



House of Commons  
Home Affairs Committee

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# The work of the Immigration Directorates (January– June 2014)

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**Ninth Report of Session 2014–15**

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## Home Affairs Committee

The Home Affairs Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Home Office and its associated public bodies.

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Ian Austin MP (Labour, Dudley North)  
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Bridget Phillipson MP (Labour, Houghton and Sunderland South)  
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The Committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the Internet via [www.parliament.uk](http://www.parliament.uk)

### Publication

The Reports and evidence of the Committee are published by The Stationery Office by Order of the House. All publications of the Committee (including press notices) are on the Internet at [www.parliament.uk/homeaffairscom](http://www.parliament.uk/homeaffairscom)

### Committee staff

The current staff of the Committee are Tom Healey (Clerk), John-Paul Flaherty (Second Clerk), Dr Ruth Martin (Committee Specialist), Duma Langton (Committee Specialist), Beejal Popat (Senior Economist, Scrutiny Unit), Andy Boyd (Senior Committee Assistant), Iwona Hankin (Committee Assistant) and Alex Paterson (Select Committee Media Officer).

### Contacts

All correspondence should be addressed to the Clerk of the Home Affairs Committee, House of Commons, 7 Millbank, London SW1P 3JA. The telephone number for general enquiries is 020 7219 2049; the Committee's email address is [homeaffcom@parliament.uk](mailto:homeaffcom@parliament.uk)

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# 1 Exit checks

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## Collecting data at the UK border

1. In 1998, the previous government abolished exit checks, paper-based embarkation records of passengers departing from the UK, because they were too resource intensive. Mike O'Brien MP, the then Parliamentary Under Secretary of State in the Home Office, explained that in 1997, 7 per cent of the Immigration Service's operational duties were deployed on embarkation controls, compared with 11 per cent on asylum-related work, and embarkation control staffing was estimated to cost over £3 million.<sup>1</sup> Those universal exit checks were replaced by an intelligence-led approach, using CCTV and greater liaison between border agencies, port operators and transport carriers. This approach was subsequently superseded by the ill-fated e-Borders programme, announced in February 2005.<sup>2</sup> Our predecessor Committee welcomed that proposal:

We understand that the introduction of e-Borders will effectively mean the reintroduction of embarkation controls. We welcome this development and urge its swift and effective completion.

While raising questions as to the aims of the programme:

However, the Government must also have a clear strategy for acting on the information collected. Firstly, it must be used in subsequent applications: even scanning the passport so that the database shows the person had left and on time would be immensely valuable to anyone deciding a subsequent application. Secondly, it must be used to identify those who entered the country legitimately but have overstayed their visa without attempting to regularise their position.<sup>3</sup>

2. Importantly, e-Borders would enable the biometric data held in someone's passport to be collected and provided to the National Border Targeting Centre,<sup>4</sup> where it could be checked against databases such as the Home Office Warnings Index. It could also provide certainty about whether or not visa holders have left the UK. The e-Borders programme has stalled. Sir Charles Montgomery, Director General, Border Force, told us in March 2014 that the e-Borders programme had been "terminated", and the Home Office would be replacing individual systems, such as the Warnings Index and Semaphore separately. This would take place before the general election.<sup>5</sup>

3. At the moment, data for air passengers travelling in and out of the UK is sourced from carrier lists, known as Advanced Passenger Information (API). Air passengers buy tickets in advance and check in a reasonable time before departure, so API coverage is good, about

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<sup>1</sup> [HC Deb 16 March 1998 c506-7W](#)

<sup>2</sup> Independent Chief Inspector of Immigration and Borders, '[Exporting the border'? An inspection of e-Borders', October 2013](#)

<sup>3</sup> Home Affairs Committee, [Immigration Control](#), 23 July 2006, HC 775-I, para 448

<sup>4</sup> The National Border Targeting Centre was created in March 2010 as part of the Intelligence, Targeting and Watch-listing Command within the Border Force Intelligence Directorate. Its remit is to monitor the e-Borders Semaphore system and to alert the relevant agency where a threat to border security or a passenger of interest to Police or other law enforcement agency is identified.

<sup>5</sup> [Tobacco smuggling, HC 200](#), Q 77, 11 March 2014

80% and increasing, for passengers leaving the UK by air.<sup>6</sup> Coverage is not so good for rail and ferry passengers, partly because of the ticketing systems and partly because customers can decide to travel, buy a ticket and have checked in at a time near to departure. Consequently, there is no API from rail passengers and only 20% API from maritime passengers coming in to the UK.<sup>7</sup> To deliver exit checks, the Home Office needs to find a mechanism that can count all of the rail and maritime passengers as they depart the UK by the end of March.

### ***Exit checks at Dover and Folkestone***

4. Sir Charles Montgomery, Director General of the Border Force, has assured the Committee previously that “by 31 March [2015], we will be delivering 100% exit checks.”<sup>8</sup> James Brokenshire, Minister for Immigration and Security, repeated this in November, and wanted to make sure there would be a mechanism which gave “advance passenger information or gives us the passport details that are taken at point of exit”. He said this would provide the Government with better information on “who is leaving the country, to inform our work around over-stayers and elsewhere.”<sup>9</sup>

5. Eurotunnel carries about 10 million passengers on the Shuttle and 10 million passengers via Eurostar across the channel every year.<sup>10</sup> Ferries carry between 12 and 13 million people to and from Dover.<sup>11</sup> John Keefe, Director of Public Affairs, Eurotunnel, told us that while passengers leaving the UK are subject to French passport control, none of the ten million that leave the UK using the Shuttle through Folkestone are currently subject to exit checks.<sup>12</sup> Tim Reardon, Head of Taxation, Ferry and Cruise, UK Chamber of Shipping, said that passengers leaving Dover could have their passport checked up to three times: once by the French authorities, once by the UK Border Force but selectively “as they deem fit”, and possibly at check-in “depending on the traffic stream, depending on the operator”.<sup>13</sup>

6. Mr Keefe told us he was concerned about the lack of a clear specification from the Home Office as to how exit checks would be introduced, how they will be supervised, what roles and powers Eurotunnel staff would have, what equipment would be needed, what data they would collect and where it would be sent. He acknowledged the need for security of the UK border, but also questioned whether the potential impact on trade had been fully considered, what it might mean for traffic congestion and the consequent loss of earnings of both industry and individuals.<sup>14</sup> He warned there might not be sufficient time to meet the Government’s timetable:

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<sup>6</sup> [The work of the Border Force](#), HC 502, Q 86, 22 July 2014

<sup>7</sup> [The work of the Border Force](#), HC 502, Q 66, 22 July 2014

<sup>8</sup> [The work of the Border Force](#), HC 502, Q 87, 22 July 2014

<sup>9</sup> Q 204

<sup>10</sup> Q 54

<sup>11</sup> Q 63

<sup>12</sup> Qq 56-57

<sup>13</sup> Q 63

<sup>14</sup> [Letter from Eurotunnel to Keith Vaz, 24 September 2014](#)

Given that we only have about five months to get these [exit] checks into place, to develop the systems, to procure the equipment, to train the staff, to organise the logistics of the exercise, a clear specification is something that we have asked for since the beginning, since the Act was passed.<sup>15</sup>

7. Mr Brokenshire said that the Home Office was working with Eurotunnel, and the port and ferry operators at Dover, to make sure exit checks would be in place by April 2015.<sup>16</sup> And Mr Keefe agreed that Eurotunnel was in discussions with the Home Office and Border Force to make sure that any exit checks were as suitable for purpose as possible, but as of November 2014, “we have some concerns that that is not the case yet”.<sup>17</sup>

8. Importantly, Eurotunnel were carrying out trials to test the systems to be introduced.<sup>18</sup> The ferry operators were also carrying out trials, testing various operating models to see how they work in different traffic streams: foot passengers, car passengers, coach passengers, and lorry traffic. Mr Reardon said:

The trials should complete in the next few days. The data from that will then go through a crunching exercise and conclusions will then be drawn from that. That will inform what can be done in Dover and, by extension, what can be done in other ferry ports as well.<sup>19</sup>

**9. The Committee has, in successive reports, highlighted the need for everyone who enters and leaves Britain to be counted in and counted out. This enables us to know accurately exactly who is in our country. We note that both the Minister and the Director General of Border Force have assured this Committee that 100% exit checks will be in place by 31st March 2015. We hope that they can deliver this, and expect them to inform the Committee urgently if this no longer looks likely, and in particular to update the Committee on this target before the last scheduled meeting of this Committee before dissolution.**

**10. It is very important that the system to carry out exit checks works efficiently, so that it can meet what are understood to be the aims of the policy, without introducing unnecessary queues and delays. Any queues that develop as a result will be highly visible and could have a serious negative impact on business, trade and tourism. Transport operators have voiced serious concerns of the opportunities such delays offer to illegal migrants to attempt to embark vehicles. The Committee has noted these concerns and has seen the situation for itself on a visit to Calais. We will be considering this matter in detail in our next report. We welcome the trials being carried out in Dover and Folkestone to ensure any system adopted has been tested as thoroughly as possible.**

**11. Exit checks will be carried out by the transport operators’ staff, not Border Force. However, those transport companies have, for some time, expressed serious doubts that**

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<sup>15</sup> Q 51

<sup>16</sup> Q 204

<sup>17</sup> Q 51

<sup>18</sup> Q 53

<sup>19</sup> Q 62

**the exit checks can be put in place according to the Government's timetable, which will require full exit checks by 1 April 2015. We share these concerns.**

**12. The Home Office was wrong to take so long to respond to the letter of 24 September 2014 sent to it by John Keefe of Eurotunnel which set out a number of concerns and action points. The Committee will require a detailed update from the Home Office by 31 January 2015 so that we can assess whether or not any further action should be taken.**

## 2 A single immigration target

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13. In the lead up to the 2010 General Election, Rt Hon David Cameron MP, then Leader of the Opposition, said “We would like to see net immigration in the tens of thousands rather than the hundreds of thousands”. The Prime Minister compared recent levels of migration to the lower levels seen in the 1990s.<sup>20</sup> The Coalition Agreement of 2010 included the following:

The Government believes that immigration has enriched our culture and strengthened our economy, but that it must be controlled so that people have confidence in the system. We also recognise that to ensure cohesion and protect our public services, we need to introduce a cap on immigration and reduce the number of non-EU immigrants.<sup>21</sup>

14. On 23 November 2010, Rt Hon Theresa May, Home Secretary, made a statement to the House on proposals to limit immigration, in which she said, “We aim to reduce net migration from the hundreds of thousands, back down to the tens of thousands.”<sup>22</sup> In April 2011, the Prime Minister said that he had:

Made a clear commitment to the British people that we would aim to reduce net migration to the levels we saw in the 1980s and 1990s. Now we are in government, we are on track to meet that aim.<sup>23</sup>

The reference to the target of reducing net migration from the hundreds of thousands to the tens of thousands has been repeated often, for example by James Brokenshire in his speech to Demos in March 2014,<sup>24</sup> and to this Committee on 1 April 2014.<sup>25</sup>

### *Progress in reducing net migration*

15. In 1997, net migration was 48,000. The chart below shows that net migration has not been below 140,000 in each year since. Reducing net migration is helped by increasing emigration. Emigration from the UK fell from its peak of 427,000 in 2008 to 321,000 in 2012, and has held steady at around 320,000 since. However, since 2012, immigration has increased each year, and in each quarter of 2014. In Q2 2014, net migration stood at 260,000.<sup>26</sup> The biggest annual fall in net migration since 1992 was 51,000 between 2010 and 2011. The next set of quarterly migration statistics, for Q4 2014, will be published at the end of March 2015, days before Parliament is dissolved.

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<sup>20</sup> [David Cameron: net immigration will be capped at tens of thousands](#), Daily Telegraph, 10 January 2010

<sup>21</sup> [Coalition Agreement, 2010](#)

<sup>22</sup> [HC Deb 23 November 2010, col 169](#).

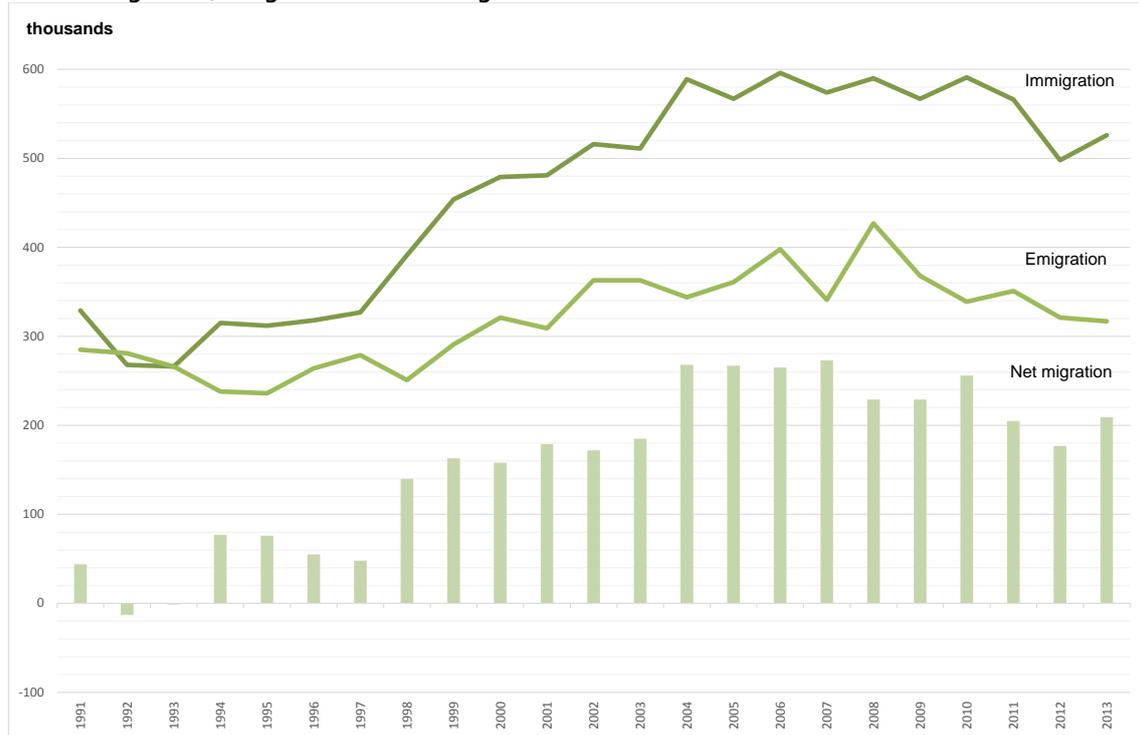
<sup>23</sup> <http://www.bbc.co.uk/news/uk-politics-13083781>

<sup>24</sup> [www.demos.co.uk/files/JamesBrokenshireSpeechtoDemos.pdf](http://www.demos.co.uk/files/JamesBrokenshireSpeechtoDemos.pdf)

<sup>25</sup> [The work of the Immigration Directorates \(October–December 2013\)](#), HC 1164 (2013–14), Q 64, 1 April 2014

<sup>26</sup> [ONS Migration Statistics, Quarterly Report, November 2014](#), 27 November 2014

## Total immigration, emigration and net migration since 1991



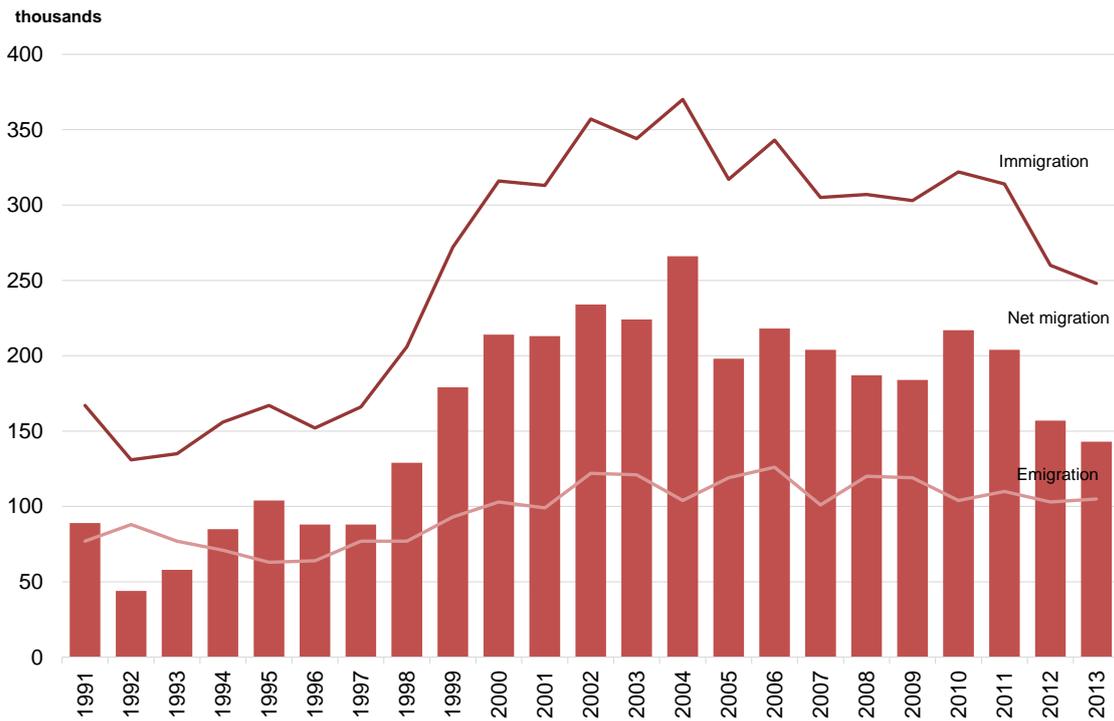
Source: ONS Long-Term International Migration estimates, [ONS Long-Term International Migration Estimates, 2 series \(LTIM calendar year\)](#)

16. When the Prime Minister spoke in April 2011, he pointed out that in the year up to June 2010, net migration from EU nationals was just 27,000, while net migration from nationals of countries outside the EU to the UK totalled 198,000. More than one million people had arrived in the UK after 2004 when the A8 countries joined, but the Prime Minister said transitional controls would be put in place for any new countries joining the EU. He said “When it comes to immigration to our country, it’s the numbers from outside the EU that really matter.”<sup>27</sup> The majority of the Government’s policies on reducing immigration have focussed on reducing the numbers coming from outside the EU: by being more selective about who comes on a work visa, by reducing the number of student visas, addressing family visas such as sham marriages, and by breaking the link between temporary visas for work or study and permanent settlement.<sup>28</sup> The two charts below show the different trends in non-EU migration and EU migration. The non-EU migration chart clearly shows the reduction in non-EU net migration since 2010, in fact non-EU immigration fell by about 78,000 between 2010 and 2013, and non-EU net migration has fallen by near one third.

<sup>27</sup> [In full: David Cameron immigration speech, 14 April 2011](#)

<sup>28</sup> [Theresa May speech on Immigration, 5 November 2010](#)

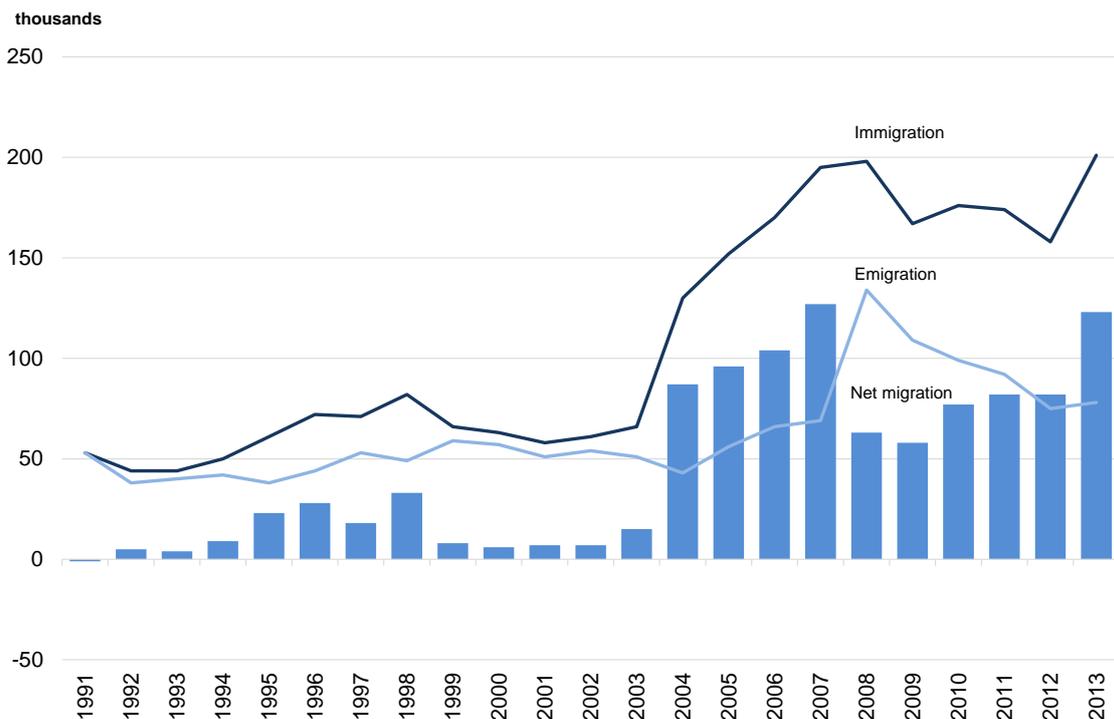
**Total immigration, emigration and net migration for non-EU migrants since 1991**



Source: [ONS Long-Term International Migration Estimates, 2 series \(LTIM calendar year\)](#)

17. The second chart show shows EU emigration falling after 2008, while EU immigration has levelled, dipped, and then, from 2012, increased. EU net migration has increased every year since 2009.

**Total immigration, emigration and net migration for EU migrants since 1991**



Source: [ONS Long-Term International Migration Estimates, 2 series \(LTIM calendar year\)](#)

18. The Government has accepted that reaching the target is becoming more difficult. By 18 November 2014, James Brokenshire described it as an “objective” that is “much more challenging”, because of the increase in net migration from the EU.<sup>29</sup> He confirmed that the Government’s focus “absolutely remains on reducing migration” to the level pre-1998.<sup>30</sup> On 10 November, the Home Secretary described the aim to reduce net migration to the tens of thousands as a “comment”.<sup>31</sup> By 23 November, the Home Secretary told the BBC it was “unlikely” that the target would be met.<sup>32</sup>

### ***The value of a single target for net migration***

19. There are lessons to be learned from the experience of setting a single target for net migration. The paper, *Cutting Net Migration to the Tens of Thousands: What exactly does that mean?*<sup>33</sup> from the Migration Research Unit at University College London, looked at the implication of managing migration through a single, numerical target and came to four conclusions:

- First, a focus on a single publicised target can become the priority over other considerations that could be argued are in the national interest, for example attracting post-graduate students who wish to study science, technology, engineering and maths.
- Second, net migration is only partly determined by the policies of the UK government. The economic performance of southern European countries such as Spain has an effect on the number of people in Spain who might immigrate to the UK, and on the number of people in the UK who might wish to emigrate to Spain.
- Third, government policies might have different and conflicting aims. For example, the NHS needs skilled staff but more people can add pressure on NHS services.
- Fourth, a single target figure conveys an image of immigrants as an undesirable mass to be reduced regardless of the consequences. It does not allow for the nuance of debate about costs and benefits of different migrant flows.

20. And a recent report by British Future, *How to talk about immigration?* said:

Trust is undermined when the government sets tough targets and fails to meet them. But that isn’t a reason to abandon targets altogether. Targets can increase trust if they set out what the government intends to do, offering a tangible measure by which it can be held to account by the public.

The report then sets out three tests that any target should meet in order to rebuild trust:

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<sup>29</sup> Q 105

<sup>30</sup> Q 107

<sup>31</sup> <http://www.bbc.co.uk/news/uk-politics-29991200>

<sup>32</sup> <http://www.bbc.co.uk/news/uk-politics-30167160>

<sup>33</sup> Professor Salt and Dr Dobson, Migration research Unit, UCL, [Cutting Net Migration to the Tens of Thousands: What exactly does that mean?](http://www.bbc.co.uk/news/uk-politics-29991200) November 2013

It should only focus on the migration that is within the government's power to control; it should be concerned with migration that is in our interest to control [...]; and it should be set at a level that can actually be met.<sup>34</sup>

**21. The Government made a clear commitment to reduce net migration from the hundreds of thousands to the tens of thousands. The Government has admitted it is unlikely that the target will be met before the General Election. We agree. The commitment did not make a distinction between EU and non-EU migration, nor allow for emigration falling. Ministers argued that the government did not anticipate either an increase in EU immigration or a fall in emigration. This is not a sufficient explanation for its failure to meet the target, but serves to highlight the difficulty in setting a single headline target that relied upon factors that could not be controlled. No Government of whatever political composition can control the number of people who voluntarily leave the country. This raises questions about future immigration policy. An arbitrary target set by ministers, however well intentioned, only serves to reduce public confidence in the ability of any Government to deliver a future pledge on immigration.**

**22. Rapid expansion of the country's total population can have far-reaching consequences, both positive and negative, across many aspects of national life. We believe that the Government should continue to be clear about its aspirations for a desirable level of net migration. However, a single figure target is too blunt an instrument for this purpose. The Government also needs to be clear about which factors are and are not within its control, and about which migration flows it wishes to contain, and which it wishes to encourage.**

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<sup>34</sup> [British Future, How to talk about immigration](#), 2014

## 3 Reports of the Independent Chief Inspector of Borders and Immigration

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23. The Independent Chief Inspector of Borders and Immigration is appointed by the Home Secretary to assess the efficiency and effectiveness of the UK's border and immigration functions. The Inspector carries out investigations, and produces reports which are placed before Parliament. Before 1 January 2014, the protocol for publication of his reports involved submitting the report to the Home Secretary and then for the Independent Chief Inspector to publish the report within thirty days. This agreement had worked for five years without difficulty. The Chief Inspector's reports are now submitted to the Home Secretary, then published at a time and date decided by the Home Office.

24. The Independent Chief Inspector was informed in September 2013 that the Home Office was seeking to change how his reports were published, to correct what had been a "misinterpretation" of section 50 of the UK Borders Act 2007.<sup>35</sup> The Independent Chief Inspector understood that section 50 applied to the annual report and to those pieces of work commissioned by the Home Secretary. From 1 January 2014, the Home Office would now interpret section 50 of the Border Act 2007 to apply to all the Independent Chief Inspector's reports. The Independent Chief Inspector has taken legal advice from Treasury Solicitors, who concluded that the Home Office's interpretation of section 50 was neither the obvious nor the only interpretation of the law.<sup>36</sup>

25. We raised this matter with John Vine, the current Independent Chief Inspector, in June 2014. He told us he was concerned because the time between his reports being submitted and being published was increasing, and the evidence he had gathered as part of his investigations was becoming dated and losing its relevance.<sup>37</sup> He had submitted one report in March that was eventually published nearly four months later, on 15 July.<sup>38</sup> In addition, the Home Office has started to publish the reports in batches, two on 19 June, three on 15 July and three on 23 October.

26. Mr Vine has supplied us with a table, included below, showing the date his reports have been submitted and the date of publication. Of all the reports submitted after 1 January, the number of days between submission and publication has exceeded 30 days, longer than when the Independent Chief Inspector published them himself. A report on Operation Nexus—an arrangement that facilitates closer working between immigration officials and police to identify foreign criminals—was finally published on 4 December, five months after it had been submitted to the Home Office.

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<sup>35</sup> <http://www.legislation.gov.uk/ukpga/2007/30/section/50>

<sup>36</sup> [Letter from John Vine to Margaret Hodge MP](#), 12 November 2014

<sup>37</sup> Q 123

<sup>38</sup> Home Affairs Committee, [The work of the Immigration Directorates \(October–December 2013\)](#), HC 237, Q 122, 24 June 2014

| <b>Reports submitted to the Home Secretary and published since January 2014</b> |                                   |                       |
|---|-----------------------------------|-----------------------|
| <b>Inspection</b>   | <b>Date Submitted to Home Sec</b> | <b>Date Published</b> |
| A Short Notice Inspection of Enforcement (Sham Marriage/Op Mellor)              | 17 December 2013                  | 23 January 2014       |
| An Inspection of Stansted Airport   | 20 December 2013                  | 23 January 2014       |
| A Short Notice Inspection of AD Letters   | 7 January 2014                    | 27 March 2014         |
| An Inspection of Travel Documentation   | 13 December 2013                  | 27 March 2014         |
| A Short Notice Inspection of Covert baggage searches                            | 7 February 2014                   | 3 April 2014          |
| Unannounced Inspection of Glasgow PEO   | 17 February 2014                  | 19 June 2014          |
| An Inspection of Asylum Support   | 26 March 2014                     | 15 July 2014          |
| Unannounced Inspection of Cardiff ASU   | 14 April 2014                     | 15 July 2014          |
| An Inspection of European Casework  | 7 May 2014                        | 19 June 2014          |
| An Inspection of Non-Suspensive Appeals   | 26 May 2014                       | 15 July 2014          |
| An Inspection of the intelligence Management System                             | 29 May 2014                       | 23 October 2014       |
| An Inspection of Op Nexus   | 26 June 2014                      | 4 December 2014       |
| Paris Visa Section  | 25 July 2014                      | 23 October 2014       |
| An Investigation of Asylum Claims Based on Sexual Orientation                   | 31 July 2014                      | 23 October 2014       |
| An Inspection of Nationality  | 1 September 2014                  | 11 December 2014      |
| Short Notice Queen's Warehouse  | 30 September 2014                 | 11 December 2014      |
| An Inspection of Overstayers  | 16 October 2014                   | 17 December 2014      |
| An Inspection of Interviewing   | 17 October 2014                   | 17 December 2014      |

27. When asked why this was happening, Mr Brokenshire said the Government had reasserted control of the publication process, to ensure compliance with the Borders Act 2007, and that:

Thus far this year we have seen the publication of 14 reports to date, which is more than we had during the course of last year. We have had 10 at this stage during the course of this year and seven of those have been published in fewer than eight weeks, but I do accept your premise on the need to improve the process on this and that is precisely what we are doing with the inspector and also, because it is the laying of written ministerial statement, that obviously has to be agreed through the No. 10 machinery as well.<sup>39</sup>

The Minister also made the point that the reports were “detailed and thorough” and that it was necessary for the Home Office to carry out “proper consideration” before deciding the “right response and necessary operational activity”.<sup>40</sup> The Home Office have, on occasion, redacted parts of the report, and we recognise that may require careful consideration.

28. However, for five years the Independent Chief Inspector submitted his reports to the Home Office and published them within a month without any problems. For five years, one month was sufficient for the Government to publish its responses to the Independent Chief Inspector’s reports on the same day as the reports themselves. It may be that the Government does have good reason for delaying the publication of the Independent Chief Inspector’s reports. If so, it should explain what those reasons are. **It is unacceptable for the Home Office to withhold from public view reports produced by the Independent Chief Inspector of Immigration and Borders for longer than one month without providing a good reason. Parliament and the public have a right to have access to this information in a timely manner after its compilation. After all, the Chief Inspector is supposed to be independent of Government, not answerable to it.**

29. **We note that, following pressure from this Committee, the Government has now published all the outstanding reports from the Independent Chief Inspector before the end of December 2014. In future, we should return to the system where reports were given to Parliament as soon as they are completed. We also recommend that the Government sign a protocol with the incoming Independent Chief Inspector, restating their intention to publish all reports within one calendar month of receipt. These delays are inexcusable because the reports expose faults in the system which must be rectified immediately. The longer it takes to publish these reports, the longer these errors and failings are going to continue within the Home Office.**

30. **John Vine will be retiring from his position as Independent Chief Inspector at the end of 2014. We would like to place on record our thanks to Mr Vine for the thoroughness of his work, the speed and efficiency at which he has carried it out, and his ability to discover information from within the Home Office that seems to have bypassed the entire management structure including the board of the Visas and Immigration Department. The fact that one individual working in a small team has managed to find so many errors begs the question of why there is not proper internal oversight. Mr Vine has done much to help focus attention on areas of the immigration and borders system, and contributed in many important ways to the scrutiny of the work of the Home Office. We wish him well in the future.**

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<sup>39</sup> Q 167

<sup>40</sup> Q 168

**31. Due to the nature of the Independent Chief Inspector's work, we consider that it is appropriate that this Committee conduct a pre-appointment hearing for his successor in the New Year, once the Home Secretary has identified a preferred candidate. This will ensure that Parliament is involved in the selection of a candidate who plays an important independent role and is not answerable to Government and would provide consistency with other Chief Inspectors, including those for Constabulary; the Crown Prosecution Service; Education, Children's Services and Skills; Prisons; and Probation.**

## 4 Foreign national offenders

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33. We have repeatedly asked the Home Office what they are doing to identify foreign national offenders (FNOs), arrange for them to be deported as soon as possible, and, in the event of the offender not being able to be deported on release from prison, that the Home Office keep track of them until they can be deported. The recent National Audit Office report on *Managing and removing foreign national offenders* said both the number of FNOs in UK prisons, and the number of FNOs deported, have not altered appreciably since 2006:

Over that period [since 2006], the number of foreign nationals in prison in the UK increased slightly (by 4%) from 10,231 to 10,649, despite a tenfold increase in the number of the Department's staff working on FNO casework. After an initial surge in the number removed from 2,856 in 2006-07 to 5,613 in 2008-09 [...], removal numbers have declined to 5,097 in 2013-14.<sup>41</sup>

34. With regard to identifying and preventing FNOs entering the country, the NAO found that the Government had done “relatively little” before December 2012, and that early identification of FNOs, and prevention measures, could have saved £70 million each year.<sup>42</sup>

35. The number of removals had increased from 4,722 in 2012-13 to 5,097 in 2013-14, and the time taken to deport FNOs has also reduced from 369 days on average in 2012-13 to 319 days in 2013-14. However, this could have been much better. The NAO estimated that about a third of the 1,453 failed removals in 2013-14 might have been avoided through better co-ordination between organisations and fewer administrative errors.

36. In response to the NAO's findings on removals, Mandie Campbell, Director General, Immigration Enforcement, said that removals had been made more difficult in the recent past because of a 28% increase in FNOs submitting appeals against removal.<sup>43</sup> To address this, she said the Immigration Act 2014 would reduce the scope for foreign national offenders to appeal their removal.<sup>44</sup> Furthermore, the Government has been trying to improve prisoner transfer agreements with other countries, including EU countries and 45% of those removed last year were EU citizens.<sup>45</sup> Three of the top four nationalities detained in prisons in England and Wales were nationals of Poland, Ireland or Romania.<sup>46</sup>

37. FNOs who are no longer in prison custody or immigration detention may remain liable to deportation from the UK. The Home Office has a team managing these FNOs until they are either granted permission to stay in the UK or leave the country. Over two-thirds of these FNOs living in the community were released from prison more than 2 years ago.<sup>47</sup> Some of the FNOs living in the community do abscond. In July 2009, an absconder tracing

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<sup>41</sup> [NAO, Managing and removing foreign national offenders](#), HC 441, 2014-15

<sup>42</sup> [NAO, Managing and removing foreign national offenders](#), HC 441, 2014-15, paras 2.7–2.10

<sup>43</sup> Q 162

<sup>44</sup> Q 162

<sup>45</sup> Q 165. See also Q 44, Liaison Committee, Oral evidence: [Evidence from the Prime Minister, Tuesday 13 May 2014](#)

<sup>46</sup> [NAO, Managing and removing foreign national offenders](#), HC 441, 2014-15, Figure 1

<sup>47</sup> [NAO, Managing and removing foreign national offenders](#), HC 441, para 3.24

team was set up and has had 1,280 cases referred to it.<sup>48</sup> Of these 1,280 cases, 425 have been traced. The absconder tracing team has also located 654 individuals who absconded before 2009.<sup>49</sup> Over 46% of the traced absconders have been removed, 19% granted a right to remain, 30% are still being case worked, and 5% have absconded again.<sup>50</sup>

38. There are a number of FNOs released without consideration for deportation. The NAO report noted that the Home Office did not know the number of FNOs released without consideration between July 2006 and January 2009. There are incomplete records. The Home Office initially told the NAO that number of FNOs released from prison without consideration for deportation since 2006 was 263.<sup>51</sup> The NAO said that figure did not tally with the figure given to this Committee, which would be either 118 or 123 depending on definitions and possible duplications. Home Office checking of the data revealed that figure should be 151.<sup>52</sup>

**39. In successive reports, the Committee has highlighted the failure of successive Governments to deal with problem of FNOs. The public simply cannot understand why people convicted of a criminal offence in our country who are of different nationality are either still in the UK in prison and have not been sent back to their home country, or are at large in the community.**

**40. We know that the Prime Minister and the Home Secretary have, in the past, expressed exasperation over this situation, however, unlike this Committee, they can take action to do something about it.**

**41. The Home Office needs to implement, in full, the recommendations of the NAO, in particular to inform each department or agency as to what it is delivering on the cross party Action Plan on Foreign National Offenders.**

**42. The continued poor record keeping is inexcusable. The NAO report highlighted the importance of transparency to Parliament, and the need for the department to report its progress on FNOs accurately and fully. We agree. The Home Office must be able to provide accurate data to this Committee. Failure to do so will leave Ministers and officials open to accusation that they have been either deliberately or inadvertently misleading Parliament, a serious charge that previously led to the resignation of a Home Secretary on this very issue.**

**43. In previous reports, we have recommended that information on nationality is provided at sentencing and that passports are seized at that stage, and only returned once the foreign national offender is ready to leave the country. Greater cooperation and communication is needed between the courts and prison service and the Home Office in order to achieve this. We recommend that the Lord Chancellor and the Home Secretary meet on a monthly basis to review progress, specifically on the matter of FNOs.**

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<sup>48</sup> [Letter from Mandie Campbell, 26 November 2014](#), see also Q 155

<sup>49</sup> Q 155. This figure includes some individuals who have absconded more than once, so the number of referrals to the tracing team is 1,280, the number of referrals closed is 1,148, and the number of individuals traced is 1,079.

<sup>50</sup> [Letter from Mandie Campbell, 26 November 2014](#)

<sup>51</sup> Q 148

<sup>52</sup> Q 149

**44. There is no point in Parliament passing laws if they are not enforced and at present we do not consider that Immigration Enforcement is doing its work effectively enough.**

## 5 Key indicators of the Immigration Directorate's performance

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45. The Committee assesses the Home Office's report on a quarterly basis against a number of indicators covering the major aspects of its work. This chapter looks at Quarter 1 2014. The chapter is split into two sections, reflecting how the work is divided in the Home Office.

46. Part one covers the work of UK Visas and Immigration:

- Visa applications
- Sponsors and licensing
- New asylum and immigration cases
- Asylum and immigration caseload
- Appeals and tribunals performance
- Lost documents
- MPs' correspondence
- Staff numbers and remuneration

Part two covers the work of Immigration Enforcement

- The Migration Refusal Pool
- Intelligence
- Enforcement action
- Foreign national offenders
- Immigration detention

These lists are not definitive and the Committee may decide to add further indicators.

## 6 UK Visas and Immigration

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### Service standards

47. In January 2014, Mark Harper MP, the then Minister for Immigration, wrote to the Committee to explain that UK Visas and Immigration (UKVI) would be publishing its performance against service standards that would apply for applications received from 1 January 2014. He said that this was part of UKVI adopting a clear customer focus:

This is about encouraging business and genuine visitors to come here in the knowledge that UKVI is working to serve their needs. To offer this certainty to customers, UKVI will move to a more transparent set of standards.<sup>53</sup>

48. Immigration data for Q1 2014, published in May 2014, included performance reports against the old service standards going back over the last four years.<sup>54</sup> The standards are given by type of application.<sup>55</sup> In addition to the old service standards it also contained a table giving the service standards as they would apply to 2013-14.<sup>56</sup> On 22 July 2014, the NAO report on the *Reforming the UK border and immigration system* listed “selected UK visas and immigration service standards” that would apply for 2013-14.<sup>57</sup> These differed slightly from those given to us in the Q1 2014 data. When the Committee received the data for Q2 2014, we received a third version of the service standards as they applied to 2013-14. For example, the proposed service standard as it applied for applications in 2013-14 in the Q1 data was 85% in four weeks, in the NAO report it was 85% in eight weeks, and in the Q2 2014 data it was an unspecified percentage in eight weeks.

49. We recognise that applications received and concluded before 31 December 2013 will be assessed according to the old service standards. We recognise that applications made in December 2013 but concluded after 1 January 2014 will be assessed according to the old service standards. Only cases raised on or after 1 January 2014 will be assessed according to the new service standards. This makes comparisons difficult.<sup>58</sup>

50. Sarah Rapson, Director General of the UK Visas & Immigration Directorate, said the old service standards were not particularly helpful:

One of the service standards had something like 65% of people get a decision in a particular amount of time and I took the view very strongly that meant that you did not know whether you were going to be in the 65% or in the 35%.

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<sup>53</sup> [Letter from Mark Harper MP, Minister of State for Immigration](#), to the Chair of the Committee, 13 January 2014

<sup>54</sup> [Transparency Data](#) and [Additional data on the borders and immigration system](#) on [www.gov.uk](http://www.gov.uk)

<sup>55</sup> Family, visitors, employment, study, permanent residence, European casework, British citizenship, sponsor licencing, non-settlement visas and settlement visas.

<sup>56</sup> [Home Office Quarterly data - Migration service standards 2014 Q1](#), p7

<sup>57</sup> NAO Report, [Reforming the UK border and immigration system](#), HC 445, Figure 4

<sup>58</sup> Q1 2014, Footnote 5 “A new service standard was implemented on 01 January 2014. This new standard applies to cases raised after 31 December 2013. The new service standards will be reported in Quarter 2, 2014. Data reported for quarter 1 of 2014 reflects cases to which the old service standard applies, and excludes cases with a raised date after 01 January 2014. Quarter 1 of 2014 data on the number of cases decided should not therefore be compared with data from previous quarters as the quarter 1 data does not include all cases decided.”

She said standards were changed so that they give a more transparent perspective, and so anyone who makes a straightforward application will get a decision in a particular amount of time.<sup>59</sup> And when asked why the standards for 2013-14 appeared to have changed three times since the letter from Mr Harper, Ms Rapson said:

There is a good reason for that, which is that some of the service standards, particularly in permanent migration, are six months and so we have yet to report on the beginning of March plus six months, which would take you to September. In our next set of data you will get the Q2 numbers.<sup>60</sup>

The next set of data, for Q3 2014, would enable enough time to have passed for the applications for permanent migration to be assessed according to the service standard—currently 99% in six months.<sup>61</sup>

51. Sarah Rapson explained that UKVI had decided on the new service standards in temporary and permanent migration, in consultation with customer groups and interested parties.<sup>62</sup> Furthermore, she said the timescales could be reviewed: “we will run this for a period and then we may want to look at whether some of these timings are appropriate or not. [...] Our intention was always to go back to that once we had got this system working properly.”

**52. This Committee has in the past expressed concern about the way in which internal service standards operate. We understand that there is a difference between the service standards for applications submitted before 1 January 2014 and those submitted after that date. However, we have seen three different versions of what service standards apply to applications made after 1 January 2014. Changing service standards without consultation or explanation is like moving the goal posts once the game has started, and brings more uncertainty into a system that already, for many, is incredibly complex, Kafkaesque and slow. We recommend that the UKVI send us a single, definitive copy of the service standards for applications submitted after 1 January 2014 by 31 December 2014. We also recommend that in future, whenever service standards are reviewed and changed, that this Committee be notified in a letter from the head of UKVI.**

### ***Straightforward and non-straightforward***

53. Not all applications to UKVI are covered by these service standards. There is a distinction between “straightforward” cases, where the standards apply, and “non-straightforward” cases, where the service standards do not apply. The Q1 data explained the classification of cases as:

Straightforward cases are non-complex cases where the customer has been compliant and met all of their obligations.

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<sup>59</sup> Q 183

<sup>60</sup> Q 185

<sup>61</sup> Qq 186-187

<sup>62</sup> [The work of the Immigration Directorates \(Q1 2014\)](#), HC 501, 22 July 2014, Q 22

Non-straightforward cases are more complex cases, for example Human Right Claims. In this type of case the department informs the customer of their non-straightforward status and where appropriate takes additional steps such as gaining additional information from the customer, interviewing the customer or undertaking additional checks.<sup>63</sup>

54. It is not clear if this means that a complex case is automatically a non-straightforward case, which is relevant as in his January letter Mr Harper told us that the Home Office would “report quarterly on UKVI performance against all application types including complex cases so that there is transparency on performance.”<sup>64</sup> Sarah Rapson said that UKVI do monitor the proportion of straightforward and non-straightforward cases.<sup>65</sup> A large proportion of non-straightforward cases outside service standards would be a concern, because it would leave UKVI open to the suggestion that it was deliberately categorising difficult cases to be outside service standards.

55. There are further factors that appear to affect if a case is outside service standards. In cases where the Home Office has informed the applicant that they have not provided the correct information, and the Home Office is awaiting that information, then the case is declared ‘blocked’ during this time, and the clock stops with regard to service standards. Once the reason for the case being blocked has been removed, the case becomes ‘workable’ again.<sup>66</sup> Only when workable cases have not been concluded within the required standard will the Home Office consider them part of a ‘backlog’, and only within the last year did the Home Office even know how old many of these cases were. Sarah Rapson had previously described it as “just a great big number and we did not know what was within the service standard and what was genuinely backlog.”<sup>67</sup> As of 30 March 2014, the Home Office considered there to be “no such backlog cases.”<sup>68</sup>

**56. We recommend that the Home Office publish the method by which it is assessing the performance of UKVI in dealing with those cases that fall outside the service standards.**

**57. We recommend by the 1 January 2015, the Home Office produces a flow chart that illustrates how an application makes progress through the system, showing the possible routes, and the implications of an application being either straightforward or non-straightforward, but also complex or non-complex, and if workable or blocked. The Home Office should send a copy to this Committee and to all Members of Parliament. It should also place a copy on the Home Office website so the public can understand it.**

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<sup>63</sup> [Additional data on the borders and immigration system](#)

<sup>64</sup> [Letter from Mark Harper MP, Minister of State for Immigration](#), to the Chair of the Committee, 13 January 2014

<sup>65</sup> Q 189

<sup>66</sup> Further information on categorisation of cases at [Additional data on the borders and immigration system](#), p8

<sup>67</sup> [The work of the Immigration Directorates \(Q1 2014\)](#), HC 501, 22 July 2014, Q 22

<sup>68</sup> [Additional data on the borders and immigration system](#) Q1 2014, page 8-9

## Backlogs

58. The Committee has regularly published a list of backlogs on a quarterly basis.<sup>69</sup> These include:

- the live immigration cohort,
- the live asylum cohort,
- the number of FNOs living in the community,
- the migration refusal pool,
- the number of cases not yet loaded onto the Casework Information Database (CID), and
- the temporary and permanent migration pool.

The NAO calculated the current backlog as of Q1 2014 to be 301,000. Sarah Rapson took issue with the word ‘backlog’ and disputed the usefulness of a single sum total and that: “adding all that together really gives you a sense of the work in the system in that way”.<sup>70</sup> The Minister said it was more useful to look at the different components that make up the backlogs and the work UKVI has done to try and work through some of the more historical cases.<sup>71</sup> One of the biggest backlogs is the temporary and permanent migration pool. This has decreased from 176,500 in Q1 2013 to 88,300 in Q4 2013, and carried on falling until Q2 2014 when it went up to 96,000. Sarah Rapson explained why it had gone back up:

There are a couple of reasons for that. First, we have included in there for the first time 6,000 dependent applications, which we were not previously counting. In the interests of being fulsome and transparent about the work, we have put some additional cases into that pot.<sup>72</sup>

59. The second reason was that UKVI lent some case-working staff to Her Majesty’s Passport Office to help with their backlog. She also felt that many of these cases would be straightforward cases,<sup>73</sup> and that according to the UKVI definitions, they would not be backlogs, but cases in the system, and the Home Office consider only those cases that are workable but outside service standards as backlogs.<sup>74</sup> **Backlogs of cases have become a feature of application and visa work at the Home Office. We do not believe that the Home Office has explained adequately why there is a backlog in straightforward cases.**

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<sup>69</sup> Home Affairs Committee, Third Report of Session 2014-15, [The work of the Immigration Directorates \(October–December 2013\)](#), HC 237; Home Affairs Committee, Eighth Report of Session 2013-14, [The work of the UK Border Agency \(January–March 2013\)](#), HC 616; Home Affairs Committee, Fifteenth Report of Session 2013-14, [The work of the Immigration Directorates \(April–September 2013\)](#), HC 820

<sup>70</sup> [The work of the Immigration Directorates \(Q1 2014\)](#), HC 501, 22 July 2014, Q 23

<sup>71</sup> Q 179

<sup>72</sup> Q 175

<sup>73</sup> Q 175

<sup>74</sup> [The work of the Immigration Directorates \(Q1 2014\)](#), HC 501, 22 July 2014, Q 21

60. The Home Office is attempting to reduce all these backlogs at the same time as the Home Office budget is being further constrained.<sup>75</sup> UKVI were on budget in 2013-14 because of increased income cancelling out £6 million of over-expenditure. The NAO said the Department faced “a tough challenge” to improve performance in the face of further budget cuts next year.<sup>76</sup> **The Home Office needs to find a sustainable solution to the problem of providing a consistent level of service within the context of diminishing resources. Caseworker staff being moved to address a backlog building up in the Passport Agency during the summer, which contributed to a rise in the temporary and permanent migration pool, is a good example of a short term solution to the latest area of concern that does not deal with the enduring problem. However, removal of staff from one area of the Home Office to another should not result in further backlogs being created.**

### Asylum service standards

61. In his January letter explaining the new service standards, Mark Harper said that service standards for asylum applications were under review, and would be “published in due course.”<sup>77</sup> In November, James Brokenshire said that the Department was working on the backlogs in asylum, in an effort to bring asylum claims within service requirements by April 2015.<sup>78</sup>

62. There are a considerable number of old asylum cases waiting for a decision. When UKVI was created there were 41,000 pre-2007 asylum and migration cases, now being addressed by the Older Live Cases Unit. We have been told in the past that once the backlog is cleared, then staff can be moved to address the current cases and decisions will be made within a more reasonable length of time.<sup>79</sup> Sarah Rapson said that all of these would receive a decision “by the end of this calendar year and we are on track to do that.”<sup>80</sup> In Q2 2014 there were still 23,974 asylum claims in the Live Asylum Cohort—persons with an older asylum case, with an application pre-dating 5 March 2007.<sup>81</sup>

63. UKVI do produce statistics on the number of asylum applications that receive an initial decision within 30 days, and how many are concluded within 6 months, within 12 months, and within 36 months. We know that in Q1 2014, 40% of cases had waited more than 6 months for an initial decision, and in Q2 2014, this had increased to 47% of cases had waited more than 6 months for an initial decision. The next step would be to decide what level of success is an acceptable service standard.

**64. We welcome the move to establish service standards for asylum claims. However, we do not know what these service standards are or when they will be introduced and we**

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<sup>75</sup> Q 25

<sup>76</sup> NAO Report, [Reforming the UK border and immigration system](#), July 2014

<sup>77</sup> [Letter from Mark Harper MP, Minister of State for Immigration](#), to the Chair of the Committee, 13 January 2014

<sup>78</sup> Q 37

<sup>79</sup> Home Affairs Committee, [The work of the Immigration Directorates \(October-December 2013\)](#), HC 237, paras 44-47

<sup>80</sup> Qq 181-182

<sup>81</sup> [Asylum Transparency Data](#), Table OLCU\_1

**recommend that the Home Office does so immediately to bring certainty into the asylum system.**

**65. We consider it entirely unacceptable that almost half of asylum applicants do not receive even an initial decision within 6 months. This is a very long time period for people to have to wait for a first response. We further recommend that the Home Office publish the method by which it intends to assess the performance of UKVI in dealing with the asylum cases that fall outside the service standards.**

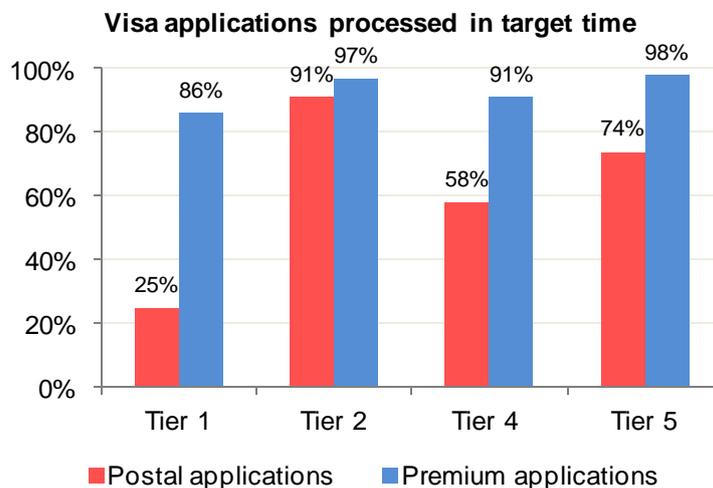
## Visa applications

### Visas issued

66. The UK point based system provides for visas in separate categories: Tier 1 is for “high value” individuals. Tier 2 is for skilled workers from outside the EU with a skilled job offer (Tier 2 is subject to an annual upper cap of 20,700). Tier 4 is for students and Tier 5 is for people whose reason to work in the UK is temporary and not for work reasons, e.g. artists. The service standard target for in-country postal visa applications is 90% in four weeks. The service standard target for premium visa applications is 90% in 24 hours.

#### In country processing – worse performance

The chart below shows the proportion of in country visas applications process within target by Tier for postal and premium applications in Q1 2014.



- Performance on postal applications is below target for Tiers 1, 4 and 5 in Q1 2014. Performance on premiums applications for Tier 1 is also below target.

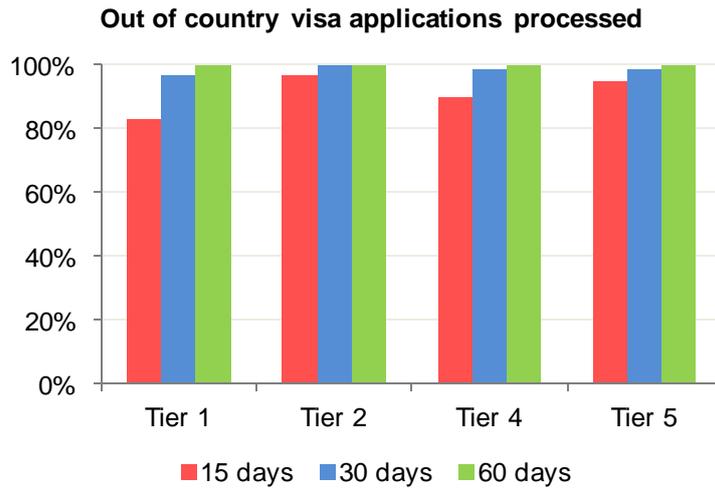
The Home Office has changed the format in which the data for in country visa applications is provided. As a result, we do not have data setting out the performance on postal applications nor premium applications for Tiers 1, 4 and 5 in Q2 2014.

#### Work in progress – improved performance

- In Q1 2014, there were 88,364 in country visa applications which were work in progress of which 3% were un-input cases. This is a decrease from Q4 2013 when there were 113,243 in country visa applications which were work in progress, of which 22% were un-input cases.
- In Q2 2014, there were 96,450 in country visa applications which were work in progress of which 3% were un-input cases.

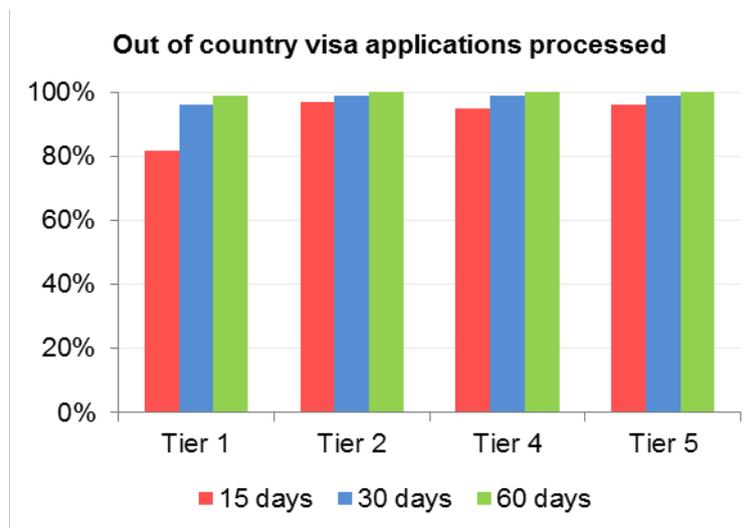
#### Out of country processing – worse performance

The chart below shows out of country visa applications processed within 15, 30 and 60 days by Tier in Q1 2014.



- There are 56,120 out of country visas applications that are work in progress in Q1 2014. This is a decrease from 58,919 in the previous quarter.

The chart below shows out of country visa applications processed within 15, 30 and 60 days by Tier in Q2 2014.



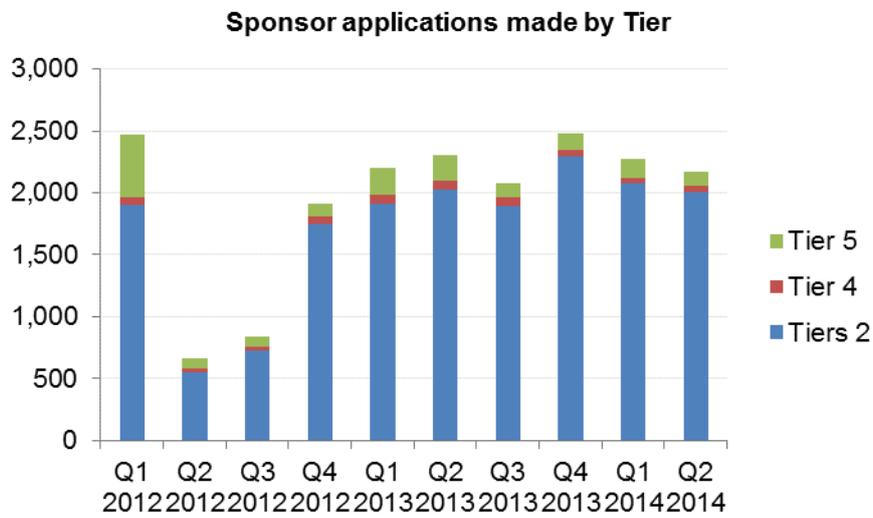
- There are 91,434 out of country visas applications that are work in progress in Q2 2014. This is an increase from 56,120 in the previous quarter.

### Sponsors and licensing

67. Applications under Tier 2, Tier 4 and Tier 5 require a sponsoring body. Under Tier 2 and Tier 5 (Temporary workers) the sponsor must be an employer based in the UK. Under Tier 4, the sponsor must be an education provider. Such organisations have to apply to UKVI to get sponsor status.

## Applications

The chart below shows sponsor application made by Tier.



- In Q1 2014 2,075 applications were made in Tier 2, 44 applications were made in Tier 4 and 156 applications were made in Tier 5.
- In Q2 2014 2,007 applications were made in Tier 2, 49 applications were made in Tier 4 and 117 applications were made in Tier 5.

### Sponsor application processing - improved performance

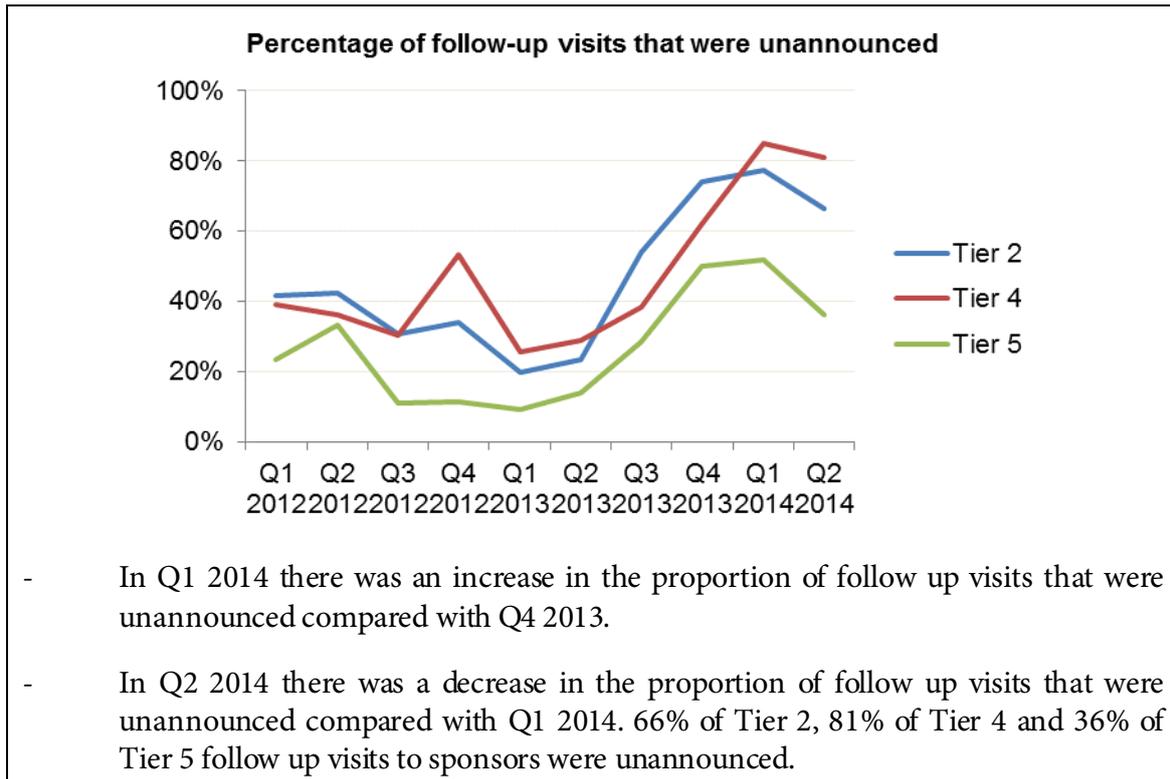
- UKVI are processing sponsor applications faster. In Q4 2013, it took an average of 20 days to process, in Q1 2014 it took an average of 19 days, and in Q2 2014 it took an average of 14 days

### Follow up visits – worse performance

- In Q1 2014, 1,422 follow up visits were made to visa sponsors in Tiers 2, 4 and 5. This is a decrease from 1,536 in the previous quarter.
- In Q2 2014, 1,045 follow up visits were made to visa sponsors in Tiers 2, 4 and 5.

### Unannounced visits – worse performance

The chart below shows the proportion of follow up visits to visa sponsors that were unannounced.



### New asylum cases

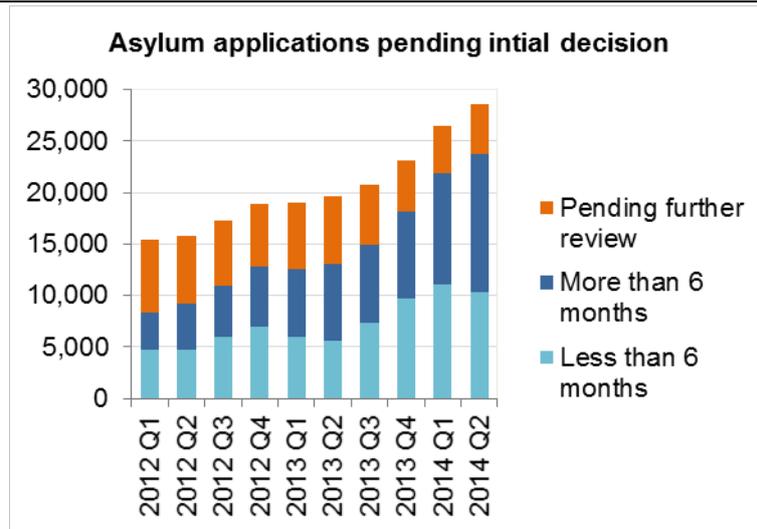
68. The text box below shows the Home Office’s performance in processing new asylum applications.

#### Applications

- 7,479 applications were made for asylum (main applicant and dependents) in Q1 2014.
- 3,622 initial decisions were made in Q1 2014, a fall from 3,964 initial decisions in the previous quarter. 36% of the initial decisions were grants (some of these decisions may related to applications made in previous quarters).
- 6,885 applications were made for asylum (main applicant and dependents) in Q2 2014.
- 4,740 initial decisions were made in Q2 2014, a rise from the previous quarter. 39% of the initial decisions were grants (some of these decisions may related to applications made in previous quarters).

#### Asylum applications pending initial decision - worse performance

- The chart below shows that 26,480 asylum applications were pending an initial decision in Q1 2014, up from 23,070 in the previous quarter.
- In Q2 2014, 28,525 asylum applications were pending an initial decision.



**Asylum applications pending initial decision for more than 6 months – worse performance**

- There has been a rise in the proportion of cases waiting more than 6 months for an initial decision. In Q1 2014, 40% of cases had waited more than 6 months.
- In Q2 2014, 47% of cases had waited more than 6 months for an initial decision.

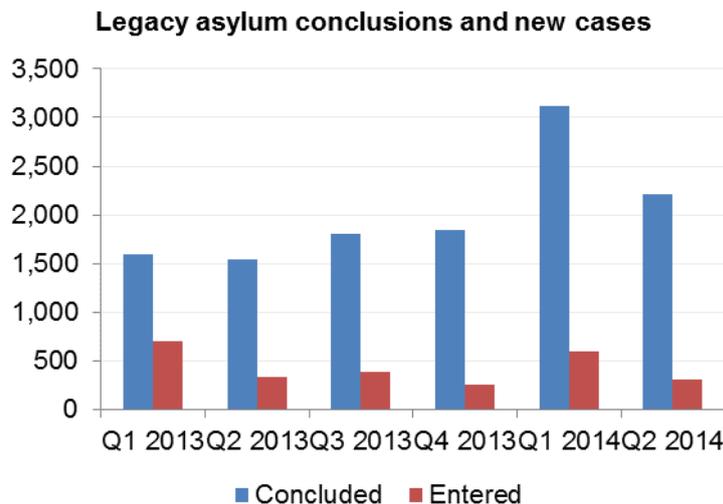
## Asylum and immigration caseload

69. Legacy cases and the Older Live Cases Unit. The OLCU, formerly the Case Assurance and Audit Unit (CAAU). The CAAU inherited 124,000 archive cases in March 2011, cases that the Case Resolution Directorate (CRD) could not trace before closing. The 124,000 cases included 98,000 asylum cases—where the claim had been made before 5 March 2007; and 26,000 older immigration cases where the CRD had been unable to locate the applicant. Legacy cases are concluded by granting leave, removing individuals from the country or by cleansing clear data errors and duplicates.

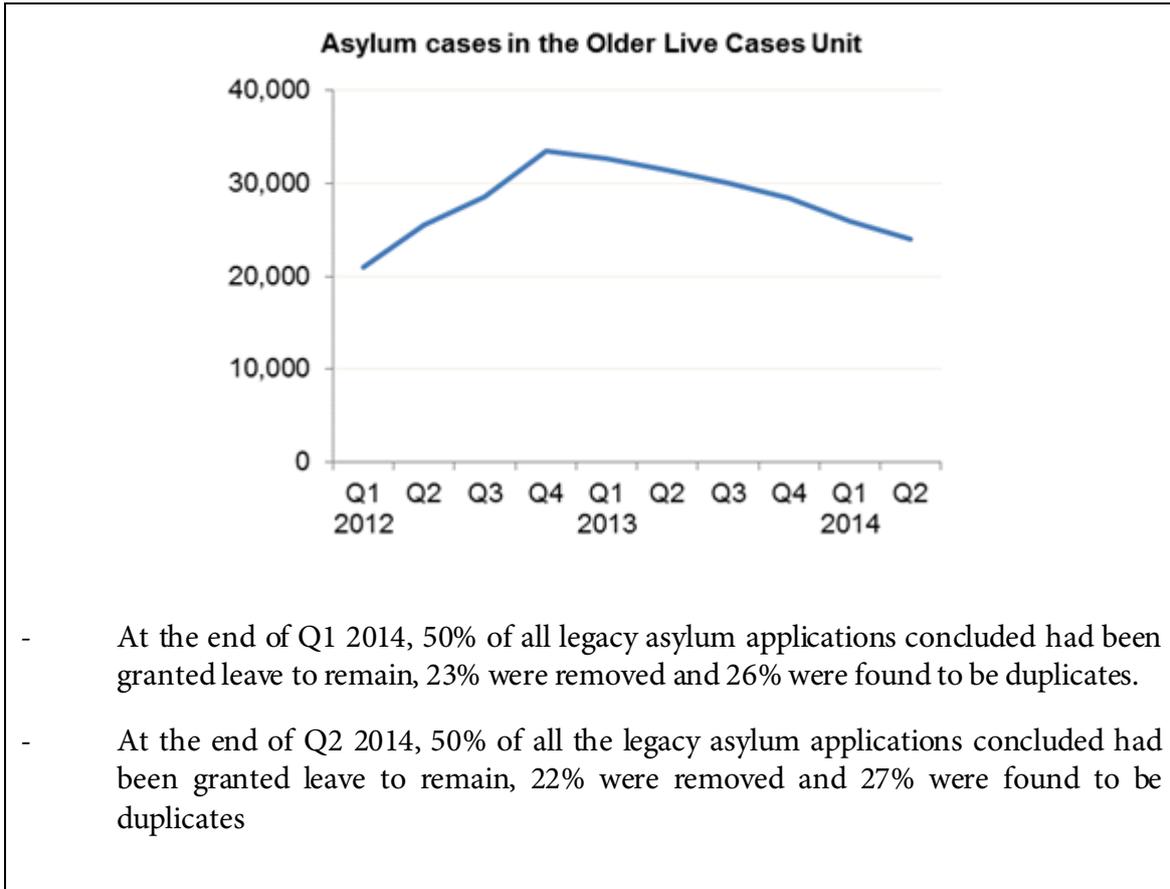
### Asylum

#### Asylum cases concluded – improved performance

- The chart below shows that in Q1 2014 3,112 legacy asylum cases were concluded, up from 1,846 in the previous quarter.
- In Q2 2014, 2,206 legacy asylum cases were concluded



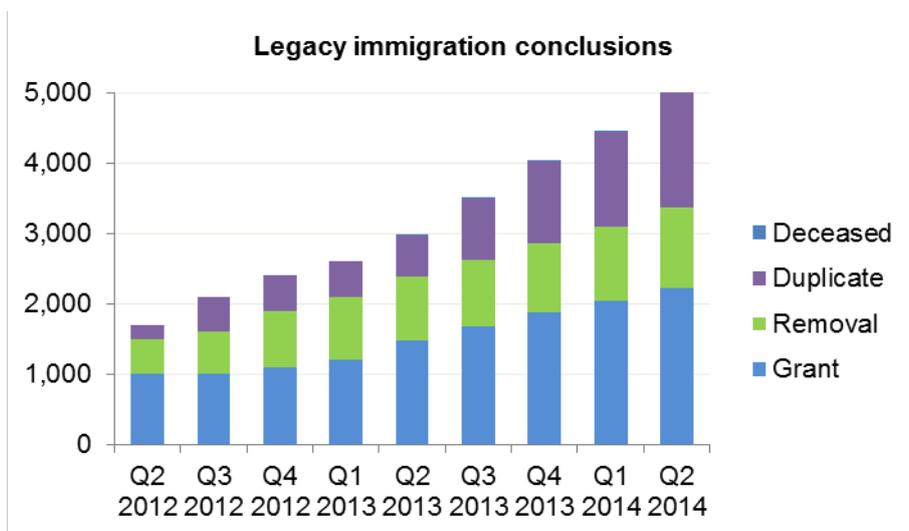
The chart below shows the total number of asylum cases in the Older Live Cases Unit has continued to fall since Q4 2012.



**Immigration**

**Legacy immigration conclusions - improved performance**

The chart below shows the number of legacy immigration applications concluded since Q2 2012.



- 4,463 legacy immigration applications were concluded in Q1 2014, up from 4,045 in the previous quarter.

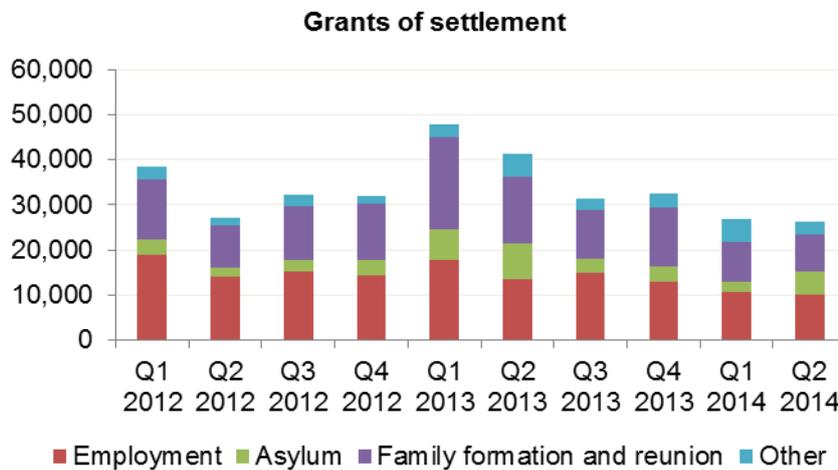
- 5,243 legacy immigration applications were concluded in Q2 2014.
- At the end of Q2 2014, 46% of all legacy immigration applications concluded had been granted leave to remain and 24% of applications were removed. 30% were found to be duplicates.

### New asylum and immigration cases

70. The text box below shows the Home Office’s performance in processing grants of settlement.

#### Grants of settlement

The chart below shows grants of settlement by category.



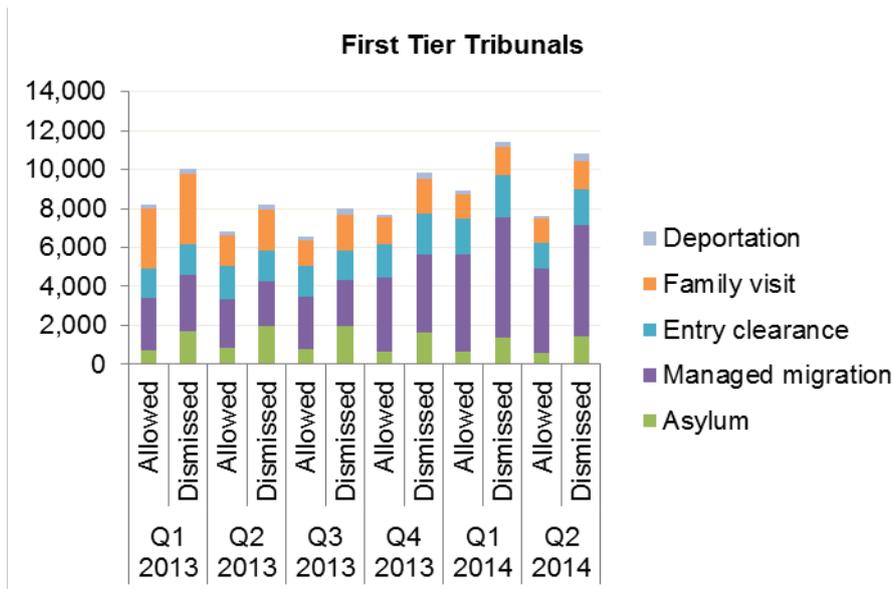
- There were 26,854 grants for settlement in Q1 2014, 39% of which were for employment, 33% for family formation and reunion, 9% for asylum and 19% for other reasons.
- There were 26,356 grants for settlement in Q2 2014, 38% of which were for employment, 32% for family formation and reunion, 19% for asylum and 11% for other reasons.

## Appeals and tribunals performance

71. The text box below shows the Home Office’s performance in the First Tier Tribunal.

### *First Tier Tribunal (immigration and asylum chamber)*

The chart below shows First Tier Tribunal disposals that were determined.



- 20,350 First Tier Tribunal disposals were determined in Q1 2014. 44% of appeals were allowed, the same as the previous quarter.
- The proportion of successful asylum appeals at First Tier Tribunal was 31%, up from 29% in the previous quarter.
- 18,429 First Tier Tribunal disposals were determined in Q2 2014. 41% of appeals were allowed.
- 30% of asylum appeals in Q2 2014 at First Tier Tribunal were successful.

### **Bundling performance - improved performance**

- In Q1 2014, the Home Office got 67% of bundles to court five days in advance of the appeal hearing, up from 66% in the previous quarter.
- In Q2 2014, the Home Office got 73% of bundles to court five days in advance of the appeal hearing.

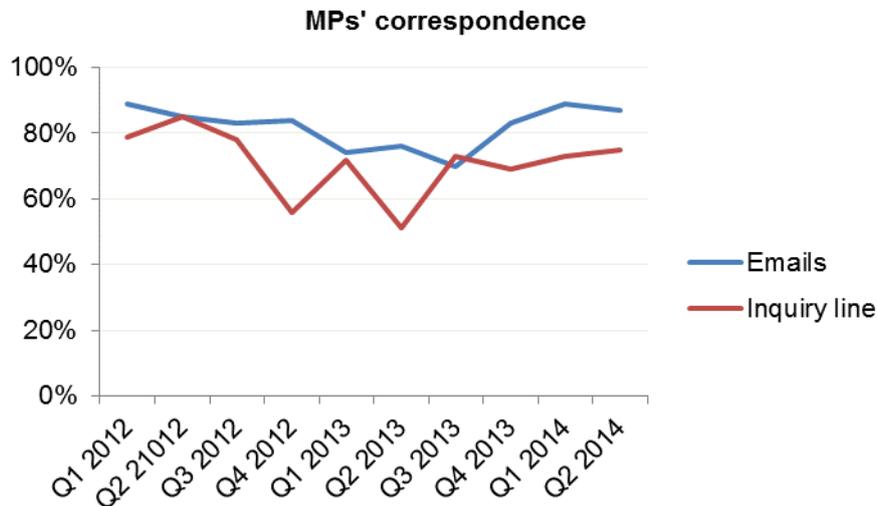
### **Representation rates**

- In Q1 2014 the Home Office achieved a 99% representation rate at First Tier Tribunal, the same rate as in the previous quarter.
- In Q2 2014 the Home Office achieved a 99% representation rate at First Tier Tribunal.

## MPs' correspondence

72. The text box below shows the Home Office's performance in responding to correspondence from MPs.

The chart below shows the proportion of MPs' emails and enquiries made via the MPs inquiry line responded to in target time.



### Response to emails - improved performance

The Home Office aims to respond to 95% of emails within 20 days.

- 89% of emails were responded to within 20 working days in Q1 2014, an increase from 83% in the previous quarter.
- In Q2 2014, 87% of emails were responded to within 20 working days

### Response to MPs' inquiry line - improved performance

The Home Office aims to resolve 90% of queries via the MPs' inquiry line within 10 working days.

- In Q1 2014, 73% of queries were resolved in 10 working days, up from 69% in the previous quarter.
- In Q2 2014, 75% of queries were resolved in 10 working days.

## Staff numbers

73. The text box below shows the number of full-time equivalent staff working in UK Visas and Immigration and Immigration Enforcement.

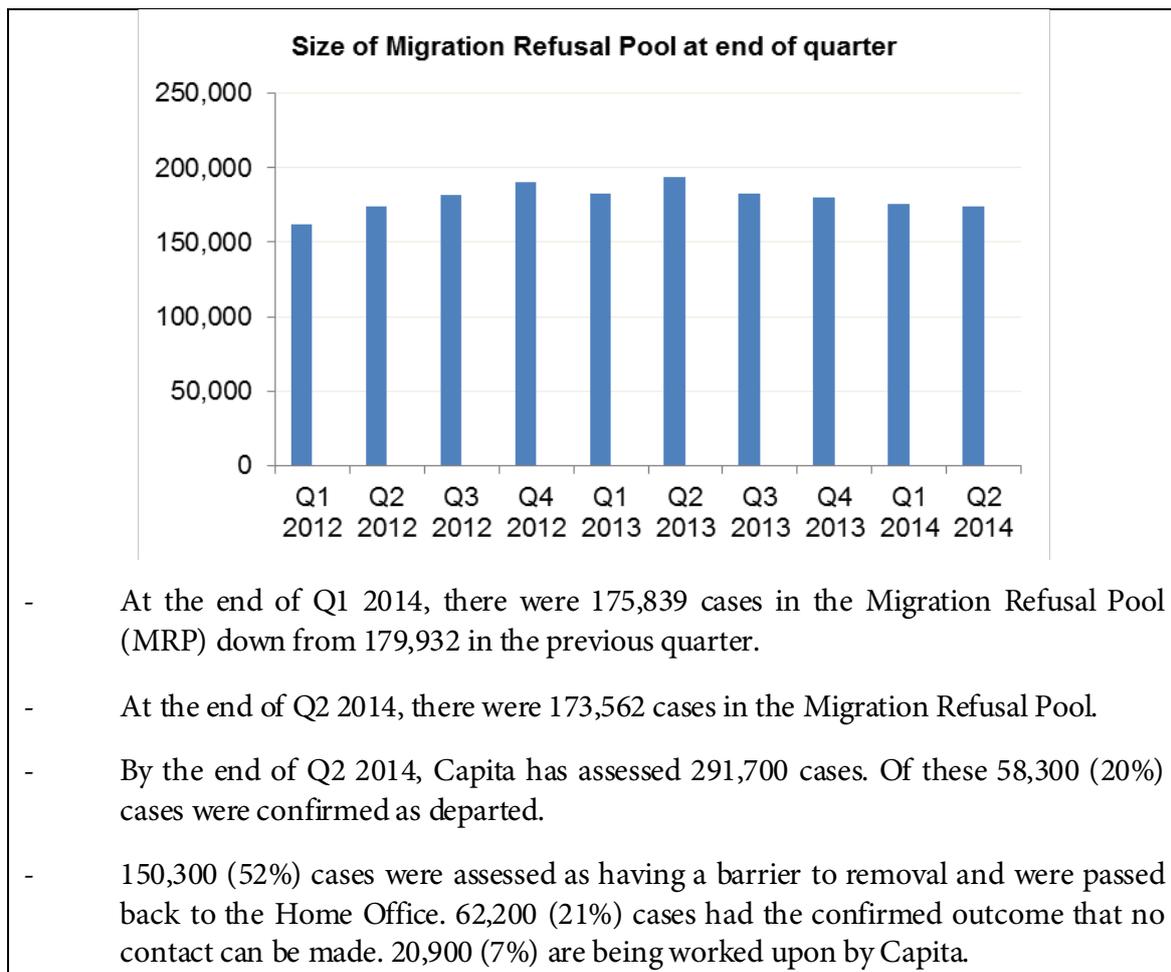
### UKVI and Immigration enforcement staffing

- In Q1 2014, there were 11,798 full-time equivalent staff working in UK Visas and Immigration and Immigration Enforcement, down from 11,916 in the previous quarter. 12% of staff were agency staff.
  - In Q2 2014, there were 11,905 full time equivalent staff working in UK Visas and Immigration and Immigration Enforcement. 11% of staff were agency staff.
-

## 7 Immigration Enforcement

### The Migration Refusal Pool

74. The Migration Refusal Pool has been in existence from 2008 and is a count of records of refusal of leave where the Agency lacks evidence that the individual concerned has departed from the UK or obtained a separate grant of leave. Records enter the Migration Refusal Pool as applications are refused or leave expires and leave the pool as people leave the UK, either forcibly or voluntarily, are granted leave, or lodge an appeal or a new application.

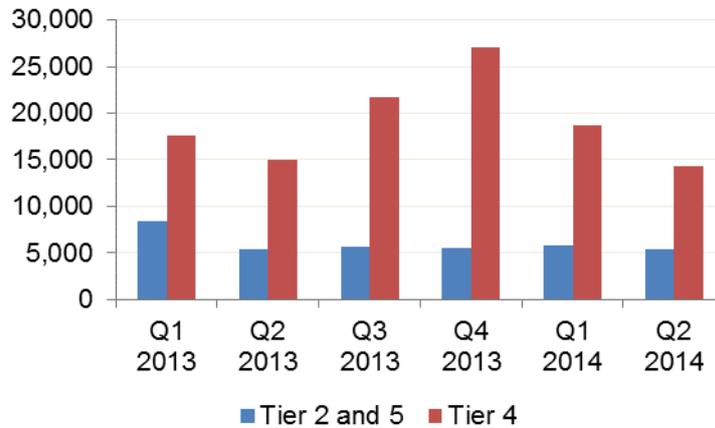


### *Suspension*

#### **Non-compliance notifications**

The chart below shows the number of notifications of potential sponsor non-compliance received.

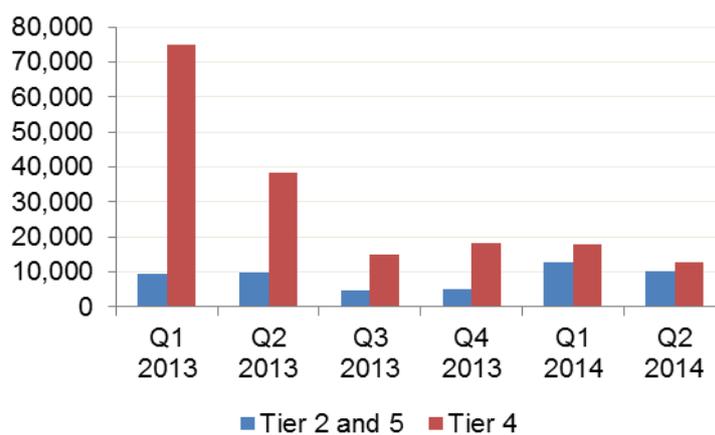
**Sponsor notifications regarding potential non-compliance**



- 18,674 notifications of potential non-compliance were received in Q1 2014 for Tier 4, down from 27,078 in the previous quarter.
- 5,790 notifications were received in Q1 2014 for Tiers 2 and 5, up from 5,518 in the previous quarter.
- In Q2 2014, 14,332 notifications of potential non-compliance were received for Tier 4.
- In Q2 2014, 5,316 notifications were received in Tiers 2 and 5.

**Non-compliance notifications followed up**

**Sponsor notifications regarding potential non-compliance followed up**



- A total of 30,687 notifications of potential non-compliance were followed up in Q1 2014, up from 23,252 in the previous quarter. There was a large increase in the number of Tier 2 and 5 notification of potential sponsor non-compliance followed up.

- 95 Tier 2 sponsors had their licenses revoked in Q1 2014, down from 131 in the previous quarter. 133 Tier 2 sponsors had their licenses suspended, down from 214 in the previous quarter.
- 24 Tier 4 sponsors had their licenses revoked in Q1 2014, up from 12 in the previous quarter. 45 Tier 4 sponsors had their licenses suspended, up from 23 in the previous quarter.
- 18 Tier 5 sponsors had their licenses revoked in Q1 2014, up from 11 in the previous quarter. 18 Tier 5 sponsors had their licenses suspended, down from 31 in the previous quarter.
- In Q2 2014, a total of 22,865 notifications of potential non-compliance were followed up.
- 118 Tier 2 sponsors had their licenses revoked in Q2 2014, 197 Tier 2 sponsors had their licenses suspended.
- 34 Tier 4 sponsors had their licenses revoked in Q2 2014, 84 Tier 4 sponsors had their licenses suspended.
- 8 Tier 5 sponsors had their licenses revoked in Q2 2014, 11 Tier 5 sponsors had their licenses suspended.

## Immigration detention

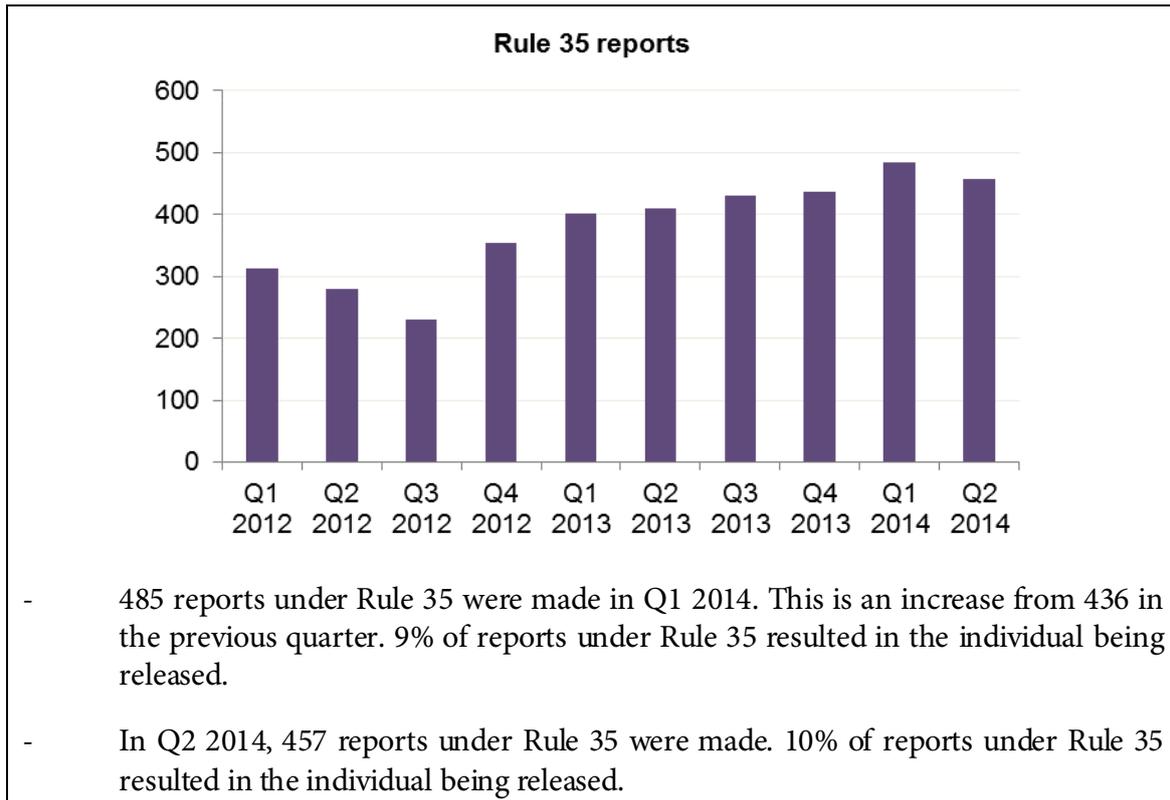
75. The text box below shows the number of Rule 35 reports made since the beginning of 2012, and the number of individuals released as a result of a Rule 35 report.

### **Rule 35 report**

Rule 35 of the detention Centre Rules states that medical practitioners are required to report to the Home Office any detainee whose health is likely to be injuriously affected by detention or any condition of detention and any detainee they are concerned may be a victim of torture

### **Worst Performance**

The chart below shows the number of Rule 35 Reports made to the Department since the beginning of 2012.

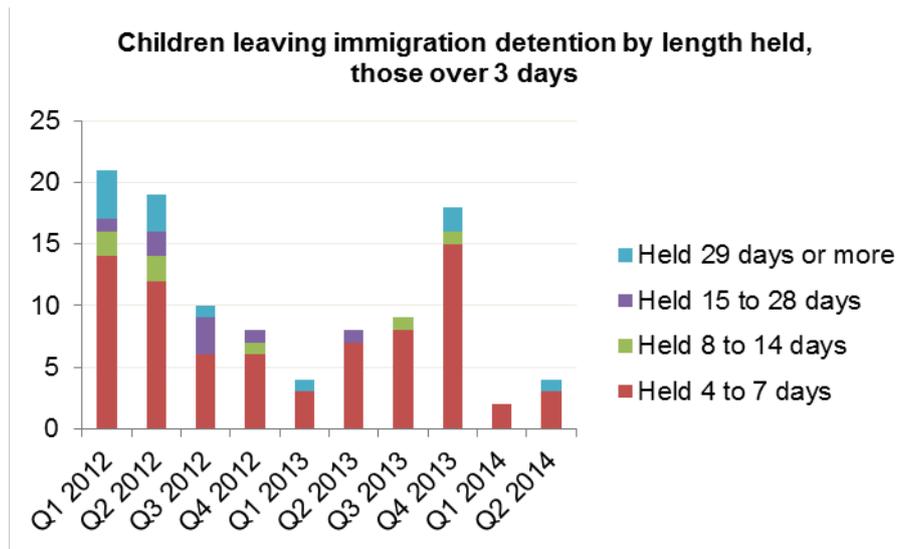


76. The text box below shows the number of children leaving immigration detention after being held for more than 3 days.

**Children in immigration detention**

**Improved performance**

The chart below shows the number of children leaving immigration detention when they had been held for more than 3 days.



- In Q1 2014, 19 children entered immigration detention, down from 63 in the previous quarter. 19 children left immigration detention in Q1 2014, down from 67 in the previous quarter.
- In Q2 2014, 19 children entered immigration detention. 20 children left immigration detention in Q2 2014.

## Foreign national offenders and ex-foreign national offenders (FNOs)

77. The text box below shows the number of foreign national offenders transferred to immigration detention, removed from the country and released into the community.

### **Foreign National Offenders released from prison and transferred to immigration detention**

- In Q1 2014, 1,212 FNOs were released from prison and transferred to immigration detention, up from 1,029 in the previous quarter. In Q2 2014, 1,072 FNOs were released from prison and transferred to immigration detention.
- In Q1 2014, 3 FNOs were released without consideration for deportation. In Q1 2014, 9 FNOs were released without consideration for deportation.

### **Foreign National Offenders released into the community - worse performance**

- 363 ex-FNOs eligible for deportation were released into the community in Q1 2014, 96% of their cases were outstanding, i.e. the Home Office would still like to deport them.
- In Q2 2014, 370 ex-FNOs eligible for deportation were released into the community, 96% of their cases were outstanding.

### **Removing Foreign National Offenders**

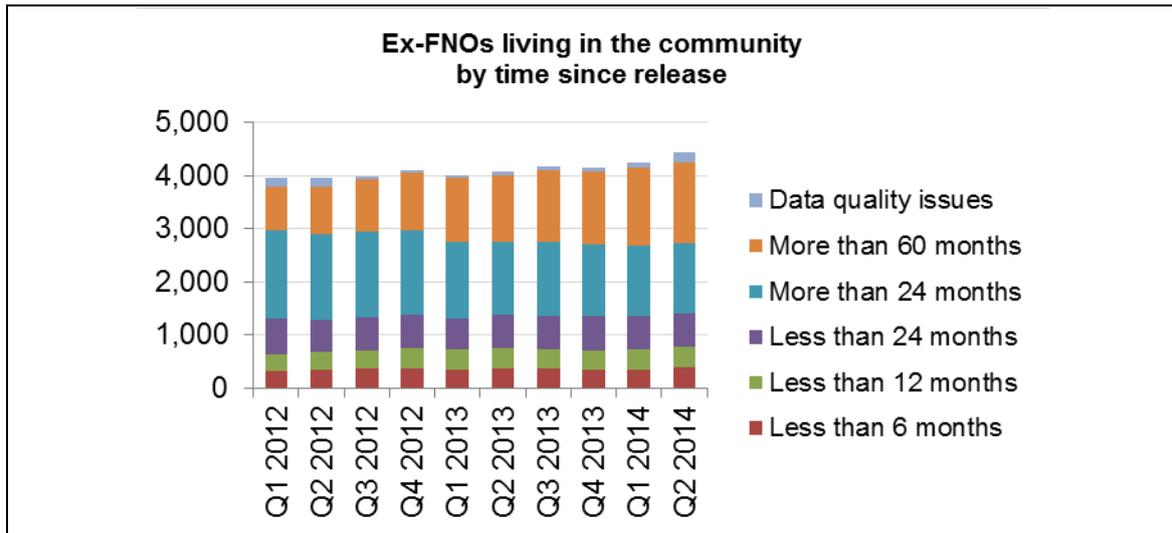
- In Q4 2013, there were 305 failed removal attempts. In Q1 2014, there were 275, and in Q2 2014, there were 279 failed removal attempts.
- 36% of removals were carried out during the Early Release Scheme in Q1 2014. 28% of removals were carried out under the Facilitated Returns Scheme in Q1 2014.
- In Q2 2014, 36% of removals were carried out during the Early Release Scheme. 26% of removals were carried out under the Facilitated Returns Scheme.
- In Q1 2014, 136 FNOs have waited more than 12 months for an Emergency Travel Document. In Q2 2014, 144 FNOs have waited more than 12 months for an Emergency Travel Document.

### **Removing Foreign National Offenders – worse performance**

- Immigration Enforcement are taking longer to deport ex FNOs. In Q4 2013, it took an average of 111 days to deport an ex FNO. In Q1 2014, it took an average of 125 days, and in Q2 2014, it took 133 days on average.

### **Ex foreign national offenders living in the community – worse performance**

The number of ex FNOs living in the community is increasing. In Q4 2013, there were 4,153 in the previous quarter, in Q1 2014 there were 4,247, and in Q2 2014, there were 4,428.



## 8 Border Agency Backlogs

|  | No. of cases<br>Q1 2013 | No. of cases<br>Q2 2013 | No. of cases<br>Q3 2013 | No. of cases<br>Q4 2013 | No. of cases<br>Q1 2014 | No. of cases<br>Q2 2014 | Difference<br>from a year<br>ago | %<br>change |
|--|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|----------------------------------|-------------|
| Live asylum cohort                     | 32,600                  | 31,407                  | 29,986                  | 28,391                  | 25,876                  | 23,974 <sup>82</sup>    | -7,433                           | -24%        |
| Live immigration cases                 | 7,500                   | 7,242                   | 6,824                   | 6,450                   | 6,437                   | 5,808 <sup>83</sup>     | -1,434                           | -20%        |
| FNOs living in the community           | 4,002                   | 4,066                   | 4,169                   | 4,153                   | 4,247                   | 4,428 <sup>84</sup>     | 362                              | 9%          |
| Migration refusal pool                 | 182,500                 | 194,000                 | 182,251                 | 179,932                 | 175,839                 | 173,562 <sup>85</sup>   | -20,438                          | -11%        |
| No of cases still to be loaded on CID  | 10,086                  | 3,143                   | 9,490                   | 24,845                  | 2,928                   | 3,255 <sup>86</sup>     | 112                              | 4%          |
| Temporary and permanent migration pool | 176,503                 | 134,572                 | 131,515                 | 88,398                  | 85,436                  | 93,195 <sup>87</sup>    | -41,377                          | -31%        |
| <b>Total</b>                           | <b>413,191</b>          | <b>374,430</b>          | <b>364,235</b>          | <b>332,169</b>          | <b>300,763</b>          | <b>304,222</b>          | <b>-70,208</b>                   | <b>-19%</b> |

78. In the last six quarters there has been a reduction in the total number of cases to be loaded onto to the CID. There has also been a notable reduction in the Temporary and Permanent Migration Pool. However, the backlog total is over 304,000. The biggest contributor to the total backlog remains the Migration Refusal Pool. The Home Office has contracted Capita to address this backlog, and Capita has found many duplicate cases and identified where people have left the country. The total is being reduced, but very slowly, and if it was reduced at the current rate of 70,000 a year it would take over four years to remove. That does presume it carried on being reduced. Alarming, the Migration Refusal Pool actually increased from Q1 to Q2 in 2014. We repeat our previous recommendations that these backlogs must be cleared as a priority.

<sup>82</sup> [Migration Transparency Data](#) Table OLCU\_1: Status of the OLCU 41k Cohort of pre-March 2007

<sup>83</sup> [Migration Transparency Data](#) Table OLCU\_1: Status of the OLCU 41k Cohort of pre-March 2007

<sup>84</sup> [Migration Transparency Data](#) Table FNO\_9: Breakdown of FNOs living in the community cases by length of time since release

<sup>85</sup> [Migration Transparency Data](#) Table MRP\_1: Number of records in the Migration Refusal Pool at the end of each quarter

<sup>86</sup> [Migration Transparency Data](#) Table InC3: Temporary Migration Work-In-Progress and Outstanding Not Input, and Table InC4: Permanent Migration Work-In-Progress and Outstanding Not Input

<sup>87</sup> [Migration Transparency Data](#) Table InC3: Temporary Migration Work-In-Progress and Outstanding Not Input, and Table InC4: Permanent Migration Work-In-Progress and Outstanding Not Input

## Conclusions and recommendations

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### Exit checks

1. The Committee has, in successive reports, highlighted the need for everyone who enters and leaves Britain to be counted in and counted out. This enables us to know accurately exactly who is in our country. We note that both the Minister and the Director General of Border Force have assured this Committee that 100% exit checks will be in place by 31st March 2015. We hope that they can deliver this, and expect them to inform the Committee urgently if this no longer looks likely, and in particular to update the Committee on this target before the last scheduled meeting of this Committee before dissolution. (Paragraph 9)
2. It is very important that the system to carry out exit checks works efficiently, so that it can meet what are understood to be the aims of the policy, without introducing unnecessary queues and delays. Any queues that develop as a result will be highly visible and could have a serious negative impact on business, trade and tourism. Transport operators have voiced serious concerns of the opportunities such delays offer to illegal migrants to attempt to embark vehicles. The Committee has noted these concerns and has seen the situation for itself on a visit to Calais. We will be considering this matter in detail in our next report. We welcome the trials being carried out in Dover and Folkestone to ensure any system adopted has been tested as thoroughly as possible. (Paragraph 10)
3. Exit checks will be carried out by the transport operators' staff, not Border Force. However, those transport companies have, for some time, expressed serious doubts that the exit checks can be put in place according to the Government's timetable, which will require full exit checks by 1 April 2015. We share these concerns. (Paragraph 11)
4. The Home Office was wrong to take so long to respond to the letter of 24 September 2014 sent to it by John Keefe of Eurotunnel which set out a number of concerns and action points. The Committee will require a detailed update from the Home Office by 31 January 2015 so that we can assess whether or not any further action should be taken. (Paragraph 12)

### A single immigration target

5. The Government made a clear commitment to reduce net migration from the hundreds of thousands to the tens of thousands. The Government has admitted it is unlikely that the target will be met before the General Election. We agree. The commitment did not make a distinction between EU and non-EU migration, nor allow for emigration falling. Ministers argued that the government did not anticipate either an increase in EU immigration or a fall in emigration. This is not a sufficient explanation for its failure to meet the target, but serves to highlight the difficulty in setting a single headline target that relied upon factors that could not be controlled. No Government of whatever political composition can control the number of people who voluntarily leave the country. This raises questions about future immigration

policy. An arbitrary target set by ministers, however well intentioned, only serves to reduce public confidence in the ability of any Government to deliver a future pledge on immigration. (Paragraph 21)

6. Rapid expansion of the country's total population can have far-reaching consequences, both positive and negative, across many aspects of national life. We believe that the Government should continue to be clear about its aspirations for a desirable level of net migration. However, a single figure target is too blunt an instrument for this purpose. The Government also needs to be clear about which factors are and are not within its control, and about which migration flows it wishes to contain, and which it wishes to encourage. (Paragraph 22)

### **Reports of the Independent Chief Inspector of Borders and Immigration**

7. It is unacceptable for the Home Office to withhold from public view reports produced by the Independent Chief Inspector of Immigration and Borders for longer than one month without providing a good reason. Parliament and the public have a right to have access to this information in a timely manner after its compilation. After all, the Chief Inspector is supposed to be independent of Government, not answerable to it. (Paragraph 28)
8. We note that, following pressure from this Committee, the Government has now published all the outstanding reports from the Independent Chief Inspector before the end of December 2014. In future, we should return to the system where reports were given to Parliament as soon as they are completed. We also recommend that the Government sign a protocol with the incoming Independent Chief Inspector, restating their intention to publish all reports within one calendar month of receipt. These delays are inexcusable because the reports expose faults in the system which must be rectified immediately. The longer it takes to publish these reports, the longer these errors and failings are going to continue within the Home Office. (Paragraph 29)
9. John Vine will be retiring from his position as Independent Chief Inspector at the end of 2014. We would like to place on record our thanks to Mr Vine for the thoroughness of his work, the speed and efficiency at which he has carried it out, and his ability to discover information from within the Home Office that seems to have bypassed the entire management structure including the board of the Visas and Immigration Department. The fact that one individual working in a small team has managed to find so many errors begs the question of why there is not proper internal oversight. Mr Vine has done much to help focus attention on areas of the immigration and borders system, and contributed in many important ways to the scrutiny of the work of the Home Office. We wish him well in the future. (Paragraph 30)
10. Due to the nature of the Independent Chief Inspector's work, we consider that it is appropriate that this Committee conduct a pre-appointment hearing for his successor in the New Year, once the Home Secretary has identified a preferred candidate. This will ensure that Parliament is involved in the selection of a candidate who plays an important independent role and is not answerable to Government and would provide consistency with other Chief Inspectors, including those for

Constabulary; the Crown Prosecution Service; Education, Children's Services and Skills; Prisons; and Probation. (Paragraph 31)

### Foreign national offenders

11. In successive reports, the Committee has highlighted the failure of successive Governments to deal with problem of FNOs. The public simply cannot understand why people convicted of a criminal offence in our country who are of different nationality are either still in the UK in prison and have not been sent back to their home country, or are at large in the community. (Paragraph 39)
12. We know that the Prime Minister and the Home Secretary have, in the past, expressed exasperation over this situation, however, unlike this Committee, they can take action to do something about it. (Paragraph 40)
13. The Home Office needs to implement, in full, the recommendations of the NAO, in particular to inform each department or agency as to what it is delivering on the cross party Action Plan on Foreign National Offenders. (Paragraph 41)
14. The continued poor record keeping is inexcusable. The NAO report highlighted the importance of transparency to Parliament, and the need for the department to report its progress on FNOs accurately and fully. We agree. The Home Office must be able to provide accurate data to this Committee. Failure to do so will leave Ministers and officials open to accusation that they have been either deliberately or inadvertently misleading Parliament, a serious charge that previously led to the resignation of a Home Secretary on this very issue. (Paragraph 42)
15. In previous reports, we have recommended that information on nationality is provided at sentencing and that passports are seized at that stage, and only returned once the foreign national offender is ready to leave the country. Greater cooperation and communication is needed between the courts and prison service and the Home Office in order to achieve this. We recommend that the Lord Chancellor and the Home Secretary meet on a monthly basis to review progress, specifically on the matter of FNOs. (Paragraph 43)
16. There is no point in Parliament passing laws if they are not enforced and at present we do not consider that Immigration Enforcement is doing its work effectively enough. (Paragraph 44)

### UK Visas and Immigration

17. This Committee has in the past expressed concern about the way in which internal service standards operate. We understand that there is a difference between the service standards for applications submitted before 1 January 2014 and those submitted after that date. However, we have seen three different versions of what service standards apply to applications made after 1 January 2014. Changing service standards without consultation or explanation is like moving the goal posts once the game has started, and brings more uncertainty into a system that already, for many, is incredibly complex, Kafkaesque and slow. We recommend that the UKVI send us a single, definitive copy of the service standards for applications submitted after 1 January 2014 by 31 December 2014. We also recommend that in future, whenever

service standards are reviewed and changed, that this Committee be notified in a letter from the head of UKVI. (Paragraph 52)

18. We recommend that the Home Office publish the method by which it is assessing the performance of UKVI in dealing with those cases that fall outside the service standards. (Paragraph 56)
19. We recommend by the 1 January 2015, the Home Office produces a flow chart that illustrates how an application makes progress through the system, showing the possible routes, and the implications of an application being either straightforward or non-straightforward, but also complex or non-complex, and if workable or blocked. The Home Office should send a copy to this Committee and to all Members of Parliament. It should also place a copy on the Home Office website so the public can understand it. (Paragraph 57)
20. Backlogs of cases have become a feature of application and visa work at the Home Office. We do not believe that the Home Office has explained adequately why there is a backlog in straightforward cases. (Paragraph 59)
21. The Home Office needs to find a sustainable solution to the problem of providing a consistent level of service within the context of diminishing resources. Caseworker staff being moved to address a backlog building up in the Passport Agency during the summer, which contributed to a rise in the temporary and permanent migration pool, is a good example of a short term solution to the latest area of concern that does not deal with the enduring problem. However, removal of staff from one area of the Home Office to another should not result in further backlogs being created. (Paragraph 60)
22. We welcome the move to establish service standards for asylum claims. However, we do not know what these service standards are or when they will be introduced and we recommend that the Home Office does so immediately to bring certainty into the asylum system. (Paragraph 64)
23. We consider it entirely unacceptable that almost half of asylum applicants do not receive even an initial decision within 6 months. This is a very long time period for people to have to wait for a first response. We further recommend that the Home Office publish the method by which it intends to assess the performance of UKVI in dealing with the asylum cases that fall outside the service standards. (Paragraph 65)
24. In the last six quarters there has been a reduction in the total number of cases to be loaded onto to the CID. There has also been a notable reduction in the Temporary and Permanent Migration Pool. However, the backlog total is over 304,000. The biggest contributor to the total backlog remains the Migration Refusal Pool. The Home Office has contracted Capita to address this backlog, and Capita has found many duplicate cases and identified where people have left the country. The total is being reduced, but very slowly, and if it was reduced at the current rate of 70,000 a year it would take over four years to remove. That does presume it carried on being reduced. Alarmingly, the Migration Refusal Pool actually increased from Q1 to Q2 in 2014. We repeat our previous recommendations that these backlogs must be cleared as a priority. (Paragraph 78)

# Formal Minutes

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## Wednesday 17 December 2014

Members present:

Keith Vaz, in the Chair

Ian Austin  
Paul Flynn  
Lorraine Fullbrook

Dr Julian Huppert  
David Winnick

Draft Report (*The work of the Immigration Directorates (January–June 2014)*), proposed by the Chair, brought up and read.

*Ordered*, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 64 read and agreed to.

Paragraph 65 read.

Amendment proposed, in line 1, at the beginning, to insert “We recommend that people who have waited for six months for an initial decision for asylum be required to seek work and allowed to perform it if they are fit and able to do so”.—(*Dr Julian Huppert.*)

Question put, that the Amendment be made.

The Committee divided.

Ayes, 2

Noes, 2

Paul Flynn  
Dr Julian Huppert

Ian Austin  
Lorraine Fullbrook

Whereupon the Chair declared himself with the Noes.

Question accordingly negatived.

Paragraph agreed to.

Paragraphs 66 to 78 read and agreed to.

*Resolved*, That the Report be the Ninth Report of the Committee to the House.

*Ordered*, That the Chair make the Report to the House.

*Ordered*, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

[Adjourned till Tuesday 6 January 2015 at 2.30 pm]

## Witnesses

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### The work of the Immigration Directorates (January–March 2014) ([HC 501](#))

**Tuesday 22 July 2014**

*Page*

**James Brokenshire MP**, Minister for Security and Immigration, **Mandie Campbell**, Director General, Immigration Enforcement Directorate, and **Sarah Rapson**, Director General, UK Visas & Immigration Directorate Q 1-115

### The work of the Immigration Directorates (April–June 2014) ([HC 712](#))

**Tuesday 28 October 2014**

**Natacha Bouchart**, Mayor of Calais, **Philippe Mignonet**, Deputy Mayor of Calais, and **Emmanuel Aguis**, First Deputy to the Mayor Q 1-50

**Tuesday 18 November 2014**

**Peter Cullum**, Head of International Affairs, Road Haulage Association, **John Keefe**, Director of Public Affairs, Eurotunnel, and **Tim Reardon**, Head of Taxation, Ferry and Cruise, UK Chamber of Shipping Q 51-103

**James Brokenshire MP**, Minister for Security and Immigration, **Mandie Campbell**, Director General, Immigration Enforcement Directorate, and **Sarah Rapson**, Director General, UK Visas & Immigration Directorate Q 104-206

## Published written evidence

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### **The work of the Immigration Directorates (January–March 2014) ([HC 501](#))**

- 1 James Brokenshire MP, Minister for Security and Immigration ([ID10001](#))
- 2 James Brokenshire MP, Minister for Security and Immigration ([ID10002](#))
- 3 John Keefe, Director of Public Affairs, Eurotunnel ([ID10003](#))

### **The work of the Immigration Directorates (April–June 2014) ([HC 712](#))**

- 4 Mandie Campbell, Director General, Immigration Enforcement Directorate ([ID20001](#))
- 5 Leigh Daynes, Executive Director, Doctors of the World UK ([ID20002](#))
- 6 James Brokenshire MP, Minister for Security and Immigration ([ID20003](#))
- 7 Peter Cullum, Head of International Affairs, Road Haulage Association ([ID20004](#))

## List of Reports from the Committee during the current Parliament

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All publications from the Committee are available on the Committee's website at <http://www.parliament.uk/business/committees/committees-a-z/commons-select/home-affairs-committee/publications/>

### Session 2014–15

|                |   |        |
|----------------|---|--------|
| First Report   | Tobacco smuggling   | HC 200 |
| Second Report  | Female genital mutilation: the case for a national action plan              | HC 201 |
| Third Report   | The work of the Immigration Directorates (Oct–Dec 2013)                     | HC 237 |
| Fourth Report  | Her Majesty's Passport Office: delays in processing applications            | HC 238 |
| Fifth Report   | Police, the media, and high-profile criminal investigations                 | HC 629 |
| Sixth Report   | Child sexual exploitation and the response to localised grooming: follow-up | HC 203 |
| Seventh Report | Effectiveness of the Committee in 2012-13                                   | HC 825 |
| Eighth Report  | Regulation of Investigatory Powers Act 2000                                 | HC 711 |

### Session 2013–14

|                    |   |         |
|--------------------|---|---------|
| First Report       | Police and Crime Commissioners: Register of Interests                                   | HC 69   |
| Second Report      | Child sexual exploitation and the response to localised grooming                        | HC 68   |
| Third Report       | Leadership and standards in the police  | HC 67   |
| Fourth Report      | The work of the UK Border Agency (Oct–Dec 2012)   | HC 486  |
| Fifth Report       | E-crime   | HC 70   |
| Sixth Report       | Police and Crime Commissioners: power to remove Chief Constables                        | HC 487  |
| Seventh Report     | Asylum  | HC 71   |
| Eighth Report      | The work of the UK Border Agency (Jan–March 2013)                                       | HC 616  |
| Ninth Report       | Pre-Lisbon Treaty EU police and criminal justice measures: the UK's opt-in decision     | HC 615  |
| Tenth Report       | Leadership and Standards in the Police: follow-up                                       | HC 756  |
| Eleventh Report    | Khat  | HC 869  |
| Twelfth Report     | Drugs: new psychoactive substances and prescription drugs                               | HC 819  |
| Thirteenth Report  | The work of the Permanent Secretary   | HC 233  |
| Fourteenth Report  | The Government's Response to the Committees' Reports on the 2014 block opt-out decision | HC 1177 |
| Fifteenth Report   | The work of the Immigration Directorates (April–Sep 2013)                               | HC 820  |
| Sixteenth Report   | Police and Crime Commissioners: Progress to date  | HC 757  |
| Seventeenth Report | Counter-terrorism   | HC 231  |

|                   |                                 |         |
|-------------------|---------------------------------|---------|
| Eighteenth Report | Reform of the Police Federation | HC 1163 |
|-------------------|---------------------------------|---------|

**Session 2012–13**

|                   |   |          |
|-------------------|---|----------|
| First Report      | Effectiveness of the Committee in 2010–12   | HC 144   |
| Second Report     | Work of the Permanent Secretary (April–Dec 2011)  | HC 145   |
| Third Report      | Pre-appointment Hearing for Her Majesty’s Chief Inspector of Constabulary                                       | HC 183   |
| Fourth Report     | Private Investigators   | HC 100   |
| Fifth Report      | The work of the UK Border Agency (Dec 2011–Mar 2012)  | HC 71    |
| Sixth Report      | The work of the Border Force  | HC 523   |
| Seventh Report    | Olympics Security   | HC 531   |
| Eighth Report     | The work of the UK Border Agency (April–June 2012)  | HC 603   |
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