



Home Office

**UK Border
Agency**

ENFORCING THE DEAL
OUR PLANS FOR ENFORCING
THE IMMIGRATION LAWS IN THE
UNITED KINGDOM'S COMMUNITIES

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FOREWORD BY THE HOME SECRETARY



This year sees wide ranging changes to our border protection and immigration system.

We are changing the way we judge who can come to the United Kingdom, and reforming the way we decide who can stay. And we are changing the way that we police the system.

The UK Border Agency not only guards our borders. It tracks down and expels those who shouldn't be here, investigates and prosecutes organisations that help or encourage individuals to break the law, and enforces compliance by employers and other organisations.

This work is a priority for Government. One of our key activities is the removal from the UK of the most harmful people first. It is also important for us to remove those whose asylum cases fail, and to help other government departments to deny benefits and National Health Service (NHS) care to those who are here illegally.

Over the last 18 months, the UK Border Agency has put in place a major re-orientation of our approach to enforcing the immigration rules up and down the UK. Carefully controlled migration has clear economic benefits for the UK, with migrants helping to fill key gaps in the labour market, including in health and education. The new Points Based System enables Government to control migration more effectively, tackle abuse and identify the most talented workers. Newcomers come to the UK for employment and family reasons, or to flee war, persecution and torture. In doing so, they enter into a deal with the UK – to work hard, to play by the rules, and to earn their right to stay.

The UK Border Agency leads the Government's work to ensure that deal is delivered. We have reorganised our work up and down the UK to:

- deliver on our cross-Government Enforcement Strategy, creating Immigration Crime Partnerships in every part of the UK;
- strengthen the law, with automatic deportation for those sentenced to 12 months or more and civil penalties against employers who employ illegal workers;
- increase by ten-fold the resources dedicated to the removal or deportation of foreign nationals who have committed serious offences, focusing over 1,000 additional immigration staff on enforcement duties and delivering significant increases in enforcement and compliance resource to keep us on track to double that resource by 2009/10;
- introduce new technology at the border, to enable us effectively to monitor and control who enters the UK, along with increased capture and use of biometrics, to enable us to identify and track those who enter and seek to remain in the UK; and
- strengthen new international alliances to help us secure returns, backed by a £40m joint Foreign and Commonwealth Office, Department for International Development and Home Office fund.

This fundamental shift in resources has delivered results. The UK Border Agency removes an immigration offender every 8 minutes. In 2007/08 we:

- removed over 4,200 foreign national prisoners from the UK, exceeding the Prime Minister's target.
- removed over 13,000 failed asylum seekers.
- arrested over 5,000 suspected immigration offenders as a result of around 6,300 illegal working operations.
- delivered over 2,000 successful prosecutions and sanctions.

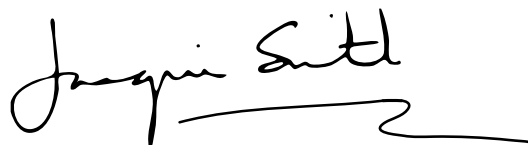
This year our ambition is to build on this work and make three key advances. In 2008/09:

We will expel more illegal immigrants than last year, enforcing the contract with newcomers by first removing those who have abused our hospitality and broken the law, and implementing the Prime Minister's commitment to deport those who use guns or sell drugs, regardless of the length of their sentence.

We will begin roll-out of new Local Immigration Teams to serve every community in the UK, bringing our people closer to the communities we serve and accelerating the development of a network of Immigration Crime Partnerships. We will back our new strategy by doubling the resources we spend on enforcement (2009/10 versus 2006/07).

We will publicly take action against more organised criminals, facilitators and employers who break the law, working in partnership with other business enforcement agencies, rigorously implementing the new civil penalty regime, publishing information about rogue employers for the first time, and introducing ID cards for foreign nationals to make it easier for employers to comply with the law.

This Business Plan outlines how these changes fit within our programme for delivery and reform in our enforcement business over the next year - removing those who have no right to be here or pose a threat to the UK, targeting the most harmful; transforming our enforcement capability; holding to account those who break our laws; accelerating roll-out of our Immigration Crime Partnerships; transforming the collection, dissemination and use of intelligence; and issuing ID cards to foreign nationals.



Jacqui Smith MP
Home Secretary

FOREWORD BY THE MINISTER OF STATE FOR BORDERS AND IMMIGRATION



In the year since we published the Government's Enforcement Strategy I have spoken to hundreds of immigration staff, police officers and others working in partnership with us, and, most importantly, members of the public. They have all told me the same thing.

They welcome our fundamental shift towards enforcing the deal that newcomers make when they enter the UK, supporting newcomers who play by the rules and coming down hard on those who don't. But they have urged us to go further.

Our plan for the year to come is therefore challenging and ambitious.

Centre-stage is the reorganisation of 7,500 of our staff into Local Immigration Teams serving every community in the UK. Once in place, we believe that this will have a vital impact on the way in which immigration – and in particular illegal immigration – is policed up and down the United Kingdom. I believe our Teams will also be more accountable to local people.

These are major reforms, and our action starts immediately.

Action against foreign national criminals and immigration offenders.

- Automatic deportation for those sentenced to 12 months or more – and deportation for those who use guns or sell drugs, regardless of the length of their sentence will be implemented this summer.
- A joint business and investment plan with the Serious Organised Crime Agency (SOCA) will be in place by July.

Action against employers who break the law.

- Carefully policed licences for employers and colleges are now available for employers to apply for.
- The publication of information about employers who are subject to civil penalties – from today.
- New partnership arrangements with HMRC and all other workplace enforcement agencies for intelligence exchange and joint targeting against the most serious business offenders – coming into effect next month.

Accelerating Immigration Crime Partnerships.

- Our core partnership with the police already covers the majority of the UK.
- We are now working with more Local Authorities than ever before.

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- This summer we will share “watchlists” of immigration offenders with Department for Work and Pensions (DWP) and HM Revenue and Customs (HMRC) and, subject to Parliamentary approval, with over 270 financial services, telecoms and utility companies through membership of the fraud prevention agency CIFAS.

UKBA officers and staff work hard to serve the public. They often put their lives at risk. I want to put on record both my admiration and my thanks.

A handwritten signature in black ink that reads "Liam Byrne". The signature is written in a cursive style and is underlined with a single horizontal stroke.

Liam Byrne
Minister of State for Borders and Immigration

1. BUILDING ON PROGRESS

Our Enforcement Strategy of March 2007 set out a new approach to enforcing our immigration laws across the UK. It outlined a new model for enforcement based on the two key themes of enabling compliance and tackling abuse. It set out a comprehensive programme for delivering that model based on five building blocks:

- creating Immigration Crime Partnerships;
- transforming our handling of information and intelligence;
- shutting down the privileges of the UK to those here illegally and stepping up removal and detection;
- making it easier to obey the rules; and
- providing feedback to the public.

In setting our priorities for 2008/09, we are guided by a simple principle; that we will lead the Government's work to enforce the 'contract' that newcomers to the UK make with the people of the United Kingdom. This year, we build on the very significant achievements made in enforcing that contract in 2007/08.

Appendix A sets out our performance against targets set in 2007/08; and updates on progress across all milestones set out in the Enforcement Strategy. Our key achievements last year were built on an approach that combined a cross-Government strategy, new laws, new resources, new technology and new international alliances.

IMMIGRATION CRIME PARTNERSHIPS

- In 2007/08, we set out to lay the foundations for cross-Government partnerships to support us in our mission. We embarked upon a joint venture with the Association of Chief Police Officers and the Association of Chief Police Officers (Scotland). Thanks to this joint venture, we have established Immigration Crime Partnerships with 85% of Constabularies in England and Wales.

- At the heart of our partnership with the police was a new approach to jointly targeting the individuals who pose the greatest harm to the community, the harm reduction system. Decisions to remove are now based on the harm posed by individuals.
- We have also made a commitment to respond to every police request where they encounter and arrest people who they have confirmed have been smuggled into the UK in lorries.

Immigration Crime Partnership with East Midlands forces (Operation Rebutia)

The aim of this partnership is to take effective action against those who commit either serious crime involving immigration offences or crime committed by foreign nationals. A total of 28 police officers from Leicester, Nottingham, Northamptonshire, Lincolnshire and Derbyshire are involved in this operation. So far they have achieved:

133 Operations
87 Arrests
46 Prosecutions
22 Removals

Case study

'Z', a St Vincent national, was a prominent member of the "Dark Heart Crew" – Leicester's foremost organised crime group involved in Class A drug crime and associated violence. Suspected of firearms usage, Class A drugs, and serious assaults including rape, Z represented a severe threat to community safety. The team were able to look at an immigration solution – in this case the reassessment of a lapsed Deportation Order – to resolve the issue. The Deportation Order was signed and Z apprehended and removed. The threat assessment posed by this group to the citizens of Leicester was significantly reduced as the sole result of this man's removal from the UK.

Immigration Crime Partnership with the Met Police (Operation Swale)

Our partnership with the Met was developed to pilot a strategic alliance with the police to tackle immigration crime. The focus has been on the organisers and facilitators and the small minority of foreign nationals who are causing significant social harm to our communities. During 2007/08 teams achieved 708 prosecutions. Between the 1 of April 08 and 30 May 2008, teams have achieved a further 130 prosecutions.

- But our cross-Government strategy extends beyond the police. In 2007/08, we tested partnerships with workplace enforcement agencies, Local Authorities, and NHS Trusts among others.
 - The Joint Workplace Enforcement Pilot (JWEP) in the West Midlands brought together workplace enforcement officers from UKBA, HMRC, DWP, the Gangmasters Licensing Authority, the Health and Safety Executive and the Business, Enterprise and Regulatory Reform's Employment Agency Standards Inspectorate. During 2007/08, JWEP shared intelligence about 245 employers resulting in 372 visits by different agencies.
 - UKBA workplace enforcement officers worked in close partnership with HMRC teams in a pilot targeting employers engaged in the construction of the Olympic site. Operation Jumbo near Heathrow also pioneered new partnership arrangements between UKBA and HMRC tax compliance teams.
 - A joint working project with the London Borough of Harrow cleansed the list of those receiving social housing and other local benefits from the council, trained council staff to detect forged documents, and enabled UKBA to identify rogue landlords accommodating illegal migrants.
- A map showing partnership working with Departments and Agencies across the UK in 2007/08 is at Appendix B.

UK Border Agency/HMRC partnership working (Operation Jumbo)

Since September 2007, the UKBA team at Eaton House has been working with HMRC to share information about businesses in the Heathrow area who are suspected of flouting legal obligations relating to the use of migrant labour.

In one case, HMRC compared the information provided by an employer in his end of year tax return to the information he had given to UKBA when he was prosecuted for employing illegal migrant workers. They discovered the employer had provided several workers with living accommodation above the business premises, which is a taxable benefit. HMRC estimated the potential PAYE and National Insurance loss for the year as approximately £32,000. They are considering recovering up to six years' loss, meaning that as much as £193,000 could be recovered.

TRANSFORMING INFORMATION AND INTELLIGENCE

- In 2007/08, we carried out a systematic review of the way we organise our intelligence and share it with our partners.
- In 2007/08, we created a series of "watchlists" of immigration offenders and developed a secure web-based portal through which we can share these watchlists with other Government Departments and Agencies.

STEPPING UP DETECTION AND REMOVAL AND SHUTTING DOWN PRIVILEGES

- Newcomers who do not play by the rules break the deal they made with the United Kingdom when they entered. We have re-focused resource to step up action to track down and remove these individuals, and entered into new partnerships across Government to shut down the privileges of the United Kingdom to those who break the law.

- We have focused over 1,000 additional immigration staff on enforcement duties – these duties include the imposition of sanctions, issuing warnings and enforcement notices, compliance visits, removals and deportations.
- In February 2008, we implemented our new civil penalties regime, enabling us to take swifter and more effective action against rogue employers. We have issued 265 penalties to date.
- These additional resources and new ways of working have yielded impressive performance results:
 - We removed or deported over 4,200 foreign national prisoners from the UK in 2007, exceeding the Prime Minister's target.
 - We achieved a 40% increase in operations, removing over 13,000 failed asylum seekers last year and over 1,400 immigration offenders a month.
 - We arrested over 5,000 suspected immigration offenders as a result of around 6,300 illegal working operations.
 - We delivered over 2,000 successful prosecutions and sanctions.
- In 2007/08 we worked in partnership with the Driver and Vehicle Licensing Agency (DVLA) to identify those using forged documents to obtain a UK driving licence.
- In addition, during 2007/08 we piloted a data-sharing exercise with the fraud prevention service CIFAS – this exercise demonstrated that immigration offenders may also seek to defraud financial institutions and other private sector companies.
- In 2007/08, the Department of Health led a review of the rules governing access to healthcare in England by foreign nationals. Alongside the review, there have been three partnership working

pilots between UKBA and NHS Trusts. The outcomes of the review will be put to public consultation shortly.

MAKING IT EASIER TO OBEY THE RULES

- In 2007/08 we laid the foundations for our new workplace enforcement teams. These teams conduct visits to employers and colleges across the UK as part of the licensing process, ensuring that sponsors are ready to comply with their obligations by assessing HR systems and checking on the level of compliance with the current arrangements. The number of officers conducting these checks will rise to 200 in the coming months.
- In 2007/08, we introduced the biggest shake-up to our immigration system in 45 years with the new Points Based System (PBS) for managing migration.
 - Tier 1 (General) was launched for UK applications on 29 February 2008, for applications from India on 1 April 2008, and worldwide on 16 June 2008.
 - The PBS Sponsor register opened on 29 February 2008 for most Tier 2 sponsors.
- In 2007/08 we worked with employers to develop the Employer Checking Service. This service was launched for all employers to use in February 2008. This service helps employers to check that prospective employees have the right to work in the UK and provides a dedicated website with information relevant to them.

Operation Opulaster

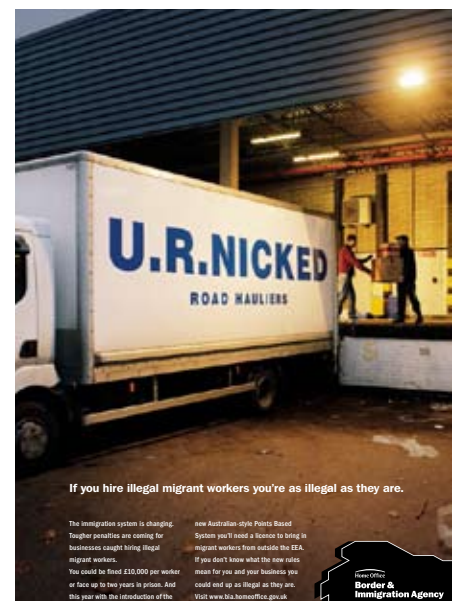
Operation Opulaster was an intelligence-led illegal working operation undertaken by East Midlands Enforcement Unit in April. It targeted a chicken processing factory in Derbyshire, believed to be employing substantial numbers of illegal workers.

48 individuals were encountered working illegally and were processed by immigration officers. The Director of the company was served with 48 notices of potential liability under the new civil penalties legislation. This was one of the first opportunities to use the new legislation to make employers more responsible – and accountable – for those they employ.

Police and Immigration officers from Operation Rebutia took the lead on the prosecution aspects arising from the operation, chiefly Identity Card Act offences, and recovery of intelligence contributing towards the investigation of connected higher criminality.

PROVIDING FEEDBACK TO THE PUBLIC

- We have run high visibility campaigns during 2007/08 publicising our successes in particular in tackling illegal working and rogue employers.



2. OUR DELIVERY PRIORITIES FOR 2008/09

In 2008/09 we will build on these achievements, putting in place new measures to work more closely with partners and communities to enforce the deal that newcomers will work and play by the rules, or face the consequences.

These measures fit together to form a 6-fold programme for delivery and reform for our enforcement business in the next 12 months:

- A. Removing those who have no right to be here, or who pose a threat to the UK, targeting the most harmful.
- B. Transforming our enforcement capability.
- C. Holding those who break our laws to account.
- D. Accelerating roll-out of our Immigration Crime Partnerships.
- E. Transforming the collection, dissemination and use of intelligence.
- F. Issuing ID cards to foreign nationals.

A. WE WILL DETECT, DETAIN AND REMOVE THOSE WHO HAVE NO RIGHT TO BE HERE, OR WHO POSE A THREAT TO THE UK, TARGETING THE MOST HARMFUL.

Targets

- We will increase the number of removals compared to 2007/08.
 - We will increase the removal of 'harm' cases as a proportion of total cases removed compared to 2007/08.
 - We will implement automatic deportation for those sentenced to 12 months or more and implement the Prime Minister's commitment to deport those who use guns or sell drugs, regardless of the length of their sentence in summer 2008.
 - We will increase the number of foreign national prisoners we remove to over 5,000 in 2008.
 - We will deliver on our commitment to remove more failed asylum seekers than we receive unfounded claims during this financial year.
1. This year we will increase the number of individuals who have committed immigration offences that we remove from the UK, compared to last year's removals.
 2. For the first time, we also have a target to ensure that we are prioritising for removal those who are most harmful to our community. We will increase the removal of harm cases as a proportion of total cases removed. We will do this through the implementation of a harm reduction system with the police and the National Offender Management Service introduced in April 2008.
 3. We already know that those convicted of offences pose harm to the community on release. It is right that we should take a tougher stance towards those who have been convicted of the more serious crimes. Those who have been sentenced to 12

months or more will face automatic deportation under the terms of the UK Borders Act 2007 from summer 2008. We will also implement the Prime Minister's commitment to deport those who use guns or sell drugs, regardless of the length of their sentence to the same timescale. We will increase the number of foreign national prisoners we remove to over 5,000 in 2008. This is three times the number in 2005.

4. The continued presence of failed asylum seekers in the UK remains a clear concern of the public. We will therefore deliver on our commitment to remove more failed asylum seekers than we receive unfounded claims during this financial year.
5. We recognise concerns about criminality and harm caused by EEA nationals. A review of criminality by EEA Nationals was announced in our consultation document on Earned Citizenship. The review is due to report to Ministers in mid-July.
6. In our work, we will capitalise on advances in biometric technologies by ensuring that the identity of all newly detected immigration offenders is secured through photographing, biometric screening and enrolment of fingerprints and other biographic data onto our systems.



B. WE WILL TRANSFORM OUR ENFORCEMENT CAPABILITY, INTRODUCING LOCAL IMMIGRATION TEAMS IN EVERY PART OF THE UK

Targets

- We will introduce new Local Immigration Teams to target lawbreakers in every community. Every region will have at least one Local Immigration Team in operation from January 2009, with complete UK coverage achieved by December 2011.
 - We will increase the number of workplace enforcement officers by 20% by March 2009, and embed these officers in our new Local Immigration Teams.
 - We will create a UK Border Agency Criminal Investigation Division by December 2008.
 - We will increase the capacity of the detention estate by an extra 900 places on existing sites before the end of 2009, with a further 400-600 detention places being available by 2012.
 - We will deliver three pilots in 2008/09 to test opportunities for the UK Border Agency operations to benefit from innovation in the private sector.
1. During 2008/09, we will begin major reforms to the UK Border Agency's organisation up and down the UK, bringing our staff closer to the communities we serve. Rolling-out over a three year period, we will move to a new structure where geographically-organised Local Immigration Teams will undertake all compliance and enforcement activity in their local area, including building an intelligence picture of offences, tracking down and managing immigration offenders resident in that area.
 2. Bringing our work out into the regions has been a key success of the Agency over the last year. We are now ready to take the next step in bringing our immigration staff and officers closer to the communities they serve.

3. Over the next three years we will create a new infrastructure of between 70 and 80 Local Immigration Teams comprising approximately 7,500 UKBA staff focusing on local immigration issues, community concerns, and more on prevention and early intervention. We aim to increase the reach of our engagement with partners and the public, replicating the well established and productive relationships enjoyed by the police service through their neighbourhood policing model.
4. Local Immigration Teams will carry out five key tasks under the leadership of a visible local senior officer, who will account to the public for the work of his or her Team:
 - To enforce the 'contract' with newcomers to the UK, focusing on the prevention and disruption of illegal activity and the arrest of offenders whom we seek to remove from the UK.
 - To gather and manage information and intelligence, for example on the whereabouts of individual offenders, incidences of illegal working or wider immigration threats in the local area.
 - To track down immigration offenders. All immigration offenders who we seek to remove from the UK will be assigned a 'case-owner' who will progress their case to conclusion. We will assign case-owners to all such cases by the end of 2008.
 - To undertake workplace enforcement activity
 - working with local employers and colleges to support compliance with sponsor obligations and the law, conducting visits to check that businesses are complying with immigration rules, and tackling illegal working. We will increase the number of officers carrying out workplace enforcement duties by 20% by March 2009.
 - To liaise with the local community, work closely with community leaders, police, local government and other agencies to address community concerns on migration and exchange information which helps UK Border Agency and other agencies to manage immigration threats and prevent fraudulent access to services.
5. There are seven further immigration management tasks which we wish to organise at a regional level:
 - Centres where immigration offenders are required to report.
 - Biometric data capture.
 - More serious crime liaison with the police and Serious Organised Crime Agency and the Scottish Drugs Enforcement Agency.
 - Carry out criminal and financial investigations and impose sanctions on those who break the rules, with the creation of a UKBA Criminal Investigations capability within regional offices by December 2008.
 - Case-own asylum cases.
 - Carry out asylum support and outreach work.
 - Respond to public enquiries.
6. The first step in this major organisational change will be to map immigration 'hotspots' to enable us to take intelligent decisions about the location, make-up and staffing of the Local Immigration Teams. We plan to complete this exercise over the summer. Once this is complete we will work closely with the police, local authorities and other partners in co-designing the Local Immigration Team map for each region. This will include the development of plans for the siting and make-up of Local Immigration Teams and will be completed by the end of the calendar year.
7. Every region will have at least one Local Immigration Team in operation from January 2009, with complete coverage achieved by December 2011.

8. To underpin our organisational reform we will increase the capacity of the detention estate by an extra 900 places on existing sites before the end of 2009.

- New spaces at both Dover and Oakington will add around 100 spaces this year.
- Brook House near Gatwick Airport will contribute more than 420 places when it opens in February 2009 and new wings at Harmondsworth Removal Centre, near Heathrow Airport, will contribute a further 370 beds by December 2009.
- Feasibility studies will be undertaken on two secure sites (at Yarl's Wood near Bedford and the existing Home Office site near Bicester) to determine where, subject to planning consent, a new removal centre will be built. At least one of these will be progressed within the year leading to a further 400-600 detention places being available by 2012. This will increase capacity against today's total by between 1300 and 1500 spaces.

9. We will test opportunities for UK Border Agency operations to benefit from innovation and greater collaboration with the private sector. We will deliver three pilots relating to this during 2008/09 on the following areas:

- Providing support to operational enforcement within a local office (SERCO).
- Providing support to Points Based System sponsor licensing (GSL).
- Improvements to the End-to-End case management of foreign national prisoners, using an "offender management" approach (Kalyx).

C. WE WILL HOLD THOSE WHO BREAK OUR LAWS TO ACCOUNT FOR THEIR ACTIONS, TARGETING BUSINESSES, COLLEGES, ORGANISATIONS AND FACILITATORS.

Targets

- We will carry out more than 1,400 successful prosecutions against those involved in immigration crime, focusing on more serious breaches of the rules.
- We will conduct 5,000 operations to identify and penalise organisations operating illegally.
- We will introduce carefully policed licences for employers and colleges under our Points Based System.
- We will publish information about employers who are subject to civil penalties.

1. The best way to stop immigration crime is to prevent it happening in the first place. That is why we will publicly target the organisations that encourage illegal immigration. Our Enforcement Strategy clearly set out our commitment to take action against all those who break the law, including focusing on those who facilitate illegal immigration and working. We will take a number of specific actions during 2008/09.
2. Since 2006 we have made increasing efforts to shift our enforcement focus towards those who facilitate illegal immigration and illegal working. This approach has yielded dividends – in 2007/08, over 5,000 suspected immigration offenders were arrested as a result of our illegal working operations. We will continue to come down hard on those organisations involved in illegal immigration and in 2008/09, we aim to conduct 5,000 operations to identify and penalise organisations operating illegally.
3. We will also take a tough stance against those involved in immigration crime. In 2008/09 we aim to carry out more than 1,400 successful

criminal investigations into immigration crime, focusing our efforts on more serious criminal behaviour such as organised facilitation and human trafficking.

4. We are introducing carefully policed licences for businesses seeking to employ skilled workers from outside the EEA or colleges sponsoring students under our new Points Based System. Abuse of the system can and will result in sponsors losing their licence, meaning that they are unable to employ migrant workers in the future.
5. On 29 February 2008 we introduced a new civil penalties system, providing us with a speedy, effective and hard-hitting sanction against employers who choose to ignore the law and employ illegal workers. Penalties of up to £10,000 per illegal worker can be incurred. During the first 3 months of this system being in operation, we have issued over 265 civil penalties on employers of illegal migrant workers to the potential value of £2,350,000 (subject to appeal by the recipient). We will make full use of this new sanction throughout 2008/09. A map showing notices of liability served and total value of calculated civil penalties from 29 February to 13 June 2008 is at Appendix B.
6. It is right that the public - and other employers and businesses - should have clear information about the risks that employers run in flouting the law and employing those who have no right to be in the UK and about the specific action we have taken against those who have acted illegally. With immediate effect, we are putting into operation a new policy on the publication of information about non-compliant employers. We will publish information about employers who are subject to civil penalties. A detailed policy statement can be found on our website at:
www.ukba.homeoffice.gov.uk/employers.



D. WE WILL ACCELERATE ROLL-OUT OF OUR IMMIGRATION CRIME PARTNERSHIPS

Targets

- 90% of Constabularies in England and Wales will have Immigration Crime Partnerships in place by December 2008, rising to 100% by March 2009.
- We will introduce new partnership arrangements with our key business enforcement partner, HM Revenue and Customs, and with all other workplace enforcement agencies. These arrangements will provide a framework for local intelligence exchange and joint targeting against the most serious business offenders. These new arrangements will come into effect next month.
- We will introduce and evaluate at least five Local Authority partnership projects by the end of 2008. We will roll out successful ways of working by the end of 2008/09 and we will introduce a strengthened Local Government Performance Indicator focused on immigration enforcement activity from April 2009.
- We will accelerate sharing “watchlists” of immigration offenders with DWP and HMRC on a trial basis in summer 2008. We will evaluate these exercises in the autumn and, provided that they are cost effective, we will roll them out during 2009. We will create new data-sharing gateways with DWP and DVLA.
- We will become members of the fraud prevention organisation CIFAS in summer 2008, enabling us to share our “watchlists”, through the CIFAS database, with over 270 financial services, telecoms and utility companies.
- We will review options to ensure that illegal immigrants do not get driving licenses, reporting to Ministers in the autumn.

- We will shortly launch a public consultation on the outcome of the review of the rules governing access to the NHS by foreign nationals.

- We will enable the public – through our website – to gain access to up-to-date information about immigration and enforcement work in their local area by the end of 2008/09.

1. Our Enforcement Strategy envisaged the creation of a number of partnerships with Government Departments, Agencies and services which would enable us to enforce our laws more effectively. We want to make sure that our new Local Immigration Teams are able to draw on as wide as possible a range of partnerships to help in delivering our mission. We also want to work more closely with devolved public bodies in Scotland. As well as delivery on specific commitments to partnership working set out in that document, we have, during 2007/08, developed our approach to partnership working to focus on seven key strategic partnerships.
2. In developing these Partnerships we aim to become more effective across our enforcement objectives;
 - holding those who break our laws to account, including facilitators;
 - detecting, detaining and deporting those here illegally, focusing on the most harmful;
 - denying the privileges of the UK to those not entitled to them; and
 - transforming information and intelligence.
3. Our first Partnership with the **Police and Crime and Disorder Reduction Partnerships** is focused on the detection, detention and prosecution of individuals involved in immigration crime, supporting the delivery of our targets on removal, harm prioritisation, and prosecutions. 90% of Constabularies in

England and Wales will have Immigration Crime Partnerships in place by December 2008, rising to 100% by March 2009.

4. Our second Partnership is with **Business Enforcement** agencies. This work will ensure maximum reach and effectiveness of operations conducted by all workplace enforcement agencies so that employers who break the law face the consequences.
5. The Joint Workplace Enforcement Pilot, running in the West Midlands since 2005, produced clear evidence that businesses which are breaking one set of laws are often breaking other laws as well. So, an employer who is negligently or even deliberately employing illegal immigrants may well also be underpaying on tax and national insurance, or exploiting vulnerable workers by paying under the minimum wage or by breaching health and safety laws – and vice versa.
6. To ensure that the full weight of our workplace enforcement effort is brought to bear on these employers, we are introducing new partnership arrangements with our key business enforcement partner, HM Revenue and Customs, and with all other workplace enforcement agencies. Our new partnership arrangements – which will come into effect next month - will achieve 3 objectives:
 - joint action-planning and targeting – collaboration between local teams to plan and co-ordinate the most effective action possible against serious business offenders in the local area;
 - red-alerts - in the most serious cases where the organised facilitation of illegal labour or human trafficking is involved, local teams will work together to support action by the Serious Organised Crime Agency and the UK Human Trafficking Centre; and
 - targeted intelligence exchange – a system of alerts where, for example, an immigration enforcement officer visiting an employer's premises suspects that they are breaching health and safety laws.
7. Our third Partnership is with **Local Government**. We will work in partnership with Local Authorities across the UK to protect communities from the harm caused by illegal immigration. We will work together to tackle:
 - rogue landlords who offer accommodation to illegal immigrants;
 - pressure on local services due to illegal claims for benefits and services or unfounded applications for safety net support; and
 - criminality and harm caused by EEA nationals.
8. We will evaluate at least five partnership projects by the end of 2008. We will roll out successful ways of working by the end of 2008/09. And we will introduce a strengthened Local Government Performance Indicator focused on immigration enforcement activity from April 2009.
9. Fourthly, we are working with DWP and HMRC in our **Benefits** Partnership.
 - There are already effective systems in place to regulate access to benefits and tax credits and to ensure that they cannot be claimed by those here illegally. However, as an additional security mechanism we have created a series of “watchlists” of immigration offenders and developed a secure web-based Portal through which we can share these watchlists with other Government Departments and Agencies. We will begin sharing these watchlists with DWP and HMRC on a trial basis in summer 2008. We will evaluate these exercises in the autumn and, provided that they are cost effective, we will roll them out during 2009.
 - In January 2008, we created a new data-sharing gateway with HMRC. This enables HMRC to

pass information – including information held by them for tax credit and Child Benefit purposes – to UKBA. We are today laying an Order in Parliament to create a similar data-sharing gateway with DWP. Subject to Parliamentary approval, this gateway will come into operation later in the year. We will use information from DWP to track down individuals we want to remove; and to check information given to us by those wanting to come to our country.

- Under the e-Borders programme, passenger, service and crew data in respect of all journeys to and from the United Kingdom will be collected and analysed against Border Agency watch lists in advance of travel, supporting an intelligence-led approach to operating border controls. The information will be shared with other Government departments.

10. Our fifth Partnership is with the **Financial Services** sector. Last year, we conducted a pilot data-matching exercise to see whether some immigration offenders were also seeking to defraud banks and other financial services institutions. They were. So now we will go further. Subject to Parliamentary approval, we will become members of the fraud prevention organisation CIFAS in summer 2008. This will enable us to share our “watchlists” of immigration offenders, through the CIFAS database, with over 270 financial services, telecoms and utility companies who are also members of CIFAS.

11. Our sixth partnership is with the **DVLA**. In 2007/08, we ran an operation to identify those using forged documents to obtain a UK driving licence.

- This year, we have launched a joint programme of work with the Department of Transport to review options to ensure that those in the country illegally do not get access to driving licences. This programme of work will report to Ministers in the autumn.
- In addition, we want to do more to utilise information and documentation held by

DVLA, in particular to help us track down and remove those here illegally. We are therefore today laying in Parliament an Order to create a new data-sharing gateway with the DVLA. Subject to Parliamentary approval, this gateway will come into operation later in the year.

12. Finally, we are working with our **Health Services**.

In 2007/08, the Department of Health led a review of the rules governing access to free NHS services in England by foreign nationals. Three local partnership pilots between UKBA and NHS Trusts have informed the review. The Department of Health will launch a public consultation on the outcome of the review shortly.

13. We also made a commitment in the Enforcement Strategy to develop a closer relationship with the public, keeping them informed about our activities and achievements and enabling them to contribute to our successes through a new partnership with Crimestoppers. We are going to develop this work in 2008/09. As part of our programme to create Local Immigration Teams, by the end of 2008/09 we will enable the public – through our website – to gain access to up-to-date information about immigration and enforcement work in their local area.

14. As well as seeking information from the public we are also addressing the problem of redocumenting foreign nationals by working with other countries and seeking international agreements. The UK Border Agency, through its partnership with the FCO and its Posts abroad, works closely with other countries and seeks to have regular exchanges on the broad migration agenda. Part of these exchanges is to develop and maintain returns and re-documentation agreements (and processes) with foreign officials to facilitate the return of those who have no legal right to remain in the UK.

E. WE WILL TRANSFORM THE COLLECTION, DISSEMINATION AND USE OF INTELLIGENCE.

Targets

- We will deliver a 'Border Intelligence Service' by October 2008.
 - We will deliver new national and local in-country intelligence structures by the end of March 2009.
 - We will deliver a joint business and investment plan with Serious Organised Crime Agency by July 2008.
1. We will deliver a 'Border Intelligence Service' by October 2008. We will bring together all of the intelligence functions who now make up UK Border Agency Intelligence into one Service covering international, borders and in-country intelligence. This will enable us to manage and share intelligence effectively across the three business areas which now form UK Border Agency with the aim of creating an intelligence-led organisation. This means that intelligence will inform decision making at all levels and will set priorities to help determine the allocation of resources.
 2. In addition to that over-arching Border Intelligence Service, we will develop and deliver during 2008/09 a clear structure within our in-country immigration operations so that we can:
 - effectively collect information and intelligence from the public, our Immigration Crime Partners, employers, sponsors, applicants and other sources;
 - share that information both within UK Border Agency and externally with our partners, in order to prevent crime;
 - use that information and intelligence at national and local levels both to detect and prevent immigration crime and to arrest offenders; and
 3. We will focus our action against serious organised crime through a joint business and investment plan with the Serious Organised Crime Agency by July 2008.
 - ensure, as part of our ongoing work with partners, that we can exchange information in the most effective way. Where possible we will try and automate this by putting systems of alerts in place to make sure that we share all relevant information with other parts of UK Border Agency and with our partners.

F. WE WILL ISSUE ID CARDS TO FOREIGN NATIONALS TO HELP DENY THE PRIVILEGES OF THE UNITED KINGDOM TO THOSE WHO BREAK THE RULES.

Target

- We will introduce ID cards for foreign nationals by the end of November 2008

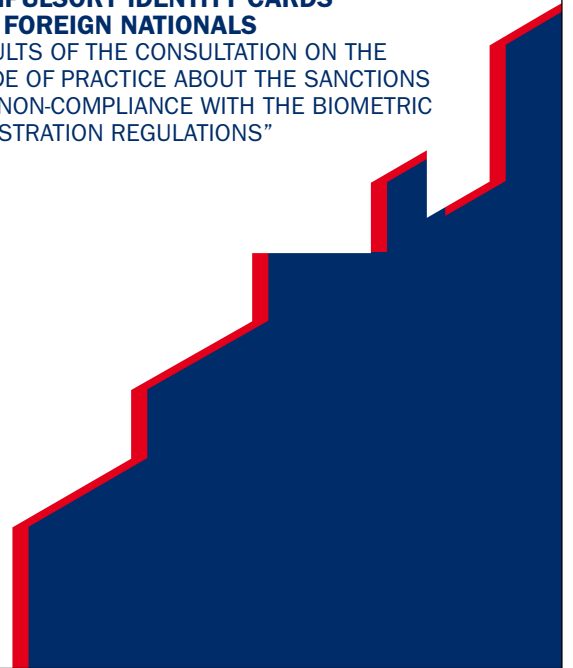
1. We will introduce ID cards for foreign nationals by November 2008. This will mean that there is one secure document that provides proof that a migrant has permission to work or study in the UK, making checks easier for employers and colleges, as well as public agencies.

A summary of our targets can be found at Appendix C.



COMPULSORY IDENTITY CARDS FOR FOREIGN NATIONALS

RESULTS OF THE CONSULTATION ON THE "CODE OF PRACTICE ABOUT THE SANCTIONS FOR NON-COMPLIANCE WITH THE BIOMETRIC REGISTRATION REGULATIONS"



3. RESOURCES

The proportion of the UK Border Agency budget focused on enforcement has increased year on year, and we are on track to meet our commitment to double resources focused on compliance and enforcement by 2009/10.

Local Immigration Teams will be financed from within our existing financial envelope.

APPENDIX A

UK Border Agency Targets 2007/08	Performance
Removal of 340 Foreign National Prisoners per month until November 2007, when this will rise to 400 per month.	We removed or deported over 4,200 foreign national prisoners from the UK in 2007, exceeding the Prime Minister's target.
Contribute towards the target of removing more failed asylum seekers per month than the number of failed asylum seekers arising from new intake that month.	We removed over 13,000 failed asylum seekers. See paragraph A4.
Removal of 1,400 immigration offenders per month.	Achieved. On average, UK Border Agency removed an immigration offender every 8 minutes.
Begin compliance activities by December 2007 with a target of 5,000 interventions against sponsors or employers by April 2008.	<p>In 2007, we carried out around 6,300 illegal working operations and 5,060 suspected immigration offenders were arrested as a result.</p> <p>We also delivered 2,030 successful prosecutions and sanctions.</p>

PROGRESS AGAINST ENFORCEMENT STRATEGY MILESTONES

Immigration Crime Partnerships	
We said that we would “develop a new partnership with the police covering priorities, commissioning, information sharing and joint working” by December 2007.	We signed a partnership agreement with the police covering these areas in November 2007. We have set further targets for our police partnerships.
We said that we would “pilot new arrangements for identifying foreign nationals with criminal justice agencies” by December 2007.	That pilot is complete and we are now developing robust processes to enable us to identify foreign nationals early in the criminal justice system, to support the introduction of automatic deportation powers.
We said that we would develop “partnerships with HM Revenue and Customs, Department of Work and Pensions, Gangmasters Licencing Authority, Health and Safety Executive and Department of Trade and Industry” by December 2007.	<p>During 2007/08 we piloted and evaluated approaches to partnerships with these organisations through the Joint Workplace Enforcement Pilot (JWEP) in the West Midlands.</p> <p>Additionally, we put in place a data sharing gateway with HM Revenue and Customs enabling them to proactively share data with UK Border Agency for immigration purposes.</p> <p>We are now developing these partnerships in both the business enforcement and benefits arenas.</p>
We said that we would “develop new local partnerships in priority areas to deliver harm reduction” by December 2007.	We developed ‘Operation Swale’ with the police in three London Boroughs which carried out harm reduction work, removing harmful immigration offenders. This operation ran from Spring 2007 to March 2008 as a pilot and now forms part of our usual business in London and the South East.

<p>We said that we would “introduce harm reduction to the performance framework for the Border and Immigration Agency” by April 2008.</p>	<p>For the first time our Public Service Agreement targets for 2008/09 include a harm reduction element (PSA 3 indicator 4) to increase the removal of harm cases. In support of this target we have put in place a new process to identify the most harmful individuals and prioritise those for removal from the UK.</p>
<p>We said that we would “link into the new performance framework for local Government in England, where appropriate” by April 2008.</p>	<p>We consulted during 2007 on a Performance Indicator for Local Authorities focused on Houses of Multiple Occupation. We are currently working with partners to strengthen this indicator for inclusion in the 2009/10 Performance Indicator set.</p>
<p>We said that we would “complete a pilot on sector collaborative working with HM Revenue and Customs” by April 2008.</p>	<p>We carried out a joint pilot with HM Revenue and Customs which is now being evaluated.</p>

Information and Intelligence	
<p>We said that we would “carry out a systematic review of data sharing arrangements with key partners” by December 2007.</p>	<p>We carried out the review and are now developing the partnerships which will enable data sharing to deny the privileges of the UK to those here illegally.</p>
<p>We said that we would “transform all UK Border Agency intelligence units to manage the flow of information and intelligence better” by April 2008.</p>	<p>A comprehensive review of Intelligence structures and functions was carried out in 2008 and a reorganisation of our intelligence structures is underway.</p>
<p>We said that we would “work with the police to develop financial investigation skills” by April 2008.</p>	<p>A financial investigations unit has been set up, using seconded police officers, as part of ‘Operation Swale’ in London and the South East. This went live in November 2007.</p>
<p>We said that we would “create a regional information function that links HM Revenue and Customs, Department of Work and Pensions, Serious Organised Crime Agency, the police and local authorities focusing on local enforcement and compliance” by April 2008.</p>	<p>This is being developed as part of the Intelligence reorganisation.</p>
<p>We said that we would “create a watch list of illegal migrants that we can share with others” by April 2008.</p>	<p>We are working with our partners on data matching using ‘watch lists’ containing information about illegal migrants and identity verification services. This is a key part of our benefits partnership.</p>

Shutting Down Privileges and Stepping Up Detection and Removal

We said that we would “base 100 extra immigration staff in police stations” by December 2007.	We have over 100 extra immigration staff working locally with police under partnership agreements.
We said that we would “introduce a presumption of deportation for the highest harm foreign nationals” by December 2007.	We introduced the presumption of deportation in the UK Borders Act 2007, greatly enhancing our ability to deport foreign nationals. This will come into effect in summer 2008.
We said that we would “review access rules to the NHS for foreign nationals” by December 2007.	The NHS Rules Review has now reported to Ministers and we will be publishing the results shortly.
We said that we would “pilot data sharing with a private sector fraud prevention agency” by December 2007.	This pilot was completed and we are now extending this partnership approach.
We said that we would “implement civil penalties for employers of illegal workers” by December 2007.	We implemented civil penalties on 29 February 2008 and have issued 265 penalties to date.
We said that we would “second 250 additional police officers to UK Border Agency working on national and local harm reduction priorities” by April 2008.	We have increased the number of police officers seconded to UK Border Agency and will reach a total of 280 police officers by July 2008.
We said that we would introduce “nearly 300 extra operational enforcement staff, working on national and local harm reduction priorities” by April 2008.	We have focused over 1,000 additional immigration staff on enforcement duties – these duties include the imposition of sanctions, issuing warnings and enforcement notices, compliance visits, removals and deportations.
We said that we would “carry out a pilot with 3 NHS trusts to improve data sharing and collection of revenue from un-entitled individuals” by April 2008.	We carried out pilots with NHS fraud teams to improve data sharing between the two departments. This will inform the Rules Review. These pilots will continue to trial the new rules.

Making it Easier to Obey the Rules

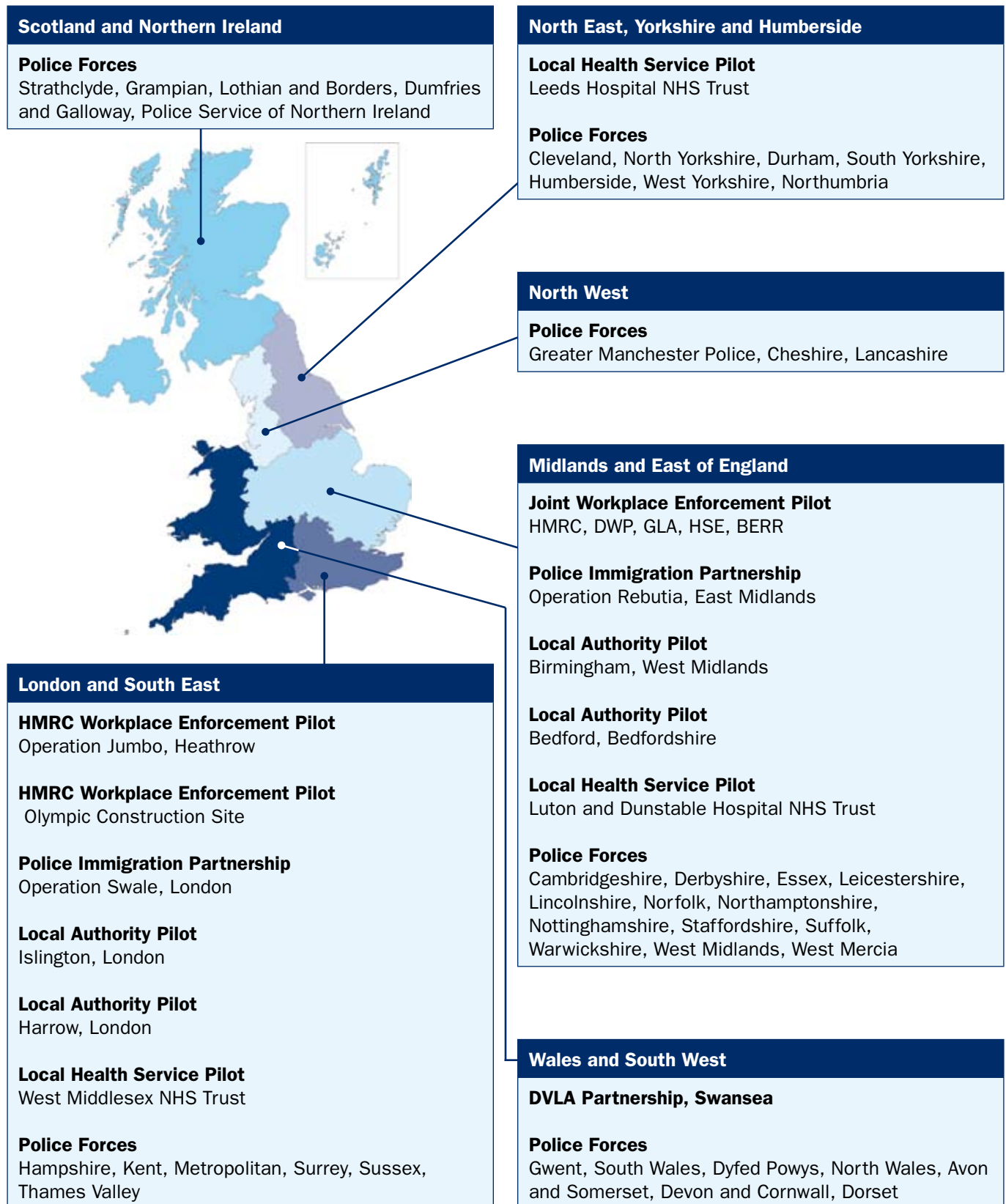
We said that we would “provide a one stop shop identity checking facility to employers and other service providers” by December 2007.	We developed the Employer Checking Service throughout 2007 involving employers in a set of pilots. The service was launched for all employers to use in February 2008. This service helps employers to check that prospective employees have the right to work in the UK and provides a dedicated website with information relevant to them.
We said that we would “implement the first phase of the Points Based System” by April 2008.	Tier 1 (General) was launched for UK applications on 29 February 2008, for applications from India on 1 April 2008 and worldwide on 16 June 2008.
We said that we would “introduce sponsorship under PBS” by April 2008.	The PBS Sponsor register opened on 29 February 2008 for most Tier 2 sponsors.
We said that we would “start providing enhanced verification of identity through Biometric Residence Permits” by April 2008.	We began a pilot in April 2008, checking fingerprints from particular categories of migrant who apply for further leave to remain in the UK to pressure test the technology we will use. We will start to issue Biometric Residence Permits in November 2008.

<p>We said that we would “start to remove unnecessary regulations that impose a disproportionate burden on employers” by April 2008.</p>	<p>We have introduced PBS to replace the old system which involved both the employer and migrant making applications. We are now carrying out a review of Accession State National (A8) worker registration scheme and of the Accession State National (A2) regulations.</p>
<p>We said that we would “create a network of UK Border Agency Compliance teams who will conduct visits to colleges and employers to check that they are complying with the rules” by April 2008.</p>	<p>UK Border Agency has introduced new workplace enforcement officers. These teams conduct visits to employers and colleges across the UK as part of the licensing process, ensuring that sponsors are ready to comply with their obligations by assessing HR systems and checking on the level of compliance with the current arrangements. The number of officers conducting these checks will rise by 20% in the coming months.</p>

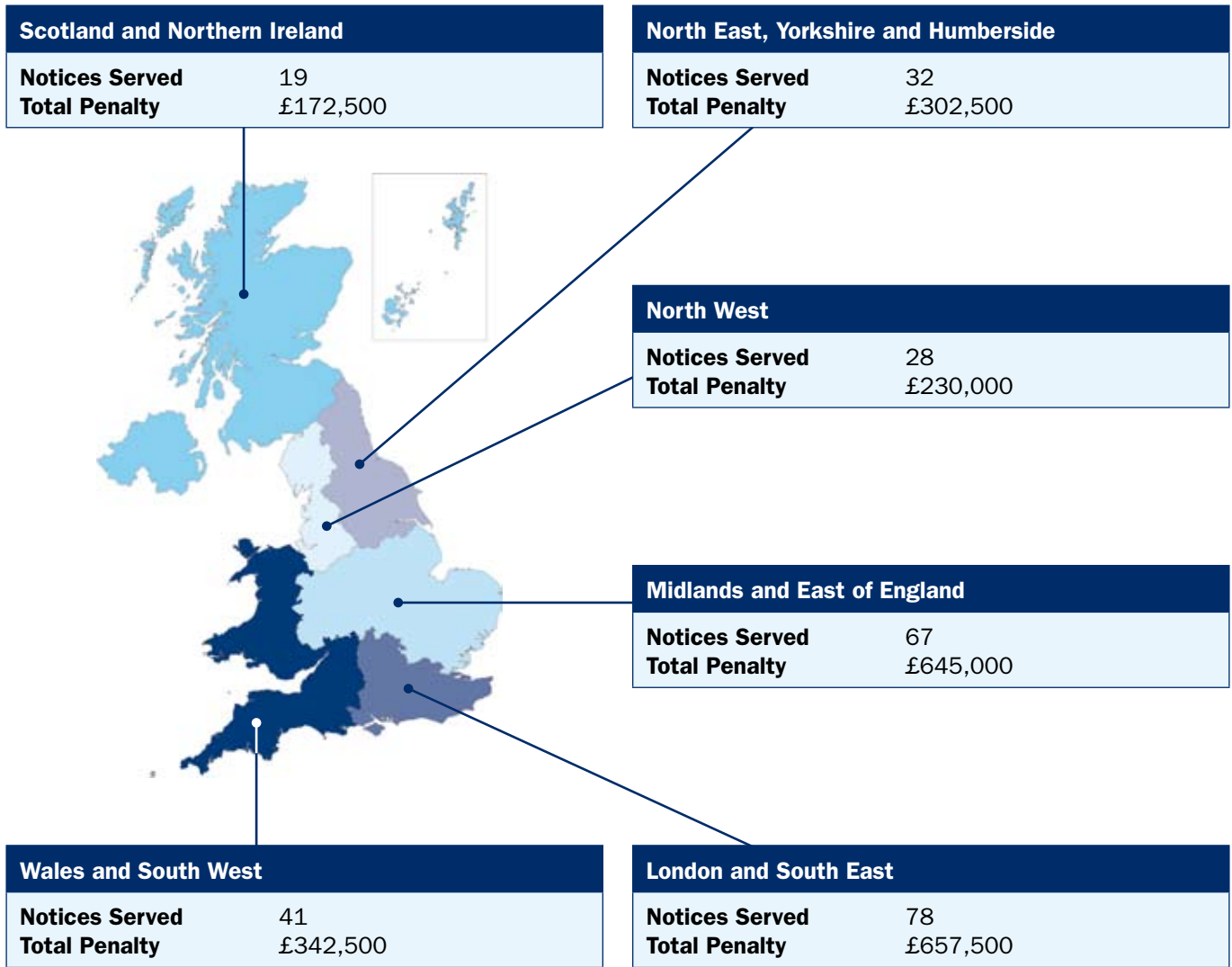
<p>Providing Feedback to the Public</p>	
<p>We said that we would “publish removal figures both nationally and regionally” by December 2007.</p>	<p>We have published national figures and our regional figures will be published this financial year.</p>
<p>We said that we would “publicise successful enforcement operations” by December 2007.</p>	<p>Regional directors and operational staff regularly communicate with the public via local media, raising the profile of the work that we do and publicising successful operations.</p>
<p>We said that we would “carry out individual campaigns targeting specific forms of abuse” by December 2007.</p>	<p>We commenced a Points Based System campaign in February 2008 and there will be several more over the next year targeting employers, colleges, sponsors and migrants.</p>
<p>We said that we would “maintain the momentum” by April 2008 (and beyond).</p>	<p>Our plans for 2008/09 include new initiatives for communicating with the public.</p>

APPENDIX B

IMMIGRATION CRIME PARTNERSHIPS AND POLICE FORCE COVERAGE



NOTICE OF LIABILITY SERVED AND TOTAL VALUE OF CALCULATED CIVIL PENALTIES
 29TH FEBRUARY TO 13TH JUNE 2008



APPENDIX C

Summary: 2008/09 Key Targets and Milestones	
We will increase the number of removals compared to 2007/08. (see paragraph A1)	90% of Constabularies in England and Wales will have Immigration Crime Partnerships in place by December 2008, rising to 100% by March 2009. (see paragraph D3)
We will increase the removal of 'harm' cases as a proportion of total cases removed compared to 2007/08. (see paragraph A2)	We will introduce from next month new partnership arrangements with our key business enforcement partner, HM Revenue and Customs, and with all other workplace enforcement agencies. (see paragraph D4-6)
We will increase the number of foreign national prisoners we remove to over 5,000 in 2008. (see paragraph A3)	We will introduce and evaluate at least five Local Authority partnership projects by the end of 2008. We will roll out successful ways of working by the end of 2008/09. And we will introduce a strengthened Local Government Performance Indicator focused on immigration enforcement activity from April 2009. (see paragraph D7-8)
We will implement automatic deportation for those sentenced to 12 months or more – and implement the Prime Minister's commitment to deport those who use guns or sell drugs, regardless of the length of their sentence – in summer 2008. (see paragraph A3)	We will accelerate sharing "watchlists" of immigration offenders with DWP and HMRC on a trial basis in summer 2008. We will evaluate these exercises in the autumn and, provided that they are cost effective, we will roll them out during 2009. (see paragraph C5)
We will deliver on our commitment to remove more failed asylum seekers than we receive unfounded claims during this financial year. (see paragraph A4)	We will create new data-sharing gateways with DWP and DVLA. (see paragraph D8)
We will introduce new Local Immigration Teams which will be operational in every part of the country from January 2009. Complete coverage will be achieved by December 2011. (see paragraph B1-7)	We will become members of the fraud prevention organisation CIFAS in summer 2008, enabling us to share our "watchlists", through the CIFAS database, with over 270 financial services, telecoms and utility companies. (see paragraph D10)
We will increase the number of workplace enforcement officers by 20% by March 2009, and embed these officers in our new Local Immigration Teams (see paragraph B4)	We will review options to ensure that illegal immigrants do not get driving licences, reporting to Ministers in the autumn. (see paragraph D11)
We will create a UK Border Agency Criminal Investigation division by December 2008. (see paragraph B5)	We will shortly launch a public consultation on the outcome of the review of the rules governing access to the NHS by foreign nationals. (see paragraph D12)
We will increase the capacity of the detention estate by an extra 900 places on existing sites before the end of 2009, with a further 400-600 detention places being available by 2012. (see paragraph B8)	We will enable the public – through our website – to gain access to up-to-date information about immigration and enforcement work in their local area by the end of 2008/09. (see paragraph D13)
We will deliver three pilots in 2008/9 to test opportunities for the UK border Agency operations to benefit from innovation in the private sector. (see paragraph B9)	We will deliver a 'Border Intelligence Service' by October 2008. (See paragraph E1)
We will conduct 5,000 operations to identify and penalise organisations operating illegally. (see paragraph C2)	We will deliver new national and local in-country intelligence structures by the end of March 2009. (see paragraph E2)

<p>We will carry out more than 1,400 successful prosecutions against those involved in immigration crime, focussing on more serious breaches of the rules. (see paragraph C3)</p>	<p>We will deliver a joint business and investment plan with Serious Organised Crime Agency by July 2008. (see paragraph E3)</p>
<p>We will publish information about employers who are subject to civil penalties. (see paragraph C6)</p>	<p>We will introduce ID cards for foreign nationals by the end of November 2008 (see paragraph F1)</p>

