



Home Office

Immigration and Nationality Directorate

**Fair, effective, transparent
and trusted**

**Rebuilding confidence in our
immigration system**

Home Office July 2006

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Foreword by the Home Secretary and the Permanent Secretary

The management of our borders is fundamental to the interests of the United Kingdom. Our immigration system must allow us to manage properly who comes here and to ensure that people leave when they are no longer entitled to be here. We also want to welcome the holidaymakers, visitors, investors, business people and students who come here, add to our economy and enrich our society.

Above all, we need a system which protects the security of this country, prevents abuse of our laws, is fair to lawful migrants and the British public, and in which people have confidence.

Increasing globalisation, changing patterns of travel and migration, and international crime and terrorism all pose challenges for our country, as they do for all advanced, industrialised countries. While our systems are now much stronger than before, they are at full stretch, and the pace of change continues unabated.

We need to anticipate the challenges ahead and put in place a programme of radical change, founded on four objectives.

- **Strengthen our borders; use tougher checks abroad** so that only those with permission can travel to the UK; and ensure that we know who leaves so that we can take action against those who break the rules.
- **Fast-track asylum decisions**, remove those whose claims fail and integrate those who need our protection.
- **Ensure and enforce compliance with our immigration laws**, removing the most harmful people first and denying the privileges of Britain to those here illegally.
- **Boost Britain's economy** by bringing the right skills here from around the world, and ensuring that this country is easy to visit legally.

There are five things we need to deliver to meet public expectations for change.

- **We must decide who we will allow to come here before they travel**, using intelligence and risk assessment to target the people, routes and places posing the greatest threat of harm.
- **We need an effective approach to managing the identity of foreign nationals**, requiring them to have secure, unique identification in order to cross our borders, to help manage migration and cut illegal working.
- **We need cross-government enforcement action, including identity cards**, to shut down fraudulent access to benefits and services and tackle illegal working.
- **We must remove those people not entitled to be here more quickly**, using the best of the public and private sectors.
- **We must deal with the legacy of unresolved asylum cases.**

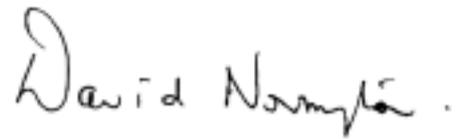
Foreword

Most of all, we need a system for managing immigration and our borders that is fair, effective, transparent and trusted. To do this well, we also need an effective system for managing identity within the United Kingdom as a whole.

This report builds on the five-year asylum and immigration strategy published in 2005 and sets out a plan for reforming the Immigration and Nationality Directorate (IND) to manage our borders effectively. We believe that putting these changes in place will deliver a more effective, efficient and robust service, and restore the trust of the people of this country.



John Reid
Home Secretary



David Normington
Permanent Secretary

Making our immigration system fit for the future

Introduction by the Minister for Nationality, Citizenship and Immigration and the Director General of the Immigration and Nationality Directorate

The Immigration and Nationality Directorate (IND) has made great strides forward in recent years. People in IND have shown they can deliver major changes. We have made world-leading reductions in asylum intake; we have reached the ‘tipping point’ of returning more unfounded asylum claimants than are arriving; and we have achieved substantial reductions in waiting times for managed migration and an increase in customer satisfaction.

But to deliver these changes rapidly IND has been forced to work around outmoded systems and make piecemeal improvements. Recent events have shown that this approach can lead to major problems – such as the failure to consider for deportation foreign national prisoners. IND needs to change radically to meet the increasing challenges ahead, deliver the Home Secretary’s vision for the future and regain public trust.



Liam Byrne, Minister for Nationality, Citizenship and Immigration and Lin Homer, Director General of the IND, discussing reform with Immigration and Nationality Directorate staff in Liverpool

There is a critical need to provide IND with the laws, systems and support it needs to deliver effectively – both now and in the future. So this review has looked not just at what IND needs to focus on in the future, but at how we can equip the organisation to meet those new objectives.

Over the last six weeks, we have examined the immigration system from the perspective of the front line. We have talked directly to over 600 immigration officers, caseworkers and managers and consulted several thousand others about what they need to make the organisation work better. People have been very willing to contribute, and we would like to thank them for that. IND’s workforce is ambitious but deeply frustrated by processes and systems that stop them from delivering the service which they aspire to. Their views have shaped our plans for reform and will continue to do so.

Alongside new objectives and powers, we have identified seven programmes for fundamental change to ensure that IND is fit for the future.

- We will **strengthen and simplify our immigration laws** to speed up decisions, increase removals and give our workforce effective powers to do their job.
- We will **make IND a more powerful agency**, more clearly accountable to Parliament and the public, with the operational freedoms it needs to deliver its business. We will also consult on an **independent committee** to advise the Government on migration and an **independent regulator** to provide a transparent assessment of IND as a whole.
- We will **strengthen our leadership and management at all levels**, to drive stronger performance.
- We will ensure **excellence in the basics**, simplifying existing processes and driving continuous improvement.
- We will be a **leader in Government in exploiting new technologies**, especially in biometrics and tracking.

Introduction:

Making our immigration system fit for the future

- We will demonstrate **excellence in strategic partnership and collaborative working** with other government bodies, businesses and the communities we serve.
- We will **inspire a culture of public service, passion and pride** that everyone in IND shares.

These are outline proposals. Over the next few months, we will publish further details and consult where necessary. Some changes will happen quickly. Others will take time. This is a long-term investment, not a quick fix. But we are committed to achieving a transformation in the way IND works over the next few years, so that we can deliver the services that Parliament and the public rightfully expect.



Liam Byrne
Minister of State for
Nationality, Citizenship and Immigration



Lin Homer
Director General,
Immigration and Nationality Directorate

Chapter 1: Responding to change

- 1.1 Britain has emerged from the globalisation of the last two decades as one of the world's most prosperous, open and interdependent nations. But the world has changed fundamentally. The Cold War has ended. Technology has advanced at an unparalleled rate. We have a global economy.
- 1.2 Mass migration poses challenges as never before for the United Kingdom, as for other advanced, industrialised countries. By 2020 we expect the world's population to increase by two billion. Ninety-five per cent of the growth will occur in developing nations. Many may seek a better life beyond their borders. Organised crime will feed on migration pressures. Global terrorism will remain a threat.
- 1.3 Britain has ridden the wave of globalisation successfully. Over the next two decades, stronger international links will be vital to our

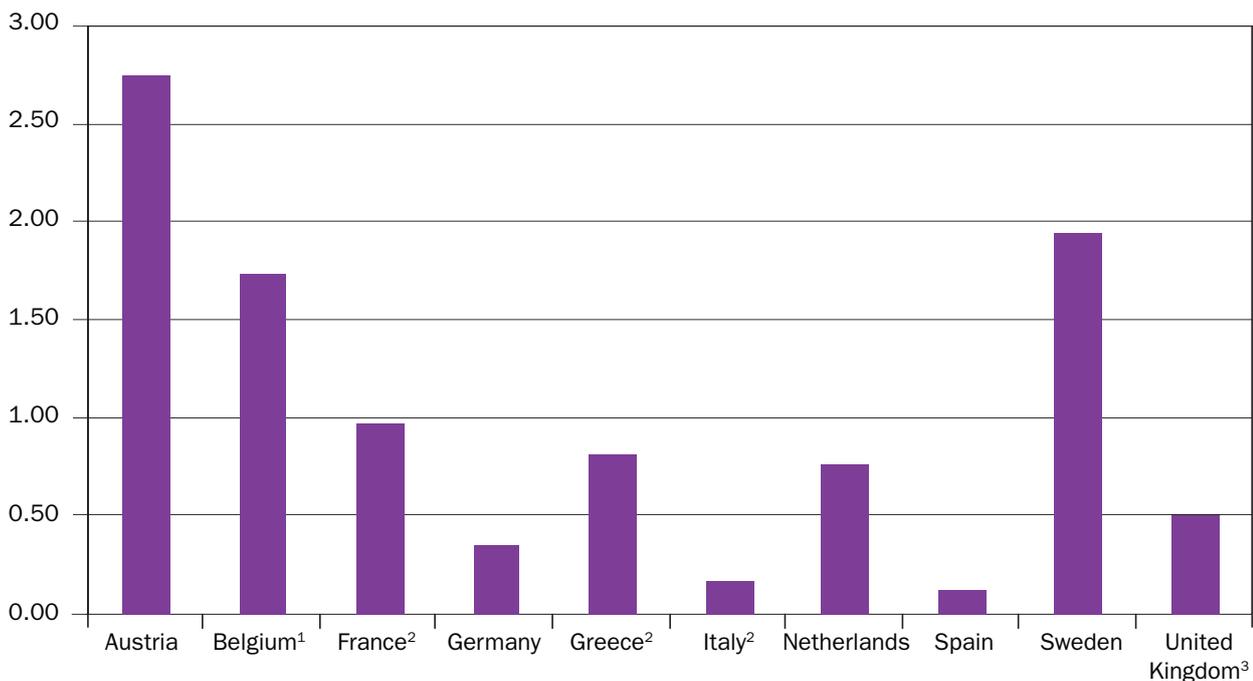
continuing prosperity. We will need legal migration to fill gaps in our labour market and ensure that we are connected to new markets of the future, especially in China, India and Brazil.

Responding to the challenges of global migration

- 1.4 The UK Government is at the heart of responding to these challenges.
- We have developed new approaches to border security. Applications for asylum are at around a quarter of their peak level, and compare favourably with other European countries.
 - Removals of principal asylum applicants increased by 91 per cent from 1997 to 2005. Eighty per cent of asylum cases are now dealt with in two months; in 1997 it took an average of 22 months to decide claims.

Asylum seekers (including dependants) per 1,000 of population in 2005

Figures based on IGC data



1. Figures based on IGC data but adjusted to include an estimated number of dependants
 2. Figures based on UNHCR data, including dependants
 3. Source: Immigration Research and Statistics Service, Home Office

- We have cut illegal migration through the Channel ports through juxtaposed controls and co-operation with our French and Belgian partners.
 - We have legislated to introduce identity cards for foreign nationals staying in this country and for British citizens.
 - We have introduced new technology to store biographic and biometric data. All asylum applicants are now routinely fingerprinted to prevent multiple applications.
 - We have taken new powers to tackle these challenges.
- 1.5 Much of this change has been delivered in spite of old, inefficient caseworking systems and processes designed for a different age, and a complex legal framework onto which successive urgent reforms have been grafted. As patterns of migration evolve further, so IND's systems need to respond differently.

Accelerating the pace of change

- 1.6 Following last year's publication of the five-year strategy, we are already changing.
- We are introducing a new end-to-end process – the New Asylum Model – to tackle asylum claims more effectively.
 - We are creating a single points-based system for migration to rationalise the current complicated routes for work and study in the UK.
 - We are introducing advanced technology, such as biometrics, at key ports and for visa applicants, to stop multiple applications and identity fraud.
 - We will introduce biometric identity cards – starting with foreign nationals staying here, from 2008 – and will designate these when the main scheme is up and running.
 - We are using commercial partners to deliver some of our services – both here and overseas.
- 1.7 We now need to accelerate the pace to achieve a radical transformation of our immigration system. So we have taken a fundamental look at IND's priorities, the way it is organised, its systems and processes, people, skills and culture. Our findings are set out in the rest of this report.



Immigration staff demonstrating forgery detection equipment

Chapter 2: Our new purpose

2.1 Our priority is to toughen our borders, prevent abuse of our immigration laws and manage migration to the benefit of the UK.

2.2 We have four objectives for doing so.

Objective 1: We will strengthen our borders; use tougher checks abroad so that only those with permission can travel to the UK; and ensure that we know who leaves so that we can take action against those who break the rules.

2.3 We need to track who comes in and out of this country to maintain effective immigration controls. To assess the risk a particular individual poses requires us first to be confident of their identity. New advances in technology and biometrics will give us certainty about who we are dealing with, and means that we will – for the first time – effectively be able to track people in and out of the country.

2.4 We will ‘export our borders’, increasingly checking overseas people’s eligibility to come here before they travel. We will use biometric visas, which include people’s fingerprints, and ‘authority to carry’ schemes with carriers, to establish who people are and whether they are entitled to enter, and to ensure that they do not get here if they are not welcome.

2.5 We will combine this new focus on identity management with rigorous risk assessment, so that we can target activity on high-risk routes and traveller profiles. This will be underpinned by new arrangements for pooling intelligence – building on current arrangements for sharing information between different immigration, law enforcement and security agencies – and the creation of better processes for establishing nationality for foreign nationals in the criminal justice system.

2.6 As part of the review of the Home Office, we have been assessing the strategic priorities of the Department, including the implementation of the national identity scheme.

2.7 Identity management and ID cards will remain one of the essential components in the management of migration and the fight against terrorism, organised crime and mass fraud. ID cards will be implemented as rapidly as possible, starting with biometric residence permits for foreign nationals in 2008, and rolling out to UK nationals thereafter.

We will:

- by 2008, have biometric ID requirements in place for the highest risk countries;
- by 2011, require non-EEA nationals to have unique, secure IDs before they are allowed to travel to Britain, so that entry and exit can be tracked, prior criminal activity in the UK can be identified and permission to travel can be refused;
- perform border checks on people before they travel to this country, targeting high-risk routes through effective analysis of threat and risk;
- extend exit controls in stages based on risk, identify who overstays, and count everyone in and out, while avoiding delays to travellers, by 2014;
- enhance the powers and surveillance capability of our border service, to enforce our physical borders more effectively and deter illegal entry, and make it a visible, uniformed presence; and
- work jointly with European and international partners to tackle the challenges of global migration, including measures to address cross-border criminality.

Objective 2: We will fast-track asylum decisions, remove those whose claims fail and integrate those who need our protection.

- 2.8 We have significantly reduced the numbers of unfounded asylum seekers, and increased the numbers removed. But public perception remains that too many asylum seekers are allowed to remain here illegally when their claims fail.
- 2.9 We must build on IND's current success in reducing intake and achieving the 'tipping point', removing more failed asylum seekers than make unfounded claims. We will apply the New Asylum Model to ensure that asylum cases are resolved quickly, with those who do not qualify removed promptly and genuine refugees integrated.
- 2.10 We will also deal with the legacy of older cases that have yet to be fully resolved. We plan to do this within five years or less. We will prioritise those who may pose a risk to the public, and then focus on those who can more easily be removed, those receiving support, and those who may be granted leave. All cases will be dealt with on their individual merits.

We will:

- continue to remove more failed asylum seekers than make unfounded claims;
- by the end of 2011, grant or remove 90 per cent of new asylum claimants within six months. To achieve this milestone, we will ramp up our performance so that we grant or remove 35 per cent of new asylum claimants by April 2007, 40 per cent by December 2007, 60 per cent by December 2008, and 75 per cent by December 2009;
- deal with the legacy of unresolved cases within five years or less;
- increase our removals and deportation effectiveness by expanding detention throughput and tagging or monitoring all asylum claimants; and
- integrate genuine refugees in conjunction with local communities to support social cohesion.

Objective 3: We will ensure and enforce compliance with our immigration laws, removing the most harmful people first and denying the privileges of Britain to those here illegally.

- 2.11 The vast majority of migrants abide by the rules and make a positive contribution to the UK. For those who break our rules, we must get tougher and give the system more teeth. We must also ensure that we have a clear idea about where the risks arise, and prioritise our activities accordingly. We will substantially expand our work to enforce our immigration laws, including removing those who are not entitled to be here, and to encourage and ensure compliance with those laws throughout the immigration system. Identity cards will help us to establish the true identity of people found to be here illegally, and will help us to redocument and remove them.

2.12 As part of this, we need to develop a cross-government enforcement strategy working to shut down fraudulent access to benefits and services, tackle illegal working, and remove more of the people who are not entitled to be here.

2.13 We will work with employer organisations to ensure that employers know their responsibilities and have robust systems in place to prevent the employment of illegal workers. We will develop more efficient support mechanisms to help employers check that people are working legally; and in step we will penalise those who employ illegal workers by implementing fines for rogue employers and seizing the assets of persistent offenders. We will establish an active relationship with Crimestoppers to give people the opportunity to assist in identifying offending employers. We will actively consider a range of further sanctions against serious offenders.

2.14 In addition, under the Points-Based System, the introduction of sponsorship will mean that those who benefit most directly from migration – employers and educational institutions – will need to take greater responsibility for ensuring the compliance of those workers and students they want to bring to the UK.

2.15 We also plan a range of actions for removing barriers to deportation and removal. We will prioritise action against those who cause the most harm, including foreign national prisoners and people who threaten our national security. As part of this, we will challenge the case law of the European Court of Human Rights which prevents us from balancing the threat someone poses to our security and society if they stay here against the risk of the mistreatment they may face if returned to their own country.

2.16 We will continue to take forward the Home Secretary's eight priority areas for action to improve fundamentally the effectiveness of our arrangements for deporting foreign national

prisoners, including in Scotland and Northern Ireland. This will include:

- A new cross-cutting approach by the criminal justice agencies to identifying and case-managing foreign national prisoners, and with the health agencies for those with a mental disorder.
- Amending the law to make deportation the presumption for foreign national prisoners.
- Cross-government action to ensure that more foreign national prisoners are transferred to serve their sentences overseas or otherwise removed from our prisons as early as possible, consistent with punishment and deterrence.
- Legislating to remove the requirement for the prisoner to consent to their transfer to their own country to serve their sentence there.

2.17 We will also step up our efforts to deal with the barriers to removing failed asylum seekers and those who are here illegally. We need to ensure that:

- other governments are prepared to take back their own nationals, including when they have destroyed their passports or travel documents;
- people cannot string out weak cases in the courts to frustrate attempts to remove them; and
- we prevent asylum applicants from absconding when their claims fail.

2.18 We are already working in close collaboration with the European Union and other international partners to secure co-operation from some countries on issues of return and redocumentation. A new Special Envoy will be appointed by the Prime Minister to give this greater impetus.

Removing barriers to deportation and removal

The key challenge is to extend radically the UK's ability, in law, to deport or remove those who threaten us or who have entered illegally or whose claim for asylum has failed. A proportion of those eligible for deportation or removal are not removed because the country to which they would be returned is considered unsafe, and because we are not currently able to balance the threat posed by an individual to national security against the risk of mistreatment if the individual concerned is returned to their own country. We are prevented from making this balance by the Chahal judgment in the European Court in 1996.

We are seeking to change this through our intervention in a Dutch case (Ramzy) before the European Court. We want to be able to take account of the threat to national security and also to be able to rely on assurances given by the returnee country.

Changing the Chahal judgment is the essential requirement. But in any event we will consult on making it easier to deport people under UK law, within the terms of the judgment, limiting as far as possible the ability to stop the deportation of those the Government considers it necessary to deport for reasons of national security. We will redouble our efforts, including through changes to the law, to deport or remove foreign national prisoners, those who have entered the country illegally, and those whose asylum claims have failed.

1. Dealing with the most harmful

- **We will seek to limit obstacles to deportation and removal resulting from the European Convention on Human Rights (ECHR)** through our intervention in the Dutch case before the European Court challenging the Chahal case. This currently prevents us taking account of the risk someone poses to our security and to the British public and balancing it against the risk of mistreatment if the person concerned is returned to their own country.
- **We will step up our intensive work on memoranda of understanding and the use of personal assurances** with other governments to ensure that it is possible to return those who threaten our security and society in accordance with our obligations under the ECHR. We are seeking to deport several individuals of national security concern. But we will also consult on making it easier to deport people under UK law, limiting as far as possible the ability to stop the deportation of those the Government considers it necessary to deport for reasons of national security.
- **We will change the law to make deportation the presumption for foreign national prisoners and to make their appeals non-suspensive; we are immediately streamlining the immigration rules on deportation** to remove requirements which go beyond the ECHR.
- **We will seek to strengthen, extend, and, where appropriate, renegotiate prisoner transfers** and will legislate to remove requirements for the consent of the prisoner.
- **We are also working to maximise use of the early removal scheme, and will consider expanding it.**

2. Removing obstacles to removal and speeding up the process

- **We will maintain pressure on other governments to redocument their nationals.**
In December 2005, 83 per cent of failed asylum seeker removals required the provision of new documents before removal, and seven of the top ten asylum intake countries required anyone we wanted to return to have a valid passport.
- **We will work across government to develop country-specific strategies to make co-operation on redocumentation and return a key feature of our bilateral relations with countries of immigration concern, and we will monitor the impact of these strategies regularly.**
- **We will increase the profile of this work and give it further impetus through a new Special Envoy appointed by the Prime Minister.**
- **We will seek to introduce new protocols for judicial review** and explore all possible routes to ensure that judicial review is not used abusively.
- **We will extend non-suspensive appeals** – where asylum and human rights applicants can only appeal from overseas – to more countries where we can make an assessment that there is no ‘general’ risk of persecution, and we will make more use of our powers on a case-by-case basis.
- **We will reconsider the law on deportation and removal** as part of a wider review to strengthen and streamline our immigration law, speeding up decisions and improving their consistency.

We will:

- double our enforcement and compliance resource and expand our activity by 2009/10, and we will remove the people who pose the greatest risk first, including foreign national prisoners;
- require evidence of nationality during contact with the criminal justice system; link criminality more clearly to deportation; remove in-country rights of appeal; and streamline procedures and otherwise remove barriers to deportation and removal for foreign national prisoners;
- penalise rogue employers who employ illegal workers by:
 - implementing fines for employers and seizing the assets of persistent offenders; and
 - disbarring company officers who consent to or connive in knowingly employing illegal workers;

- work across government to shut down fraudulent access to benefits; and
- make immigration a truly cross-government issue with shared targets.

Objective 4: We will boost Britain’s economy by bringing the right skills here from around the world, and ensuring that this country is easy to visit legally.

- 2.19 We need a simple, fair and transparent system to decide who can come here or stay here. We are already moving to a Points-Based System for people who want to work or study in Britain. We now need to develop a truly cross-government approach to migration, and also to consult on establishing a new Migration Advisory Committee. This would advise the Government on where in the economy migration should sensibly fill skills gaps.
- 2.20 We also need to ensure that we are charging a fair and economic rate for our services. We will introduce a more comprehensive charging regime for IND services, to reflect the true cost of this activity to the UK taxpayer, while also

acknowledging the benefits that travel, migration and international students bring to the economy. We will continue to build on our existing improvements to customer services, including making it easier for ‘trusted travellers’ to enter the country – for example through the IRIS biometric technology now in place at some of our major ports.

We will:

- implement the Points-Based System to attract the workers and students we want to bring to Britain;
- consider introducing a new Migration Advisory Committee to advise the Government on migration;
- exploit biometrics to help trusted travellers enter and leave the country faster; and
- require legitimate migrants who want to settle here to develop their English language skills to ease their integration.

2.21 Underpinning all four of these objectives is the need for a stronger and simpler legal framework for immigration. The current framework dates back to 1971, when the world was a very different place. The rules generated by the need for successive, critical reforms are now complex and unwieldy.

We will:

- strengthen and streamline the law and Immigration Rules, to speed up and simplify the immigration system, including deportation.

Chapter 3: Building a service fit for the future

An evolving organisation

- 3.1 The global change described in Chapter 1 has put the entire framework within which IND operates under huge pressure.
- 3.2 The scale and speed of change has required IND to respond to events rapidly, resulting in many semi-complete change programmes. This has left it with a complex set of policies, processes, structures, relationships, and information and knowledge management systems. It has also not managed performance strongly enough at all levels across the business.
- 3.3 While IND has been hugely successful in some areas – for example in reducing asylum intake and delivering the tipping point target – it has not delivered on others, in particular not considering for deportation foreign national prisoners. IND needs to ‘de-clutter’ the organisation – simplifying and removing duplication – and address its ability to deliver consistent and effective performance across the whole organisation. A piecemeal approach can no longer be used to drive change of this scale.

The case for change

- 3.4 IND, alongside the Home Office as a whole, needs to change fundamentally the kind of organisation it is, the systems and processes through which it operates, and the way it does its job. Urgent organisational reform is needed in the following areas.
 - The law is complex and needs further strengthening and streamlining to allow IND to operate effectively in all cases.
 - IND has complicated structures and processes and mixed priorities and accountability, which leads to bureaucracy and fragmentation rather than a streamlined focus on overall outcomes.
 - Skills and roles are not always well matched and performance management throughout the organisation is not strong enough.

- IND’s IT and management information systems have not kept up with changing demands.
- IND still largely reacts to events rather than managing risk and anticipating and pre-empting new problems.

- 3.5 Above all, IND needs to become a service that commands trust on the part of the public, and the commitment and confidence of the people who work within it. We have built this picture by talking to people on the front line, through an intensive programme of visits, workshops, consultation and fieldwork, and we would like to thank them for talking to us so frankly and freely. Our priorities are shaped by their views, and we will continue to work together, as a single organisation, to make change happen.



Liam Byrne, Minister for Nationality, Citizenship and Immigration, talks to IND staff in Lunar House, Croydon

Seven programmes for change

- 3.6 To achieve this, we plan seven programmes for change in IND. These form part of the key areas for action identified in the Home Office Reform Action Plan published on 19 July 2006.

Programme 1: Strengthening and simplifying IND’s complex legislative framework.

Immigration officers at Heathrow and in Liverpool thought the main reason for our complicated systems and processes is the complexity of the legislation people have to follow. They suggested a root-and-branch overhaul of the legal framework for immigration and new powers to tackle specific problems.

New powers now

3.7 There are issues that need to be addressed immediately.

- First, IND's failure to consider for deportation foreign national prisoners has highlighted that the existing law on deportation, which dates back to 1971, does not make it sufficiently clear that criminality should normally lead to deportation. The current system allows too much scope for argument and delay at each stage in the process.
- Second, we need enhanced powers to strengthen inter-agency working at our borders, as we are doing on serious and organised crime.

Simplifying IND's legal framework

3.8 We will ensure that IND has a clear and simplified legal framework. This will give people in IND the powers they need to do the job and ensure they exercise them fairly, consistently and effectively. This will produce more objective decision making within clear, codified frameworks and an end to concessions. We want the public and those who seek to come here to be clear about the rules, and about the rights and responsibilities that go with them. We want to signal that criminals and cheats are not welcome and highlight the consequences to those who abuse our hospitality. We plan a fundamental overhaul and we recognise that this will take some time. We will consult during 2007, with a view to bringing forward proposals in 2008.

We will:

- introduce an early Bill to take new powers, including to ensure that foreign national prisoners automatically face deportation, and to strengthen our borders; and
- radically reform and simplify immigration laws, rules and guidance.

Programme 2: Creating a strong framework for delivery and accountability.

Caseworkers in Sheffield and other regional locations felt distant from IND HQ and the wider Home Office and were not clear how other parts of IND operated, and they did not feel they had the power to solve local problems, like getting the equipment they needed.

3.9 IND needs to transform itself into a service delivery organisation that is clear about its role, its relationship with the wider Home Office, UKvisas and other government departments, and the way its performance is judged by the public. Above all, IND needs to become an organisation committed to high standards of operational delivery: one where individual accountabilities are clear but also where everyone – from senior managers to front-line staff – feels responsible for the overall performance of the service as well as their own tasks.

A new regulator and a new advisory committee

3.10 We will consult on a new single immigration regulator to rationalise the existing plethora of inspection and regulation processes and provide a transparent and independent assessment of IND and its services, including at regional level. The public needs to be confident that the system as a whole is working, that risks are identified and acted on, and that best practice is shared. At present, although multiple bodies inspect IND, there is no simple overview of how it performs. A single body reporting to Parliament on IND could help drive continuous improvement, simplify the existing fragmented regulation and inspection regimes, and give an independent and consistent perspective on the performance of IND as a whole.

3.11 We will also consider establishing a new Migration Advisory Committee, composed of independent experts and other key stakeholders. The Committee could publish recommendations to government on where in the economy migration should sensibly fill skills gaps.

3.12 The Committee could ensure that the interests of different stakeholders are properly reflected in its advice. The aim would be to inject an informed and non-partisan view on the way in which migration ought to be managed to the benefit of the country as a whole.

A powerful and accountable agency with strong links to our communities

3.13 IND needs to become a different kind of organisation: a more powerful agency with the operational freedoms it needs to deliver its services, but more clearly accountable to Parliament and the public. Agency status has proved a successful catalyst for change in a number of organisations across government. IND would benefit from the disciplines that agency status would bring. There are many different models of agency, which we will consider over the next few months, to ensure that we implement the most appropriate one. The right model should enable IND to improve front-line delivery and processes within a new performance framework, providing:

- greater clarity on overall objectives for the organisation and the public;
- more accountability and trust through a clear framework for delivery and performance management;
- empowerment of front-line staff, giving them the autonomy to resolve operational issues more readily;
- better delivery through a variety of service mechanisms;
- tailor-made structures and systems, more aligned to the way the organisation will work in the future;
- more freedom to manage its people and resources; and
- clearer and more logical branding of services.

3.14 We plan that IND will operate as an agency on a shadow basis from April 2007. Decisions on full agency status will be linked to meeting a series of performance tests and clarifying new arrangements on accountability to Parliament.

It is essential to ensure that IND's transition to agency status enables effective working, as now, with UKvisas. Detailed work to assure this will be taken forward between the Home Office and the Foreign and Commonwealth Office prior to the creation of IND as a shadow agency in April 2007 and then before full agency status is realised.

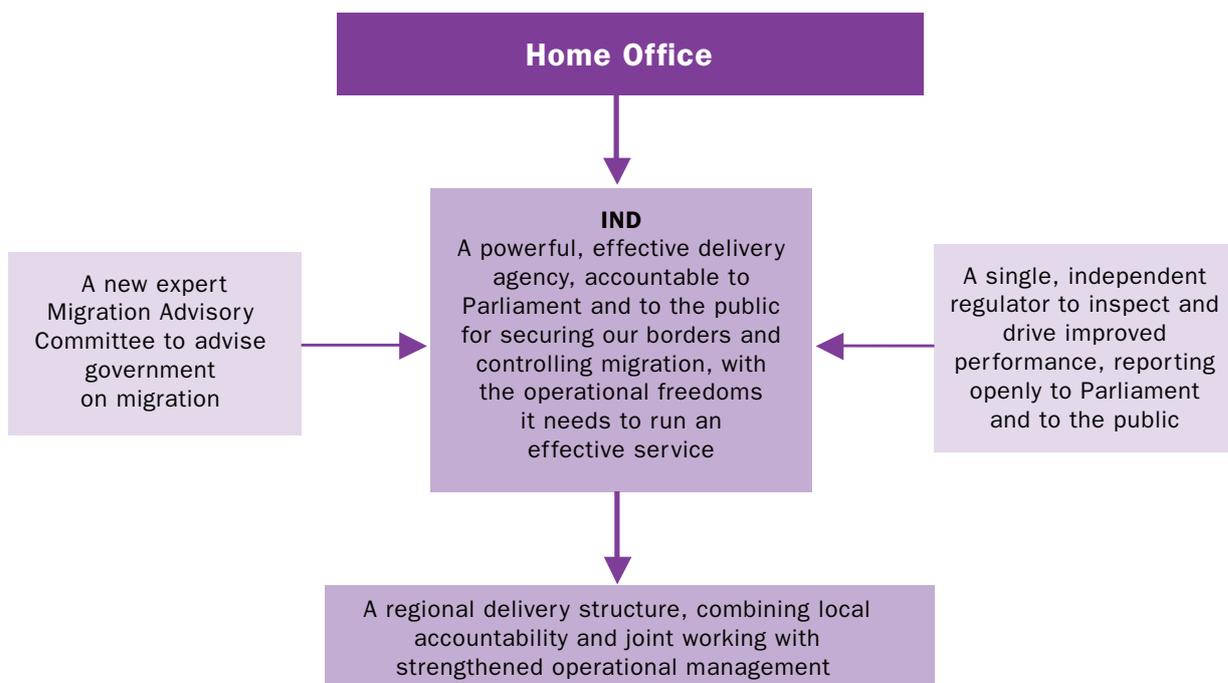
3.15 We will introduce new regional services, led by powerful regional directors with real authority, freedom and flexibility to improve performance and local accountability. This will help give local communities a much stronger sense of how IND is performing and how decisions affect people in their area. They will focus on delivering joined-up immigration services and lead greater joint working with other agencies at a regional level. We will have regional directors in place by early 2007, with a full range of responsibilities from April that year.

3.16 There are a number of areas where the local market struggles to provide IND with enough suitably skilled personnel. The new regional structure will allow us to rebalance where we have our services; this is already under way with the recruitment of caseworkers for the New Asylum Model.

We will:

- consult on creating a single, independent regulator;
- consult on introducing a new Migration Advisory Committee to advise government on migration;
- establish IND as a shadow agency from April 2007; and
- establish a new regional structure for IND by April 2007.

A new system for managing migration which is fair, effective, transparent and trusted



Programme 3: Developing strong leadership and management at all levels.

Caseworkers at Lunar House wanted responsibilities and rewards to be better aligned, good performance to be appreciated, and poor performance to be tackled.

3.17 We will put the right people in the right posts. We will also work to improve skills at all levels within the business, overhaul performance management, and ensure that the right skills and training are available early enough in the decision-making process.

3.18 We will set clear standards for what we expect in our managers and leaders and review our people against these expectations. We will put in place clear lines of accountability and responsibility. Senior officials must work and think in a joined-up and accountable way, and have the confidence, capacity and systems to do so. Performance management must be based on a combination of personal and team objectives.

To better drive performance, we will simplify the appraisal system and link everyone's objectives more clearly, and with consequences, to organisational aims.

3.19 We will look for better ways of linking pay and rewards to roles and challenges, as part of creating a unified, high-performance business. This will enable IND to bring in highly skilled staff and to reward people flexibly for the contribution they make to the business. We will also ensure that managers have the tools to deal with staff who do not, or choose not to, contribute towards the organisation's overall goals.

We will:

- put in place clear lines of accountability and responsibility;
- create a new performance management framework to enable a high-performance business;

- review our pay and grading as part of moving to agency status; and
- match skills to roles and develop our leaders and managers.

Programme 4: Excellence in the basics – creating an efficient and consistent operation.

Asylum caseworkers in Croydon suggested that the complexity of processes was such that it took two years of practical experience to become efficient at them.

Processes

- 3.20 In line with the overall Home Office Reform Action Plan, we will radically overhaul IND’s processes to create consistency across the business by simplifying and standardising, and to focus our efforts on making correct decisions when cases are initially considered. We will, for example, separate out simple from complex cases and produce clearer, simpler instructions for caseworkers to improve the speed and quality of our decision making. We will introduce systems to support risk and rule-based decision making, and get rid of duplicated functions. We will also overhaul processes that rely on other government departments, ensuring that the overall outcome is considered.
- 3.21 Risk-based decision making will play a crucial part in increasing our effectiveness. Instead of a ‘one-size-fits-all’ approach, we will use intelligence and risk assessment, both at the borders and in our caseworking operations, to target our activities on those people, routes and countries which we know to pose the greatest risk.
- 3.22 Activities that are fundamentally based around ‘processing centres’, such as caseworking, will learn from and draw on world-class expertise within the private and public sectors where

the current operation is significantly lagging. We will look at a variety of ways to deliver our services, to provide the flexibility the organisation needs to achieve its aims.

Enforcement, regulation and deterrence

3.23 We will double enforcement and compliance resource and expand our activity, and we have created a new board-level post to drive progress. To do this, we will introduce a new model for managing enforcement work, exploring options for commissioning, contracting out and outsourcing for expanded activity. We will find innovative ways of encouraging people to comply with our immigration rules through the use of new technologies and by drawing on the expertise of different delivery partners. Our planned electronic case management system will now encompass enforcement. And we will set clear priorities and performance measures that more clearly match public expectations and are understood across the organisation, including improvements to our arrangements for deporting foreign national prisoners.

We will:

- radically overhaul IND’s processes to simplify and standardise activity;
- use a risk-based approach to target our activity in all areas of our business;
- learn from and draw on world-class expertise within the public and private sectors to improve our operations; and
- create a new commissioned system for enforcement, with progress driven by a new board-level Director for Enforcement.

Programme 5: We will become a leading implementor of technology within government for new information and knowledge management systems, particularly for identity and tracking technologies.

Staff in Sheffield felt that IND has too many casework systems and that a fully integrated caseworking system would make a big difference to their efficiency and effectiveness.

Officers in London thought that intelligence was very desk-based and that more technological support would be beneficial.

3.24 We will put in place the first-class IT systems IND needs to work effectively. These must support efficient caseworking, help with operational decision making, and allow information to be shared between different parts of the business. To achieve this, we will:

- put in place a new electronic caseworking system to provide a 'single view of the customer', replacing the current fragmented systems which do not talk to each other;
- develop our existing systems for storing biometric and biographical data to support secure identity management across our business, including a unique way of identifying individuals who come into contact with the immigration and criminal justice systems, and electronic data sharing with other agencies and stakeholders; and
- introduce robust governance arrangements to make sure we procure and implement our systems effectively and integrate them properly across IND and beyond, with systems in the Home Office and in other departments.

3.25 We will also overhaul our management information systems and link them to other knowledge and intelligence systems across IND. These new systems will provide consistent, accurate and timely information to help manage IND's performance and allow easy sharing of information across the Home Office and with other agencies. And we will review what we publish to ensure that we provide clear, accurate information to Parliament and the public about what IND does and how well it performs.

We will:

- put in place an electronic caseworking system and support this with improved information and knowledge management systems;
- overhaul how we collect, analyse, share and use management information across IND and beyond; and
- review our publications to ensure that they are meaningful for the public.

Programme 6: We will demonstrate excellence in partnering with other government bodies, local authorities, commercial and voluntary sector organisations, and European and international partners.

Officers in London said there were problems in sharing intelligence with other government departments, and wanted more co-operation at an operational level across organisational boundaries rather than through hierarchical structures.

3.26 We will strengthen our relationships with our partners in central and local government, the private and voluntary sectors and communities, in order to extend our reach, by:

- helping other organisations meet their obligations in assisting the management of asylum and migration;
- harnessing the experience of the private and voluntary sectors to bolster our effectiveness and working with them to maximise the benefits of managed migration and travel; and
- working with local authorities and communities to balance the demands of migration and asylum with those of social cohesion.



Joan Ryan, Parliamentary Under-Secretary for Nationality, Citizenship and Immigration, during Refugee Week

3.27 We will also develop closer links with our European and international partners to find solutions to the challenges posed by the growth in global migration, particularly to help further resolve issues around identity management, border control, documentation and removal.

We will:

- strengthen our relationships with regional and local communities through the regional structure, and make much greater use of Local Area Agreements;
- redefine our relationship with key partners as we move to agency status; and
- strengthen links with European and international partners, to find joint solutions to challenges.

Programme 7: We will inspire a culture of public service, passion and pride in IND which strikes a better balance between control, compliance and customer service.

Staff in the Public Enquiry Office in Liverpool said that they felt IND was working hard to get things right and had made big improvements in some areas. What we now need to do is join things up and become a successful organisation that delivers across the board.

3.28 To rebuild confidence, we need to change IND's culture. We need a single, unified organisation which is viewed by the public, and those who use our services, as fair, effective, transparent and trusted.

3.29 We will introduce new, visible branding and uniforms at our borders and other key areas of contact with the public so that IND staff have a clear and distinct public presence, making travellers aware of the significance of crossing the borders into Britain.

3.30 We are already improving customer standards and we will continue to do so. We are also strengthening our capability to combat fraud and corruption. We expect the highest standards of integrity and behaviour from IND staff, and we will make this one of the cornerstones of the new organisation.

3.31 As part of IND's move to agency status, the Home Office will set out a tough performance contract for service delivery that reflects public expectations.

We will:

- introduce a new, visible presence and uniforms at our borders to strengthen deterrence and reassure the public;
- initiate an ongoing process of culture change; and
- embed the new values of the Home Office and IND in service standards for the new agency.

Chapter 4: Making it happen

Change will not happen overnight

- 4.1 We must begin to rebuild public confidence quickly. We will set in train some things immediately, including proposals for early legislation, changes to enforcement and removals, a new visible presence and uniforms at our borders, and arrangements for the new agency.
- 4.2 Many of the things in this report are about longer-term change. We cannot transform our core processes and systems overnight. Some changes are dependent on changes in the Home Office and elsewhere. Some, like our proposals for a single regulator, will need further work and consultation on the principles of what we are proposing and the detail of how we might achieve it.

What we will do to make it happen – creating an outstanding change capability, and delivering sustainable transformation of IND

- 4.3 To deliver this challenging agenda, IND must improve the way in which it manages and delivers large-scale change. This programme must be implemented alongside day-to-day business, with strong overall leadership and co-ordination from the top. It needs to be flexible so that we can continue to respond to the day-to-day challenges of our business. The clear distinction between change and 'business as usual' will aid implementation and guide staff as to what they are expected to do first.
- 4.4 To deliver radical transformation on this scale, we need to bring together an outstanding team of people, with the remit and mandate required to drive change throughout the organisation at all levels, reporting directly to the Director General.
- 4.5 We will balance the pace of change with the demands on IND of carrying out its basic functions. Our approach will be ambitious but

incremental – think big, start small, scale fast. We will drive change hard and deliver clear progress early on, to keep up momentum and build growing confidence and enthusiasm for change in the business.

- 4.6 Between now and September this year, we will develop detailed plans for implementing these proposals. The chart on pages 22 and 23 sets out the key milestones we expect to achieve over the next three years.

How we will resource this

- 4.7 Many of our proposals are about improving what we currently do with our existing resources. Some of them – such as our proposals to simplify the legal framework, speed up decision making, make better use of identity technology, and limit access to services and benefits for those not entitled – will generate substantial savings in the longer term. The cost of supporting asylum seekers will decrease as we continue to reduce intake and to resolve cases. We will deliver a step change in productivity through shared services and better working practices.
- 4.8 We will use these efficiencies to fund the development of critical identity management technology and the other infrastructure development IND needs to transform its business.
- 4.9 We also need to ensure that we are charging a fair and economic rate for our services. We will introduce a more comprehensive charging regime for services, which reflects the true cost to the UK taxpayer while also recognising the economic benefits travel and migration bring.
- 4.10 The timetable for some bigger programmes will be determined by our total resources from central funding, delivering efficiency savings and income from charging.

Getting it right – consulting staff, stakeholders and the public

4.11 This is the start of a process. Consultation with the people who work in IND and UKvisas, and with key stakeholders and partners throughout the United Kingdom and around the world, will be crucial in transforming the system. We will work in partnership with carriers and ports to ensure that these measures maintain the UK's competitiveness and facilitate travel for low-risk passengers.

4.12 We have carried out an initial assessment of how these proposals might impact on business, the voluntary sector and the public sector. We recognise that our proposals to strengthen checks on identity and tackle illegal working in particular may place some additional burdens on business. We will work in partnership with those concerned to minimise these.

4.13 A number of our proposals will also simplify regulation and reduce bureaucracy. Our plans to overhaul the complex laws, rules and guidance on immigration and to introduce the Points-Based System should help public servants, visitors, employers, education establishments and the travel industry alike. Risk-based border control, and the introduction of biometric technology, will help us target action on high-risk routes and ease the passage of trusted travellers.

4.14 We will assess the proposed measures to strengthen border control in terms of their impact on business but also on the UK economy overall. We will conduct and publish full Regulatory Impact Assessments on specific proposals where these are appropriate.

4.15 We have also carried out an initial Race Equality Impact Assessment for the proposals within this document to ensure that they do not impact unfavourably on particular racial groups. This assessment is available on the Home Office website (www.homeoffice.gov.uk).

4.16 Some of our proposals – for example the single regulator and the Migration Advisory Committee – will need consultation. We will also run a series of events over the coming months to test out further ideas and refine our plans.

4.17 In the meantime, we would welcome any immediate comments on this document. These can be sent to indreviewcomments@homeoffice.gov.uk, or to:

IND Review Comments
Immigration and Nationality Directorate
Home Office
Apollo House
36 Wellesley Road
Croydon CR9 3RR

Summary milestones

Our objective	What we plan to deliver...			
	By December 2006	By April 2007	By April 2008	By April 2009
Strengthen our borders; use tougher checks abroad, so that only those with permission can travel to the UK; and ensure that we know who leaves so that we can take action against those who break the rules	<ul style="list-style-type: none"> Pre-arrival data covering 15m passenger movements on 45 routes Biometric visas for 35,000 visa nationals per month Increased border visibility Implementation plan for uniforms at borders, including proposals for new codes of conduct 	<ul style="list-style-type: none"> Pre-arrival data covering 20m passenger movements on 55 routes Biometric visas for 100,000 visa nationals per month Action plans in place for top ten countries for harm Intelligence-led exit controls in place at selected ports, supported by mobile teams and pre-arrival data Legislation on new powers ready for introduction Pilot of uniforms at borders 	<ul style="list-style-type: none"> Pre-arrival data covering 30m passenger movements over 90 routes Global roll-out of biometric visas complete Further development of intelligence-led exit controls, supported by pre-arrival outbound data Visible, uniformed border service in place at phase 1 locations, including Heathrow Terminal 5 	<ul style="list-style-type: none"> Exported border including phase 1 'authority to carry' scheme and pre-arrival data on 100m passenger movements Unique, secure ID requirements for all high-risk groups before they are allowed to travel Biometric identity cards introduced for people here for work or study Uniform standards in place for all front-line border control staff
Fast-track asylum decisions, remove those whose claims fail and integrate those who need our protection	<ul style="list-style-type: none"> Regional model of asylum management in place Legacy programme under way More removals than unfounded claims Contact management for asylum claimants in place 	<ul style="list-style-type: none"> 35 per cent of asylum decisions concluded within six months Legacy programme continues More removals than unfounded claims All asylum claimants tagged or monitored 	<ul style="list-style-type: none"> 40 per cent of asylum decisions concluded within six months (target for end December 2007) New Asylum Model Plus fully implemented Legacy programme continues More removals and a further drop in unfounded claims 	<ul style="list-style-type: none"> 60 per cent of all asylum decisions concluded in six months (target for end December 2008) Legacy programme continues 3,500 removals per month
Ensure and enforce compliance with our immigration laws, removing the most harmful people first and denying the privileges of Britain to those here illegally	<ul style="list-style-type: none"> New commissioning model for enforcement developed Action plan for tackling overstayers and illegal immigrants Proposals for new powers developed Cross-government strategy agreed on enforcement 	<ul style="list-style-type: none"> New arrangements for compliance and enforcement in place New powers legislation ready for introduction Cross-government working in place 	<ul style="list-style-type: none"> Enforcement and compliance effort substantially increased New powers in place Shared targets for improving compliance in place 	<ul style="list-style-type: none"> Enforcement and compliance resource doubled Measurable increase in compliance, with shared targets driving up enforcement

Our objective

What we plan to deliver...

	By December 2006	By April 2007	By April 2008	By April 2009
Boost Britain's economy by bringing the right skills here from around the world, and ensuring that this country is easy to visit legally	<ul style="list-style-type: none"> Points-Based System under development Proposals for Migration Advisory Committee agreed Trusted traveller scheme in operation for 40,000 customers 	<ul style="list-style-type: none"> Points-Based System under development Migration Advisory Committee being established Trusted traveller scheme in operation for 60,000 customers Migrants wishing to settle required to have English-language skills 	<ul style="list-style-type: none"> Points-Based System highly skilled tier in place Migration Advisory Committee now operating Further expansion of trusted traveller scheme More stringent checks for travellers from high-risk countries 	<ul style="list-style-type: none"> Points-Based System skilled worker, student, youth mobility and temporary worker tiers in place Quick entry and exit for trusted travellers through exploitation of biometrics More stringent checks for travellers from high-risk countries or routes
Building a system that is fair, effective, transparent and trusted	<ul style="list-style-type: none"> Plans for new agency in place Regional directors being appointed Process review underway New electronic caseworking system commissioned Review of management and statistical information 	<ul style="list-style-type: none"> IND becomes shadow agency, with new performance management and service standards Consultation on new regulator Regional structures in place Pay and grading under review Process reform underway Proposals for simplifying legal framework developed for consultation 	<ul style="list-style-type: none"> Decisions on future status and other organisational changes Decisions on new regulator New caseworking system piloted for Points-Based System Proposals for simplifying legal framework ready for pre-legislative scrutiny 	<ul style="list-style-type: none"> Organisational changes in place Standardised end-to-end processes in place New electronic caseworking system implemented Reform of legislation completed

