



ippr Seminar Summary: Identity, Technology and the Public Interest

ippr Manifesto for a Digital Britain

“Identity, Technology and the Public Interest”

Chartered Institute of Public Finance and Accountancy, 2-5pm, 17th January 2005



**Identity, Technology & the Public Interest:
New Directions for Research and Public Policy**

2-5pm, Monday 17th January 2005

Chartered Institute of Public Finance and Accountancy
3 Robert Street
London WC2N

ID cards, biometrics and other technologies for collecting and managing information about the identity of individuals raise many issues for policy and practice. This joint ippr-OII forum will bring together researchers, practitioners and policy-makers to discuss some of the most recent developments in research and public policy. The agenda is designed to stimulate and inform debate and help build a community of people with an interest in tying research to policy and practice in this critical area.

2pm: Welcome and Introduction, Bill Dutton, Oxford Internet Institute

2.15pm: Understanding Digital Identity

This panel will introduce a new OII project on identity management supported by a grant from the e-society programme of the Economic and Social Research Council. Panellists will discuss this research in light of the lessons learned from a major effort organized by the Markle Foundation in the US to join research and policy on identity technology as applied in the areas of national security and healthcare.

- **Helen Margetts**, OII (Chair)
- **Prof. Miriam Lips**, OII
- **Prof. John Taylor**, Glasgow Caledonian University
- **Stefaan Verhulst**, Markle Foundation, USA

3.30pm: Coffee

3.50pm: The Limits of Identity Cards

Forming part of the ippr's current project, 'A Manifesto for a Digital Britain', this panel session will look at the political and public implications of the British government's plans to introduce a national identity card scheme, including the significance of the three proposed biometrics, the challenge of authentication in e-government, and the precise functions that an ID card will and won't be able to perform.

- **Will Davies**, ippr (Chair)
- **Andrew Pinder**, Independent consultant and former e-Envoy
- **Matthew Kabatoff**, Goldsmiths College, London

5pm: Close



Biographies

Richard Allan

Richard was born in Sheffield in 1966. He was elected as Liberal Democrat MP for Sheffield Hallam in May 1997, and held the seat in 2001 with an increased majority. He has a BA in Archaeology and Anthropology from Pembroke College, Cambridge and an MSc in Information Technology from Bristol Polytechnic.

He worked as a Field Archaeologist in Britain, France and the Netherlands from 1984-85, and in Ecuador from 1988-89. Prior to his election he worked for the National Health Service from 1991-7, developing information systems to support primary health care.

He is a member of Amnesty International and of local groups the Hallamshire Historic Buildings Society and Friends of the Porter Valley.

He was Chairman of the Information Select Committee of the House of Commons from 1998 to 2001. He was a member of the Home Affairs Select Committee from 1997-8 and of the Employment Select Committee from 2000-1.

He is currently a member of the Information Select Committee and the Liaison Committee of the House of Commons. He is on the Board of the Parliamentary Office of Science and Technology and a trustee of the Industry and Parliamentary Trust. He is also an unpaid Director of Sheffield City Trust, a charitable company that runs the major Sheffield sporting and entertainment venues.

Richard is active in several All Party Groups, including the Internet Group, the Latin America Group, the Colombia Group and the Modernisation Group.

Richard is the Liberal Democrat Spokesman on Information Technology. He speaks and writes regularly on a broad range of technology related subjects and takes a particular interest in the development of e-democracy and e-government.

Will Davies

Will Davies is a Senior Research Fellow at the Institute for Public Policy Research, where he runs the Digital Society programme. He is currently working on a 'Manifesto for a Digital Britain', to be published in Spring 2005. Previously, he worked on The Work Foundation's iSociety project, where his research focused on the relationship between communities and new media. He is the author of two iSociety reports 'You Don't Know Me, But...: Social Capital & Social Software' looking at new uses of the internet in supporting social networks, and 'Proxicomunication: ICT and the Local Public Realm' exploring uses of ICT in sustaining local communities.

Bill Dutton

William H. Dutton is Director of the Oxford Internet Institute, Professor of Internet Studies, University of Oxford, and Fellow of Balliol College, Oxford. He was previously a Professor in the The Annenberg School for Communication at the University of Southern California, which he joined in 1980, where he was elected President of the Faculty. In the UK, he was a Fulbright Scholar 1986-87, and was national director of the UK's Programme on Information and Communication Technologies (PICT) from 1993 to 1996. Among his recent publications on the social aspects of information and communication technologies are *Society on the Line* (Oxford University Press, 1999), *Digital Academe*, edited with Brian D. Loader (Taylor & Francis Routledge, 2003), *Transforming Enterprise*, edited by



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Dutton, Brian Kahin, Ramon O'Callaghan and Andrew W. Wyckoff, and a forthcoming monograph for the WSIS Publications, entitled *Social Transformation in the Information Society* (Paris: UNESCO, forthcoming).

Mathew Kabatoff

Mathew Kabatoff is a writer and filmmaker currently pursuing his PhD in the department of Sociology at Goldsmiths College on the relationship between technology, sovereignty and subjectivity. He holds an MFA in Digital Practices from the University of California San Diego and has been a long-time research fellow at the Banff New Media Institute. His is currently based in London.

Miriam Lips

A.M.B.Lips@uvt.nl

Dr Miriam Lips completed her PhD in Public Administration at Erasmus University Rotterdam. Since 1996, she has worked at the Center for Law, Public Administration, and Informatisation at Tilburg University, where she has positions with the Section of Public Administration and with the Section of Law.

She has recently edited (with Dr. H.P.M. van Duivenboden) *A Customer-oriented approach in the public sector: Organisation of electronic government* (in Dutch: 'Klantgericht werken in de publieke sector. Inrichting van de elektronische overheid (Lemma, Utrecht, 2001).

Dr Lips is a book review editor and member of the editorial board of *Information Polity*, a Senior Research Fellow of the Dutch Internet and Public Administration research programme, and a Senior Research Fellow of the Netherlands Institute of Government.

She is also Chair of the permanent Study Group on Informatisation in Public Administration of the European Group of Public Administration (EGPA), a member of Working Group III (ICT in Public Administration) of the European Commission's COST action A14 (Government and Democracy in an Information Age), and an Associate Group Member of the OECD e-Government Project. In 2000, she was External Policy Advisor to the Netherlands Government Committee on 'ICT and the City'.

Helen Margetts

Professor of Society and the Internet

Helen Margetts is a political scientist of international standing in the use by government of the Internet, Web and related information and communication technologies, both internally and to communicate with citizens, businesses and other governments. She has published major research reports in this area for such agencies as the UK's National Audit Office, in addition to important books and articles. Her dissertation in this area was awarded the Walter Bagehot Dissertation Prize by the UK Political Studies Association in 1997. She was later honoured in 2003 for an award for 'Political Scientists Making a Difference.' Professor Margetts joins the OII from her post as a Professor in Political Science and Director of the School of Public Policy at University College London. She began her career as a computer programmer/systems analyst with Rank Xerox after receiving her BSc in



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mathematics from the University of Bristol. She returned to studies at the London School of Economics and Political Science in 1989, completing an MSc in Politics and Public Policy in 1990 and a PhD in Government in 1996.

Andrew Pinder

Andrew Pinder served as the UK Prime Minister's e-Envoy in from October 2000 to August 2004

As e-Envoy, his role was to ensure that the country, its citizens and its businesses derived maximum benefit from the knowledge economy.

Prior to becoming e-Envoy, Andrew had a long career in both private and public sectors. After 18 years in the Inland Revenue, where he became Director of IT, Andrew moved to the private sector, becoming Director of Operations and Technology at Prudential Corporation, before joining Citibank Investment bank as head of European Operations and Technology. He was later was engaged in a number of new technology-related start ups and, as a partner, in a venture capital firm, as well as carrying out a number of management consultancy assignments for the UK government.

Since leaving the e-envoy role, Andrew has worked as a consultant to a number of overseas Governments on technology issues, as well as becoming a non executive director of a couple of companies.

Andrew was awarded a CBE in the 2004 New Year's Honours List for services to the UK Cabinet Office.

Steve Smith

Steve Smith is the 'Public Safety and Biometrics' Business Development Manager for Steria Ltd. He has over 25 years experience of the design and development of 'Public Safety' systems covering C3i, Intelligence and 'face' and 'fingerprint' identification systems. He has been Chairman of UK Trade Associations covering variously the Defence, Software Engineering and Criminal Justice markets and a member of UK Government/Industry Computing Policy committees.

John Taylor

John Taylor is Professor of Government and Information Management at Caledonian Business School, Glasgow. He has worked on a number of major UK research programmes including the ESRC's Programme on Information & Communications Technologies [PICT] and the Virtual Society Programme, focusing on the diffusion and uptake by governments and NGOs of information and communication technologies. His most recent work [with Eleanor Burt, St Andrews] addresses emergent new public policy initiatives in the UK and in other parts of Europe aimed at the formation of new governance structures that draw together government, private sector and voluntary sector organisations in the development and implementation of public policy. A further, developing stream of work [with Miriam Lips, also at OII] looks at the administrative and broader societal consequences as governments adopt new 'identity management'



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systems.

John Taylor co-convenes the European Group of Public Administration's Study Group on ICTs in Public Administration [also with Miriam Lips]. He is editor of the international journal 'Information Policy'.

Stefaan G. Verhulst

Stefaan G. Verhulst is currently Chief of Research at the Markle Foundation, based in New York. The Markle Foundation works to realize the potential of new communications technologies by accelerating the use of these technologies to address critical public needs, particularly in the areas of health and national security. Both the health and national security programs are focused on how best to mobilize information and information technology to improve security and health care while protecting civil liberties.

Prior to his arrival at Markle, Mr. Verhulst was the founder and director of the Programme in Comparative Media Law and Policy (PCMLP) at Oxford University, as well as senior research fellow at the Centre for Socio Legal Studies. In that capacity he was appointed the socio-legal research fellow at Wolfson College (Oxford). In addition, he was the UNESCO Chairholder in Communications Law and Policy for the UK. Before his move to Oxford in 1996, he had been a lecturer on communications law and policy issues in Belgium and founder and co-director of the International Media and info-comms Policy and Law studies (IMPS) at the School of Law, University of Glasgow. Mr. Verhulst has served as consultant to various international and national organizations including the Council of Europe, the European Commission and Parliament, UNESCO, UNDP, USAID and DFID. He has published several books and numerous articles on communications law and policy issues.



Summary of discussion

Network Identity

Stefan Verhulst, Markle Foundation, gave an overview of current US policy, and stated the need to move from a digital identity to network identity and how this may assist in instigating controls on a network in order to unleash its potential, for example by combating the problem of Spam.

There was discussion as to whether 'network identity' consisted in machine to machine verification, or person to person with views that each form was different in its affect on a network such as the Internet. Stefan's view was that they were connected as in the final case there had to be person identification: for a machine to be authenticated it would rely on access privileges of authorised individuals.

It was agreed there is not yet consensus on a definition of networked identity. There are different applications and it would be necessary to assess each, as well as achieving a certain level of interoperability between them.

Identity vs. Anonymity

It was suggested that one should expect to be asked to identify oneself online as the potential for anonymity offline was severely limited anyhow; even cash transactions, which do not leave an audit trail, were said to involve some level of identification as they take place in a face to face environment and therefore involve some disclosure of personal information. However, identification through the use of CCTV or other surveillance mechanisms is significantly less efficient than other forms of identification, such as biometrics. Online verification, for example, will provide a log of use which could be held for a lifetime.

The debate then moved on from discussion of the right to anonymity to consider the concept of a 'hierarchy of anonymity'. What level of data disclosure is acceptable in what context? It was agreed that such discussion had not yet taken place at policy level where it could be said that the Government was intent on introducing a major solution to a minor problem. The fact that carrying an identity card was proposed as voluntary made little difference since one could not leave the house without the biometric information contained on the card. With or without the ID card, it would still be possible for matches to be made with a database of biometric information.

Mis-Identity

The problems surrounding mis-identity were raised. The congestion charge had been put forward as a successful scheme using identification of a certain kind to enhance enforcement. However, it was acknowledged that the enforcing body sometimes got it wrong, sending out fines to the wrong people for example. While this was annoying and could cause significant problems to the individual on the receiving end, it nonetheless pales in comparison to the problems that could occur with cases of mistaken identity. In circumstances where mis-identity could have severe consequences, such as with the EURODAQ matching system which identifies individuals seeking asylum in more than one country, any match is verified by a human officer to limit mistakes.



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Matthew Kabatoff's presentation outlined the success rates of biometrics which showed that cases of matched false identity were very rare: it was more likely that the system would fail to identify you at all which could be rectified by attempting identification a second time. The main point to emerge from this discussion was that, should the scheme be compromised, it was important that liabilities fell to the Secretary of State, the citizen should not have to bear the costs of re-implementing the scheme.

Data Sharing and Uses of Information

As part of their research, the Oxford Internet Institute will be looking at the hidden uses of information and how identity is being aggregated by public services allowing social sorting of service users. In most cases it was agreed that identity tells you very little unless you have data sharing. Benefit fraud, for example, tends to consist in the misrepresentation of circumstances rather than pretending to be someone you're not.

The right to opt out of data sharing was discussed, as well as the public's fear of data sharing by governments. It was suggested that what people want, rather than the convenience supposedly provided by a single method of identification such as an identity card, is a small amount of accredited ID systems which are non-linked and sector specific, although potentially linkable under individual control.

When considering the impact of identity cards on society and individuals it was also important to consider possible future uses of information which are enabled through advances in technology: the DfES list of schools for example was used to create Friends Reunited.

Proportionality

The whole discussion was framed in talk of the proportionality of the proposed identity card scheme. The Home Office have recently used comparisons with individuals' willingness to provide information to private companies in order to receive store cards to explain why people should not be afraid of ID cards and the accompanying database. However, it was pointed out that this comparison ignores the special relationship individuals have with Government.

It was suggested that the debate the public had been offered for the most part ignored other solutions that could be available. The call for biometrics had been led by the US demand for biometric visas. But was this a proportionate solution to the problem? Credit card companies in the wake of greater credit card fraud had deemed chip and pin to be the best solution and it could not be claimed that such a system was only protecting unimportant data. It was recommended that chip and pin cards should be used instead of ID cards to gain access to services, but that biometric solutions could be used to obtain the cards.



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Attendee List

First Name	Last Name	Organisation
Yair	Amichai-Hamburger	Bar-Ilan University
Caspar	Bowden	Microsoft EMEA Technology Office
John	Carr	
Tony	Cox	BT Wholesale
James	Cronin	
Michael	Cross	Guardian e-Public
Grace	de la Flor	University of Bath
Mark	Drew	BT Research Labs
Bill	Dutton	Oxford Internet Institute
Kevin	Findlay	Menlo Park Europe
Johanna	Gibson	Queen Mary Intellectual Property Research Institute
Dinah	Greek	Computeractive
Andrew	Hadfield	Weber Shandwick
Martin	Harris	University of Essex
William	Heath	Kable Ltd
Ellen	Helsper	London School of Economics and Political Science
Malcolm	Hutty	London Internet Exchange
Philip	Inglesant	University College London
Gordon	Joly	
Winston	Ku	Gerard Souzay Foundation
Mark	Latonero	London School of Economics and Political Science
Hugh	Look	Rightscom Ltd
Clare	MacNamara	BT Group
Stephanie	Manning	Vodafone Group Services Ltd
Gerry	McFall	Bell Pottinger Public Affairs
Paul	Miller	Common Information Environment
Susan	Morgan	BT Group
Christopher	Munday	Office for Criminal Justice Reform
Pete	Ireland	HM Land Registry
Ute	Navidi	London Play
John	Nicholls	BCS Sociotechnical Group
Jim	Norton	e-Business & e-Government
Kate	Oakley	DEMOS
Wills	Ozuem	
Mustafizur	Rahman	Exeter College, University of Oxford
Hannah	Rippin	Cambridge University
Richard	Sargeant	Cabinet Office
Monica E	Seeley	Mesmo Consultancy
Sue	Sparks	Rightscom Ltd
Paul	Twyman	Political Strategy Limited
Philip	Virgo	EURIM
Milverton	Wallace	NetMedia Digital Media Research and Practice
Julian	Warner	The Queen's University of Belfast
Caroline	Wilson	University of Southampton



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Chris	Yapp	Microsoft Reading
Helen	Margetts	Oxford Internet Institute
Will	Davies	ippr
Miriam	Lips	Oxford Internet Institute
John	Taylor	Oxford Internet Institute
Stefaan	Verhulst	Markle Foundation
Brian	White	
Matthew	Kabatoff	Goldsmiths College
Ben	King	Financial Times
Robin	Wilson	RWCS Ltd
Tim	Aldrich	Forum for the Future
David	Birch	Consult Hyperion
Milica	Howell	Hansard Society
Philip	Chalmers	Atos Origin
Will	Davies	IPPR
Emily	Keaney	IPPR