- *Show ID Card + photo* – the photo stored on the ID Card can be machine read and displayed onto a computer screen to enlarge its size
- *Show ID + PIN* – a card user would need to use a PIN code in a reader in combination with having the card visually inspected
- *Show ID + biometrics* – the card would be visually inspected and the card user would need to provide biometric information (e.g. a finger print) which would be checked against the verification service confirming that the biometrics and the subject 'match'

Respondents could select more than one option, hence 87% anticipate undertaking visual card inspection, 41% anticipate visual card inspection in combination with a PIN, 45% anticipate visual card inspection in combination with biometrics and 25% anticipate visual card inspection with the added option of a digitally enlarged photograph appearing on a computer screen.

Figure 27: Preferred verification method



Identity Service Users will need to invest in equipment to enable them to verify customers and staff. It is yet not clear what equipment will be provided at the time or the cost of such equipment but the research aimed to test certain thresholds in the market place and also understand if respondents had specific views about how they would prefer to pay for equipment.

In terms of testing the price thresholds for equipment, respondents were simply asked to respond to how likely they were to invest in equipment (standard readers for £250 - £350

6. Research findings – Identity Service Users...

compared to sophisticated readers for £650 - £750). The more expensive readers would be required to support biometric verification, whereas the lower cost reader would authenticate the card as genuine and support PIN based verification. About 71% of respondents intend to invest in readers priced £250 - £350 whereas the intent to invest if equipment drops to 51% if equipment is priced £650 - £750.

In terms of preferred payment method, a large proportion of respondents have not yet formed an opinion about how they would like to do this as 26% said 'don't know'. In fact, 40% indicated that they preferred none of the options provided, preferred another method or simply did not know. The three options of 'leasing equipment', 'pay for equipment within an 'all inclusive' transaction charge' and 'pay for reader equipment up front' all received a fairly equal share of preference.

Successful implementation of the ID Cards scheme will require careful management of both supply and demand. For example, citizens who have acquired an ID Card will most likely want to use it to ensure they reap the benefits and it will therefore be essential that Identity Service Users are ready to respond and provide services.

In this context it is reassuring to see that 15% of Identity Service Users would be prepared to use the scheme 'straight away'. This is our group of early adopters which are essential to provide the initial service and provide benefits to citizens.

6.4 DEMAND ESTIMATES

6.4.1 Validate the importance of different attributes

Trade off research enables the respondent to express preferences by choosing from sets of concepts. Each concept is made up of the nine attributes that are assumed to be the key drivers impacting on demand.

By better understanding the importance of different attributes, we will know which are important in 'getting right' to offer a concept which appeal to potential customers. The following nine attributes were included:

- *Annual subscription for online verification* – a pricing model for verification services. For example the annual subscription fee for an unlimited number of online verifications to identify an individual.
- *Flat fee for online verification* - a pricing model for verification services. For example, the price for a single verification to identify an individual.
- *Verification information provided* – the information provided about an individual at a verification to establish if they are who they say they are
- *Verification channel used* – the channel to receive a response for a verification to identify an individual
- *Verification service availability* - the service hours the verification service is available to respond to verification requests
- *Response time for single verification* – the turn around time to respond to a single verification request. This will most likely be done in a front office situation. For example, a bank may want to ensure that a bank customer wanting to buy foreign

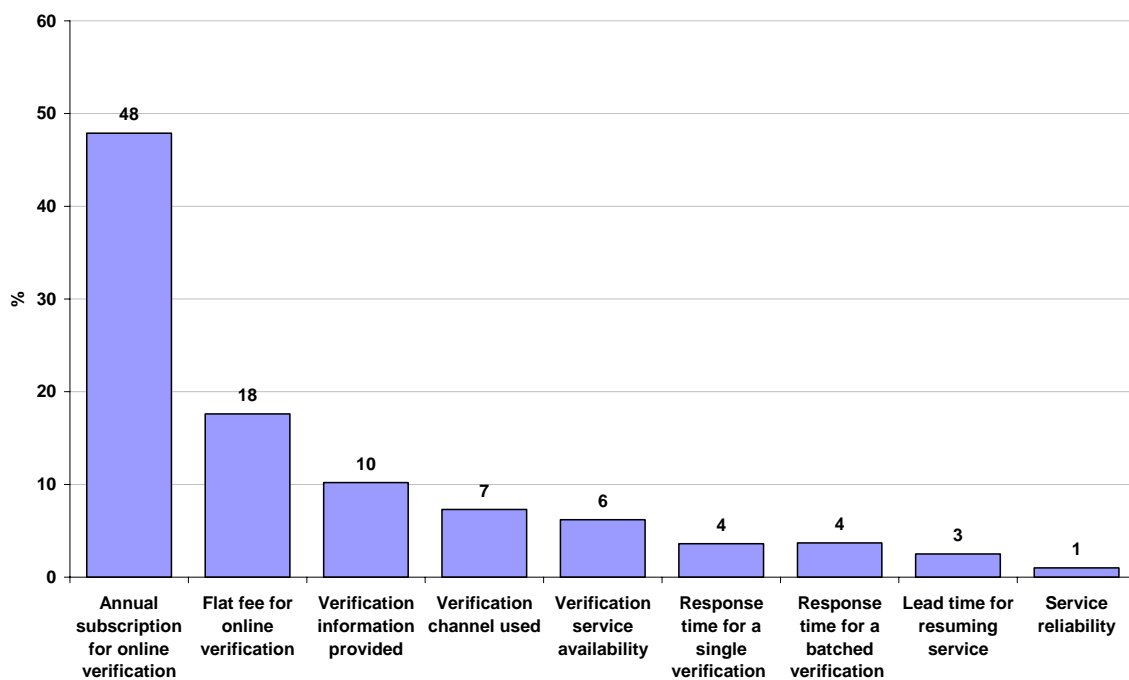
6. Research findings – Identity Service Users...

currency is who she says she is and as the customer is waiting may need a response within seconds.

- *Response time for batched verification* - the turn around time to respond to multiple verification request provided as a batch. This will most likely be done in a back office. For example, a mortgage lender may want to ensure that lenders are who they say they are but they may not need an answer within seconds/minutes and may prefer to send a batch of verification requests to be completed overnight or within a couple of days.
- *Lead time for resuming service* – in the event that the service shuts down, for example for maintenance requirements, what length of service shut down is regarded as acceptable
- *Service reliability* – in the event of service failure, what frequency of service shut down is regarded as acceptable

The research helps assess the relative importance of the levers. For example, Figure 28 indicates that respondents believe that providing an annual subscription deal for identity service users to subscribe is c. 3 times more important than providing a flat fee.

Figure 28: Relative importance of demand attributes



6.4.2 Validate potential demand

Support for verification services remained strong when respondents were presented with a range of factors such as response times, flexible communication channels, 24 hour availability and a range of costs which at the very least would recover the costs of providing the service.

6. Research findings – Identity Service Users...

Similar to the research on citizens, we developed three concepts to test potential demand. In addition to the ‘base case concept’ attributes and levers were combined as to offer two specific concepts – one aimed to be as attractive to respondents as possible and one aimed at being significantly less attractive. Neither of these concepts would be offered in reality but they provide the min/max points for potential demand.

Note that the design details and performance requirements of the scheme have not yet been finalised and the concepts below should not be taken as a definition of scheme requirements. Rather, they represent a range of possible design configurations to enable us to gauge customer reactions.

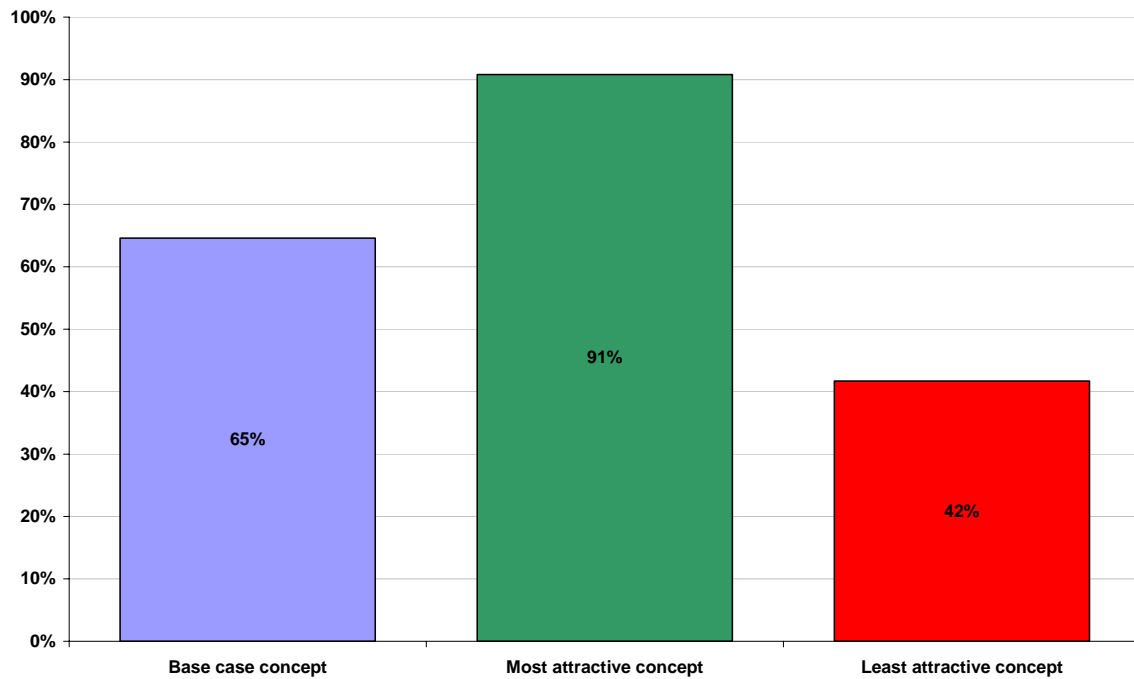
Table 4: Details of the three concepts used for demand modelling

Attributes:	Base Case (Based on levels which realistically could be offered)	‘Most appealing concept’ (Based on the lowest or most appealing level)	‘Least appealing concept’ (Based on the highest or least appealing level)
<i>Annual subscription for online verification</i>	N/a	No charge	N/a
<i>Flat fee for online verification</i>	£0.57	N/a	£2
<i>Verification information provided with consent</i>	Yes/No match	Yes/No match + National Insurance number, date of birth, address, any employment	Yes/No match
<i>Verification channel used</i>	Via card reader, phone or web site	Via card reader, phone or web site	Via card reader
<i>Verification service availability</i>	24 hours a day, 7 days a week	24 hours a day, 7 days a week	Weekdays 8 AM – 5 PM
<i>Response time for single verification</i>	6 – 15 seconds	0 – 5 seconds	2 – 10 minutes
<i>Response time for batched verification</i>	24 hours	1 hour	1 week
<i>Lead time for resuming service</i>	Resumed 1 hour after interruption	Resumed 5 minutes after interruption	Resumed 24 hours after interruption
<i>Service reliability</i>	No more than one service interruption a month	No more than one service interruption a quarter	No more than one service interruption a week

6. Research findings – Identity Service Users...

As described in Figure 29 below, potential demand for these three concepts ranges from 42% (Least Appealing concept) to 91% (Most Appealing concept) with an estimated 65% demand for the base case. There is a 49% variation between the most and least appealing concepts which implies that the take up rate is likely to vary depending on the final design of the scheme.

Figure 29: Potential demand for the 'best case concept', the 'most appealing concept' and the 'least appealing concept'



APPENDIX A: SUMMARY FINDINGS OF THE SECOND WAVE ASSESSMENT OF AWARENESS AND DEMAND FOR THE ID CARDS SCHEME – JULY 2005

A.1 BACKGROUND

The first wave of field work to assess awareness and demand for the ID Cards scheme was undertaken in Q1 2005. Some significant events have since taken place that may have an impact on the public's awareness and demand for the scheme. In particular the terrorist attack on London but also the public debate about the scheme may have influenced opinion. We therefore wanted to ensure that our earlier research findings are still relevant and reflect public opinion.

We therefore commissioned a second wave of this research in August 2005. The research focussed on citizens' opinions and did not include a repeat of the research on Identity Service Users. This summary contains the high level findings.

A.2 METHODOLOGY AND SAMPLE

The second wave was a small-scale repeat of the first wave of citizen interviews. The sample consisted of 250 passport and non passport holders aged 16 – 75. As with the first wave, the sample did not include a BME boost.

The questionnaire was identical to the first wave.

A.3 SUMMARY FINDINGS

The second wave of research concludes:

- **Citizens' support for the ID Cards scheme remains strong** and is static compared to wave 1. Seventy three percent of citizens support the Government's proposals to introduce an Identity Cards Scheme, 17% oppose and 10% are neutral.
- **The perception of the most important benefits of the scheme has not changed since the first wave.** The propositions with the strongest appeal are still '*Protection against ID fraud - by registering and using your ID card to prove who you are, you can help prevent your identity from being stolen*' and '*Criminal Records Bureau checks/position of trust - the Identity Cards Scheme will help employers to check that people in positions of trust (e.g. nannies, child minders, carers for the elderly) are who they say they are*'. Citizens find these benefits important and they also think it is believable that the ID Cards scheme can deliver these benefits.
- **Demand for the ID Cards scheme remains at 75%.** A 'Base case concept' was developed based on combining a number of attributes such as price, how the document can be used, how to apply for a card etc. The concept was also based on a consumer price of £93 for a combined passport and ID Card or £50 for a stand alone ID Card.

In addition to estimating total demand, it is essential to understand how the different customer segments will act and contribute to demand. 'Straight Forward

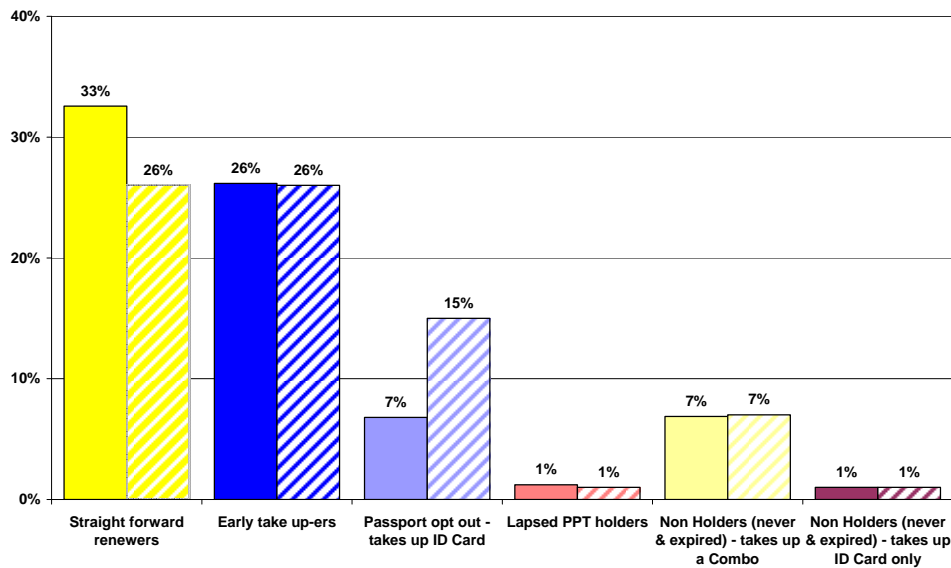
A: Summary findings of the second wave assessment of awareness and demand for the id cards scheme – July 2005...

Renewers' and 'Early Take Up-ers' are the two largest segments as described in Figure 30. They will generate 52% of the total 75% demand. There has been a significant shift in behaviour since the first wave of research in Q1 2005 with a large increase of Passport holders opting out of the Passport to take up an ID Card. Hence, there is a significant drop of Straight Forward Renewers into Passport Opt Outs who prefer to obtain a stand alone ID Card.

The research does not tell us why there is a shift hence we can only speculate. However, as demonstrated in Wave 1, 15% of passport holders do not travel and perhaps this group considers a stand alone ID Card sufficient for their needs.

- **The second wave findings show no significant difference to the first wave regarding preferred concept design.** The concept described above is generally accepted by citizens. There are few design changes that realistically can be done which will impact significantly on demand. Having evaluated the impact of changing a number of attributes (price point excluded) few will generate more than an additional 1-2% demand.

Figure 30: Potential demand generated by customer segments for the base case – Wave 1 (solid bars) vs Wave 2 (striped bars)



APPENDIX B: BACKGROUND TO THE ID CARDS SCHEME AND ITS PROPOSED FUNCTIONALITY

The National Identity Cards Scheme will provide every UK resident over the age of 16 with an easy and secure way of protecting their identity and providing it to public and private organisations, of demonstrating their right to be here and of asserting their place in the community. It will support the more efficient delivery of services and will aid in the fight against illegal working and immigration, organised crime and terrorism.

The high-level objectives of the scheme are:

- To help tackle illegal immigration and help reduce illegal working
- To help disrupt the activities of organised crime and terrorism, which depend in part of the ability use false and multiple identities, and travel undetected
- To reduce identity fraud, by providing unique biometric identifiers
- To facilitate fast and efficient access to public and private services, and prevent unauthorised access to public services

In order to achieve these objectives the core elements of the scheme will include:

- A National Identity Register will be established to hold people's unique identity information, including their biometrics (e.g. facial image, irises and fingerprints) and other information such as their Name, Address and Date of Birth.
- A common format ID card will be issued alongside other documents, designated by regulations and expected to be Passport Booklets, Residence Permits, Residence Cards and Registration Certificates (in the case of the last 3, the ID card and immigration document will be combined).
- Enrolment will initially be voluntary unless a designated document is being obtained. A second compulsory stage will be subject to further legislation requiring full parliamentary approval.
- A new agency will be established to manage the scheme, incorporating the responsibilities of the UK Passport Service and working closely alongside the Home Office Immigration & Nationality Directorate and UK visas.
- A range of identity services will be provided to authorised users of the scheme, who are expected to select the method that best suits their business need (e.g. visual verification vs an online biometric check against the National Identity Register).
- A record will be kept of identity checks carried out by authorised users. Cardholders will be able to request information about the checks performed against their own identity record in the National Identity Register with the exception of those of the security services.
- There will be a National Identity Scheme Commissioner to oversee the scheme and the procedures for disclosure of information.

APPENDIX C: SAMPLE BASE WEIGHTING

The table below details the weighting applied to the sample base of citizens.

MAIN		%
Female	Full time	17.23
	Not full time	33.88
Male	Full time	31.44
	Not full time	17.45
Female	Kids	17.25
	No kids	33.86
Male	Kids	14.67
	No kids	34.22
Passport	Current UK passport	77.00
	No current UK passport	23.00
Region (Government)	Scotland	8.79
	Not	91.21
Age	16-45	56.94
	46-75	43.06

BOOST		%
Sex	Male	45.38
	Female	54.62
Region (Government)	Scotland	8.17
	Not	91.83

APPENDIX D: ATTRIBUTES AND LEVERS FOR THE CITIZENS RESEARCH

The attributes and levers were developed in consultation with representatives for the ID Cards Programme. For example, an attribute was 'travel time' and a lever was '60 minutes'. Prior research helped defining attributes which may be of most importance to respondents and levers were generated to provide a broad span of options. The span covered for some attributes is beyond what may be a realistic solution but would provide the minimum/maximum points on the curve. The table below describes each attribute and the levers in detail.

Attributes	Explanation	Levers
<p>Document package</p>	<p>Citizens may have a choice to feature their nationality on the ID Card. If so, the Identity Card can be used on its own to enable travel in Europe. Respondents could choose either a combined passport and ID Card or a stand alone ID Card. The passport would naturally enable travel but by featuring nationality on the ID Card as well, it could also act as a travel document within Europe.</p>	ID card - to prove identity only
		ID card to prove identity & travel document in Europe
		Passport & ID card 'travel package'
		Passport and ID card 'non-travel package'
<p>Price</p>	<p>A number of different price points were placed on the products to assess likely adoption rates at varying levels</p>	No charge
		£40
		£85
		£175
		£250
<p>How to pay</p>	<p>A number of different payment options were</p>	<p>Cheque</p>

	<p>assessed ranging from a cash only option to a wide range of payment options to regular instalments over a 2 year period</p>	<p>Cash, cheque,</p> <p>Cash, cheque, credit card</p> <p>Cash, cheque, credit card, debit card</p> <p>Cash, cheque, credit card, debit card, direct debit</p> <p>6 instalments over 6 months</p> <p>4 instalments over 1 year</p> <p>8 instalments over 2 years</p>
<p>Travel time to enrolment centre for interview</p>	<p>The length of time needed to trave to an enrolment centre was assessed for its effect on take-up. The time scale was linear up to duration on 60mins at which point the increment was increased to 30mins.</p>	<p><15 minutes</p> <p>30 minutes</p> <p>45 minutes</p> <p>60 minutes</p> <p>90 minutes</p>
<p>How you can apply (in person)</p>	<p>Application channels, through which someone can make an appointment for an interview and biometric recording, were assessed for the effect of limited channel availability on ID card uptake. Options ranged from a person having to apply in person at an enrolment centre to a range of remote application channels.</p>	<p>Centre</p> <p>Centre, or by phone</p> <p>Centre, by phone or website</p> <p>Centre, by phone, website, post</p> <p>Centre, by phone, website, post or high street shop</p>

Opening hours	The opening hours of enrolment centres where interviews and biometric recording will take place. The effect on restricted opening hours was assessed through offering a range of potential options from the least convenient of Monday to Friday 8am to 5pm to the most convenient of 24/7 opening.	Weekdays 8:00- 17:00
		Weekdays 8:00-17:00 plus Saturdays 9:00-12:00
		Weekdays 8:-21:00, Saturdays 8:00-12:00
		Weekdays 8:00-21:00, Saturdays 8:00- 17:00
		8:00-21:00 six days per week
		8:00-21:00 seven days per week
		24hours, 7 days per week
		Application turnaround time
3 weeks		
2 weeks		
1 week		
2-3 days		
Obtain documents on day of attendance		
Where you enrol (locations)	The location of sites in relation to varying locations a person might see as being convenient – the options range from the least convenient of being close to work to the most convenient of being close to work, homes and shops.	
		Close to work and to home
		Close to work, home and shops