

Online Identity Assurance Programme Board

Paper number: DISPB-15

Paper title: Scottish Government Digital Identity Scotland Communications and Engagement Update Paper

Response: for information

Publication/sharing: for publication

**Scottish Government Digital Identity Scotland
Communications and Engagement Update Paper**

Purpose

1. To update Programme Board on Digital Identity Scotland's Communications and Stakeholder Engagement work.

Detail**Actions from the 3rd Programme Board 8 November 2018****Stakeholder Engagement Plan: Annex A**

2. The plan has been updated to include more detail on Digital Identity Scotland's planned approach to communications and stakeholder engagement which now has a greater focus on understanding and building trust in public services.

Programme Vision: Annex B

3. The vision now specifies that the Scottish Government will build trust and accountability around data use. It also more clearly articulates benefit for the Scottish Government provided by the programme in line with purpose stated in the Programme for Government.
4. It states that the product will be developed with the aim of making the digital environment fit for children and childhood by subscribing to the 5Rights framework.
5. The vision explains that support routes for all those experiencing problems accessing or using their digital identity will also be explored.

Core Brief: Annex C

6. A target has been set to update the core brief at relevant sprint intervals to reflect the current status of the programme. The brief will also confirm the level of ministerial backing, as recently expressed by Cabinet Secretary Mike Russell at the launch of the Open Government Action Plan in January 2019:

"We are proactively publishing more information than ever before, and taking an open approach in our policy-making, particularly with the Digital Identity Scotland team, developing a common approach to how people demonstrate their identity for accessing public services online. Why do I use that example? Because it's a key example of making sure the digital age serves the needs of a modern democracy."

Recent highlights:

Online Identity Assurance becomes Digital Identity Scotland



7. A team away day was held to analyse and identify issues with the recognition of the programme across public services and within citizen groups. The decision was taken to seek permission to link the Online Identity Assurance team name more directly with the Digital Scotland Brand, to increase public trust and create organisational clarity.

Digital Identity Scotland promotional materials

8. A new visual to illustrate this name change was developed by the Communications and Engagement team in conjunction with Scottish Government designers under divisional brand guidelines. This visual identity was used to develop promotional materials, including leaflets and banner stands, illustrating core programme messages.

Digital Identity Scotland Twitter Business Case/Launch: Annex D

9. The proposed amount and frequency of digital engagement under the later stages of Alpha was no longer considered suitable for the Digital Scotland @digitalscots platform. A business case outlining the rationale for a programme specific Twitter @DigitallIDScots was drafted and cleared. This new channel was launched on 21st Jan and is already proving a valuable avenue for two way conversation and to stimulate citizen engagement.

Stakeholder engagement

10. The broader team has been talking to stakeholders to identify and mitigate possible 'fears and concerns' via a mix of direct and group interactions.

Including:

- Canvassing Carnegie for advice on engaging citizens with digital exclusion.
- Specific engagement with Mathew Rice/Open Rights Group on privacy concerns.
- Equalities guidance from the Assisted Digital Team.
- Training on a 'human rights based approach' for programme engagement.
- Seat on Young Scot workgroup for communications around NEC.
- Initial conversation with Young Scot on use of digital insight, workshops and jams.

Direction of work during Alpha

11. As part of the agile workflow communications and engagement capacity will be directed towards specific programme targets. A core objective will be to improve general understanding of both end user and service provider needs.

12. Work will be conducted in tandem with the programme approach to User Research, Business Analysis and Policy remits. Stakeholder activity will flex to reflect this as will some of the communications outputs. The scope of the Stakeholder Group will also change to meet the needs of alpha.

13. As this work will be agile and reactive it may supersede the Stakeholder Engagement Plan, while remaining committed to the core objectives.

Forthcoming

- Dynamic earth conference 26th March
- Stakeholder Group – April End Sprint
- Internal Show and Tell – April End Sprint
- Deep dive meetings with Service Providers - ongoing
- Regular blogs, based on User Needs framework
- Open Government Publication - ongoing

Annex A

Digital Identity Scotland

Draft Communications and Engagement Strategy - January 2019

Purpose

1. This draft strategy sets out the proposed approach to stakeholder communications and engagement for the Scottish Government's Online Identity Assurance Programme. This accompanies the Digital Identity Scotland Programme Plan, which sets out the actions to deliver the Scottish Government Digital Strategy commitment to work with stakeholders, privacy interests and members of the public to develop a robust, secure and trustworthy mechanism by which an individual member of the public can demonstrate their identity online (to access public sector digital services).
2. The content of this strategy outlines the key aims and messages for stakeholder engagement and provides details of some of engagement work planned. The strategy should be considered as a flexible document, which will evolve to incorporate stakeholder interests as required, and support the needs of the emerging work.

Aim

3. The Scottish Government is developing a new way for people in Scotland to prove their identity when they access public services online, based on the principles of trust and accountability around data use in public services.

This strategy aims to engage stakeholders, including privacy interests and members of the public, in the development and delivery of the common public service approach to digital identity, designed with and for all its users.

Objectives

4. The stakeholder engagement activity will directly support the objectives set out in the Programme Plan, and ensure that a fully consultative and collaborative approach is applied within the work programme. This will enable the programme to be informed by an understanding of the needs, concerns and views of diverse stakeholder interests.

*Note that this work is related to but distinct from the separate Service Design/User Research Programme, which is embedded within the Programme's delivery phases, including the alpha project.

Goals for Stakeholder Engagement

5. There are **3 goals for stakeholder engagement** (with more detail described within the diagram below):

- to raise awareness of and trust in the programme amongst key stakeholder groups.
- to develop understanding of stakeholder needs and views, in order to shape the programme direction.
- to secure buy-in and develop trust in the emerging approach, ensuring that the work is conducted in an open and transparent way

Aims of engagement	Engagement tools
Raising Awareness and Trust <ul style="list-style-type: none"> • Ensuring the vision and aims of the programme are communicated to and understood by our stakeholders. • Keep stakeholders aware of progress and direction of the programme. 	<p><i>In person external engagement:</i></p> <ul style="list-style-type: none"> • participation in face-to-face meetings with stakeholders • email and other (targeted) written communications • presence at relevant external events <p><i>Digital Engagement:</i></p> <ul style="list-style-type: none"> • Blogs • Pro-active publication of papers • Social media (e.g. Twitter) <p><i>Internal Engagement (within Scottish Government):</i></p> <ul style="list-style-type: none"> • Participation in meetings and events • Saltire (intranet) article • Internal social media
Developing Understanding <ul style="list-style-type: none"> • Targeting communications and dialogue with stakeholders to better understand needs and concerns, and to ensure this feedback is used to shape the development of the programme. 	<ul style="list-style-type: none"> • National Stakeholder Group meetings • Meetings and correspondence with individual interest groups • Show and tells • Presentations and events • Citizen engagement, directly showing people what having a digital identity could mean for them and how they can use it.
Securing Buy-in <ul style="list-style-type: none"> • Stakeholder feedback is valued and, where possible, acted on to encourage acceptance, sign-up and buy-in. 	<ul style="list-style-type: none"> • National Stakeholder Group meetings • Continued development of the programme direction and supporting narrative, in response to feedback • Conducting work in spirit and practice of Open Government • Expert Group meetings

Messaging

6. In order to support the goals for stakeholder engagement, the Digital Identity Scotland Team has developed a **Product Vision**. This provides a detailed narrative to set out what the Programme is trying to achieve. It describes the

problem, how this differs from existing services, what the products are and how they will be created, and a description of the target customers and users.

Key Stakeholders

7. The Communications and Engagement Team have identified the need for stakeholder engagement with broad interest groups, which would include following:
 - **Members of the public** who might be impacted by a future identity assurance approach.
 - **Citizen interests**, including those who might help facilitate engagement with members of the public, e.g. Citizens Advice Scotland, Carnegie Trust
 - **Regulators**, e.g. Information Commissioners Office.
 - **External public service providers, including Government Agencies**, e.g. Scottish Social Security Agency, Local Government, National Entitlement Card Programme Office, NHS Education Scotland, Transport Scotland, SQA, Education Scotland, Police Scotland, Disclosure Scotland, Student Awards Agency, Registers of Scotland, Further and Higher Education.
 - **Scottish Government Internal Stakeholders**, e.g. e-Voting team, e-health, pharmacy team, Ingage Team (leading on Open Government), participatory budgeting, local government, Justice Digital.
 - **Third Sector**, e.g. Scottish Council for Voluntary Organisations, Young Scot, Scottish Human Rights Commission.
 - **Privacy Interests** e.g. No2ID and Open Rights Group Scotland.
 - **Identity providers and technology providers**, including Improvement Service, Government Digital Service, and private sector providers.
 - **Equalities interests**, e.g. Scottish Blind, Forth Valley Sensory Centre, Scottish Refugee Council, carer groups.
 - **Cyber resilience and security providers.**

Digital Engagement

8. The Communications and Engagement Team have, and will continue to, publish regular blogs via the [Scottish Government Digital Blog](#), with the intention of informing those with an interest in the programme of our progress and activities and to encourage an open dialogue with these stakeholders.
9. In keeping with our commitment to work in the spirit and practice of Open Government, where possible, meeting papers from the [Programme Board](#), [National Stakeholder Group](#) and [Expert Group](#) will continue to be made publically available.
10. In addition to publishing blogs to reflect our progress the team have, where possible, shared video of key events on YouTube. This includes the [meeting of the National Stakeholder Group](#) in June 2018. The team are also continuing to explore the potential for live streaming of external facing events.

11. Other digital engagement activity will be identified to align with the delivery phases of the work programme, with a potential schedule of activity to be built around emerging milestones and dates of interest.

Open Government and Public Trust

12. The Programme Plan sets out the commitment to conduct the work in the spirit and practice of Open Government. An Open Government approach aims to foster openness, transparency and citizen participation. The project team is working with the Scottish Government Ingage Team and others to shape the approach to Open Government, including identifying good practice that can be adopted.
13. This strategy reinforces this commitment to action based engagement and consultation with the public with the aim of promoting trust and accountability.

Communications and Engagement Team Who's Who

The Communications and Engagement Team sits within the Scottish Government's Digital Identity Unit and is headed-up by [Maria Campbell](#) who has overall responsibility for the Communications and Engagement Strategy. [Ross Clark](#) is the Digital Communications and Open Government Lead and [Jessica Roscoe](#) is the Stakeholder Engagement Lead within the team. [Leona Devlin](#) provides support across the Digital Identity Team.

Annex B



Product Vision - January 2019

Vision

Our vision is to help people to prove who they are online, in a safe, secure way, for easier access to public services.

Problem Statement

As a person living in Scotland:

- I want to access or interact with a service run by a public authority, such as local government (e.g. housing, schools, council tax), health or social security.
- I choose to do this online, in the most convenient way for me, e.g. using my smartphone.
- The part of the service I want to access is specific to me, e.g. I want to access or update my own personal records, make a new application, make a payment, or make an appointment. Because this involves exchange of my personal information, I need access to be private and secure. In order to provide a personalised service, the public authority therefore needs to be sure of my own identity. I therefore need to prove who I am, in order to access to the service.
- I access a straightforward process to prove who I am. I can do this using the proofs of identity available to me (e.g. I can still do this even if I don't have a passport/driving license).
- Once I get through these checks, I have a digital identity that I can use again.
- I can re-use my digital identity to access the same service again, or a different one, even if this is run by another public organisation.
- When I re-use my digital identity, I know that my personal information will be kept secure and my privacy is protected.
- My personal information wouldn't transfer automatically to another organisation, without my consent. However, if this is something that I specifically wanted to happen (e.g. to make my life easier and prevent me from having to share the same information multiple times), there would be a way that this could happen with my consent.

How this is different from existing services

As an individual:

- Access to my digital identity is straight forward and easy – the whole service has been designed around my needs.

- It's convenient and consistent – I can re-use my digital identity and I don't need to continually prove my identity to multiple agencies, in multiple ways.
- Even if I don't drive or have a passport, or have a limited credit history, I can still access a digital identity that enables access to personalised digital public services. This means a more inclusive and equitable service.
- If I have a disability, barriers to online access, or rely on another person to support my daily life, I can still access the same personalised services.
- I can be confident that in creating and using a digital identity, my privacy will be protected, and my personal information will be kept safe and secure.
- A digital identity service that also supports secure, consent based, sharing of personal data can make my life easier and stop me from having to do the same things over and over, across different services.

As a public service provider:

- A common approach to digital identity means that we don't need to reinvent the wheel to develop our own approach to digital identity.
- A common approach will offer access to up to date technology and standards.
- This would also offer a consistent and effective approach to privacy, where members of the public can be confident that their personal information is kept safe and private.
- This will help us to offer access to personalised digital public services that suit the differing needs of people seeking to access them. This will help us to deliver more efficient, customer focused services.
- We can also decide the level of proof of identity (levels of assurance) that we need, according to our specific service and potential risks involved. This means that we do not put in place unnecessary barriers to access to those services.
- The digital identity approach does not exclusively depend on the NHSCR data spine (which only specific organisations can make use of).

What is the product that is being created?

The Scottish Government is developing a new way for people in Scotland to prove their identity when they access public services online, based on the principles of trust and accountability around data use in public services.

The intention is to create a common approach, which would apply across multiple public services. This would enable individuals to create a digital identity, which then can be used and re-used for secure access to personalised services, from public service providers.

This would contribute to a simplified landscape that supports access to public services, which is consistent across multiple providers and easy to use for individual citizens.

How are you creating this product?

The Scottish Government seeks to realise this vision by working to develop and deliver a common approach to digital identity for people who use Scottish public services.

This programme will benefit the Scottish Government by supporting the landscape and direction for delivery of digital public services, in line with the Purpose stated in the National Performance Framework:

‘To focus on creating a more successful country with opportunities for all of Scotland to flourish through increased wellbeing, and sustainable economic growth’.

A secondary benefit is that as the team is working in the spirit and practice of open government, all work is open, transparent, and accessible.

The team is also working with stakeholders, privacy interests, members of the public, representatives of civic society and service providers, to develop an approach that is effective, proportionate, and that stakeholders can support.

Support routes for those experiencing problems accessing or using their digital identity will also be explored.

The programme applies the Scottish approach to service design, ensuring that these new digital services are designed around the needs of all who use them.

Design, vision and delivery will consider ease of use across all platforms with a focus on ‘Mobile first’.

The product will also be developed with the aim of making the digital environment fit for children and childhood by subscribing to the 5Rights framework.

The 5Rights

- The Right to Remove
- The Right to Know
- The Right to Safety and Support
- The Right to Informed and Conscious Use
- The Right to Digital Literacy

[The full text of the 5Rights can be found here.](#)

Who are the target customers and users?

In terms of individual users, these are people who use Scottish public services. We know that within this there are groups with different needs, such as disabled people, people who have barriers to online access, vulnerable, elderly and young people. There are also those who might rely on another person to help support their day to day living.

This work is also targeted at public service providers. These are the organisations that seek to deliver digital public services, personalised to the needs of individual citizens who need to access them.

What are the public commitments for digital identity?

The Scottish Government's Programme for Government 2018-19 (September 2018) states:

We are working with stakeholders and interest groups to develop a common public sector approach to online identity assurance. The aim will be to test ways in which we can deliver an online ID scheme which safely provides easier and better access to public services for Scotland's citizens.

The Scottish Government's Digital Strategy (March 2017), contains the commitment to:

Work with stakeholders, privacy interests and members of the public to develop a robust, secure and trustworthy mechanism by which an individual member of the public can demonstrate their identity online.

Annex C

Digital Identity Scotland Programme – Core Brief

08 February, 2019

Top Lines

- The Scottish Government is working closely with stakeholders, privacy interests and members of the public to develop a robust, secure and trustworthy mechanism by which citizens can prove their identity online, in order to access public services.
- This will support the Scottish landscape and direction for digital public services, aiming to enable individuals to access public services online, whilst protecting privacy and personal data.
- The work is being conducted in the spirit and practice of Open Government, ensuring openness and transparency of decision making.
- The approach is being designed around the needs of people who use public services.

Background

As digital transformation changes the public sector landscape, people who want to access public services online, may need to prove who they are in order to access services that are personalised to them. This would enable individuals to exchange information with public sector organisations, in a safe and secure way, contributing towards more coherent and consistent, user friendly services.

The commitment to this programme is set out in Programme for Government 2018-19, which states:

We are working with stakeholders and interest groups to develop a common public sector approach to online identity assurance. The aim will be to test ways in which we can deliver an online ID scheme which safely provides easier and better access to public services for Scotland's citizens.

The Programme

Governance for the programme is overseen by a programme board, and there is also a National Stakeholder Group and Expert Advisory Group. All work is being conducted in the spirit and practice of **Open Government**, meaning papers from meetings are proactively published, blogs and videos are publically shared, and anyone with an interest is welcome to attend meetings of the Stakeholder Group meetings and public facing 'Show and Tells'.

The first phase of the work, called 'discovery', which ran from January to May 2018, explored the problem that the programme is trying to solve, and the different technological solutions available.

The next phase in the work, the 'alpha' or prototyping phase, began in January 2019, to run for approximately six months.

For the 'alpha' phase, the project team has joined the Open Identity Exchange (OIX), a worldwide, non-profit, cross-sector membership organization in order to collaborate with a range of organisations with interest in digital identity.

During 'alpha', a technical work stream has been designed to demonstrate that a defined sub-set of the overall required functionality can be implemented. This proof of concept stream will utilise a combination of methods and technologies provided by participant organisations. A second, analytical, stream is assessing the steps that will be required to be taken to deliver an interoperable and standardised digital identity service for Scotland.

After 'alpha' has concluded, the aim is for the programme to move into a testing 'beta' phase, which will progress the work towards providing the first live services.

As of January 2019, the team has renamed as Digital Identity Scotland, having previously focussed work around the term 'online identity assurance'. This is because the team believes its new name is a closer and more descriptive fit with the overall aim of the programme.

Key quotes

Mike Russell, Cabinet Secretary for Government Business and Constitutional Relations, at the launch of the Open Government in Scotland Action Plan 2018-2020, 31 January 2019:

"We are proactively publishing more information than ever before, and taking an open approach in our policy-making, particularly with the Digital Identity Scotland team, developing a common approach to how people demonstrate their identity for accessing public services online. Why do I use that example? Because it's a key example of making sure the digital age serves the needs of a modern democracy."

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Additional Reading

[Programme Plan](#)

[Plans for Alpha](#)

[\(DRAFT\) Communications and Engagement Strategy](#)

[Digital Identity Scotland blog posts](#)

[Digital Identity Scotland National Stakeholder Group meetings and publications](#)

[Digital Identity Scotland Expert Group meetings and publications](#)

[Digital Identity Scotland Programme Board meetings and publications](#)

Annex D

Business Case for a Twitter account for the Online Identity Assurance Programme

December 2018

Background

1. Work is ongoing to deliver the Online Identity Assurance (OIA) commitment set out in Programme for Government 2018 19, which states:

We are working with stakeholders and interest groups to develop a common public sector approach to online identity assurance. The aim will be to test ways in which we can deliver an online ID scheme which safely provides easier and better access to public services for Scotland's citizens.

2. The first phase of the work, called 'discovery', ran from January to May 2018 which explored the problem that the programme is trying to solve, and the solutions available. The 'alpha' or prototyping and standards phase will start on the 7th January 2019 and run for approximately 5 months. The aim is then to procure a digital partner to support the design and build a solution to fit this need.

3. As set out in the OIA Stakeholder and Communications plan, our aim is:

To engage all stakeholders, including privacy interests and members of the public, in the development and delivery of a common public service approach to online identity assurance, designed with and for all its users.

4. All activity is conducted in the spirit and practice of Open Government. Meeting papers, blogs and videos are publically shared online at <https://www.gov.scot/policies/digital/online-identity-assurance> and regular stakeholder meetings and public facing 'Show and Tells' are open to all.

Rationale

5. Twitter is a free, popular tool OIA can use to quickly and easily promote news items and to communicate updates. It is also a valuable channel to enable two way conversation and stimulate citizen engagement.
6. As the programme progresses into the Alpha stages engagement of the general public will become a critical to the project objectives. This will result in an increase in the quality and content of our social posts and the amount of conversation on the OIA topic.
7. The amount and frequency of this engagement will no longer be suitable for the Digital Scotland @digitalscots platform.
8. A specific Twitter account will support our commitment to Open Government and provide a direct and clear channel to raise awareness of and access to OIA open events, published papers, blogs and video content.

9. A dedicated account will increase traffic to the OIA information pages and give increased opportunity to track awareness levels for the programme.

<https://www.gov.scot/policies/digital/online-identity-assurance>

Strategy

10. All content will be mapped out in a monthly plan based on the needs of OIA programme. There will be regular monitoring of the account, with an aim to respond within one working day when possible.
11. A commitment to tweet strategically; taking into consideration:
- Key points in Alpha Development
 - Publication of regular blogs, programme papers and YouTube uploads
 - Timing and promotion of OIA regular Stakeholder events
 - Appropriate hash tags and use of media (photos/video)
 - Reputational impact and the possibility of FOI requests.
12. To Increase the amount of followers and engagement and:
- be more proactive and efficient in growing a targeted follower base
 - actively drive engagement and click conversion (conversion of Twitter engagement into goal orientated results e.g. directing traffic to a certain page, getting users to sign up for events / read important documents etc.)
- 13.

Risk / Disadvantage	Mitigation / Management
With increased followers and engagement comes the increased risk of negative comment.	This would be mitigated by following the SG social media policy and the OIA Comms and Engagement strategy. Transparency provided by Open Government activity should decrease negative engagement.
Questions will not be responded to in timely or appropriate manner.	The current strategy within the team for speedy clearing of responses (via development and policy) for the OIA Blog will be extended to Twitter.
The account will not gain traction or enough followers to be a useful channel.	Mitigated by knowing audience and targeting in the right way. Promoting the account within all OIA communications. Reasonable expectations on the growth and reach of the account during the first 6 months.
Risk of the account falling inactive.	The account is expected to run for the duration of the Alpha and Beta stages, and beyond. wStaff time has been secured to cover the next 24 months.
The potential for duplication within the directorate	This would be mitigated by working with divisions and continuously keeping in touch to make sure all digital guidelines are followed.

Costs

14. No additional costs to the current budget, although there may be a related spend on infographics, equipment and media to support OIA expansion in online communications. A small budget for promoted posts may be considered for the live launch of the programme solution in 2020.

ENDS