



Local Immigration Teams

The Change Management Process

May 2010



John Vine CBE QPM
Independent Chief Inspector of the UK Border Agency

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Foreword from John Vine CBE QPM



Local Immigration Teams (LIT) are a new concept designed by the UK Border Agency to *“undertake as many functions as practicable at a local level in a defined area within a region”*¹.

This delivery unit is being rolled out across the UK with the aim of improving service delivery and liaison between the UK Border Agency and other local agencies.

In this short inspection of how LITs are developing, I looked at how the concept is being rolled out in the North West of England region.

I found that, in reality, very few members of staff had a clear understanding of what LITs meant for them and how it would improve performance.

Furthermore, I did not find evidence that the UK Border Agency were yet in a position to measure improvement in the service to the public that the LIT structures were designed to bring about. I would urge them to do so immediately.

I was pleased to see the positive lead given by the Regional Director which, if this initiative is to be a success, needs to be underpinned with a comprehensive communication strategy.

I have set out my findings together with three recommendations which I believe will help the UK Border Agency improve the service provided by LITs.



John Vine CBE QPM

Independent Chief Inspector of the UK Border Agency

1. UKBA intranet

1. Executive Summary

1. The inspection of two Local Immigration Teams (LIT) in the North West of England region (Salford and Central Manchester and Merseyside) involved collecting evidence to measure the efficiency and effectiveness of the operations and compliance with relevant guidance and legislation. A detailed assessment was then made of:
 - performance against operational targets;
 - communication and change management;
 - the perceived benefits of the LITs;
 - the impact of the implementation of the LITs on staff;
 - training;
 - engagement with partners and stakeholders; and
 - lessons learned and sharing of best practice.
2. We found that there were no specific performance measures which allowed the UK Border Agency to judge how LITs were enabling it to meet targets more effectively. Overall accountability for a LIT fell under the remit of the Regional Director, but we noted that staff were performing exactly the same roles as they had done before the inception of LITs.
3. As a result, staff had a lack of understanding of the actual role of a LIT, where they fitted in and how they were contributing to the new objectives.
4. LIT leads were not utilising the existing work done by staff, and not engaging effectively with individuals and units who had developed a wide range of positive stakeholder work, both internally and externally. We were also disappointed to find that there was no formal mechanism for the UK Border Agency in the North West to receive feedback from stakeholders.
5. We saw evidence of sound project management to a certain degree in the implementation of LITs. However we were concerned that failings from other regions were being replicated in the North West.
6. We were pleased to note that the Regional Director was praised by staff for openness and honesty. However other managers were criticised for their lack of awareness and poor engagement. We certainly believed that communication and engagement could have been better.
7. In conclusion, we were concerned that from the very top of the North West region down, there was a degree of uncertainty as to the precise aim and objectives of a LIT.

2. Summary of Recommendations

We recommend that the UK Border Agency:

1. Develops performance measures to assess the impact of LITs to allow best practice and lessons learned to be shared across regions.
2. Introduces a formal feedback mechanism for partners and stakeholders.
3. Produces new communication strategies for staff and stakeholders, to include an explanation of the benefits of a LIT and what effect LITs will have on them.

3. The Inspection

- 3.1 The role of the Independent Chief Inspector of the UK Border Agency was established by the UK Borders Act 2007 to examine the efficiency and effectiveness of the UK Border Agency. In 2009 the remit of the Independent Chief Inspector was extended to include customs functions and contractors.
- 3.2 The Chief Inspector is independent of the UK Border Agency and reports directly to the Home Secretary.

Purpose and Aim

- 3.3 This inspection of the Local Immigration Teams (LITs) in Salford and Central Manchester, and Merseyside formed part of a wider inspection covering some of the UK Border Agency's operations in the North West of England. The terms of reference for this specific inspection were:
- To undertake a discrete inspection of the two LITs covering Salford and Central Manchester and Merseyside, collecting evidence to measure the change management process and the efficiency and effectiveness of the operations.

Scope

- 3.4 The scope of the inspection was to assess:
- The performance of each LIT against a set of operational targets and whether the perceived benefits of the LITs are being realised;
 - The model used for each team including any differences across the region;
 - The impact of the implementation of the LITs on staff who have been transferred into the new function;
 - What training staff at all levels have received to assist with implementation of the new structure;
 - How LITs are engaging with partners and stakeholders; and
 - How lessons learned are shared with other LITs within the region and nationally.

Inspection Criteria

- 3.5 The inspection was carried out against a selection of the Independent Chief Inspector's Core Criteria² covering the following two themes;
- High level outcomes of the business; and
 - Management and leadership.

The criteria used for this inspection can be found at Appendix 1.

² Core Criteria of the Independent Chief Inspector of the UK Border Agency can be found at:
http://icinspector.independent.gov.uk/wp-content/uploads/2010/03/Criteria_for_core_programme.pdf

Methodology

- 3.6 The on-site phase of the inspection took place from 11-14 May 2010.
- 3.7 A range of methods were used during the inspection, including:
- 15 interviews and 15 focus groups held with staff at all levels;
 - interviews with seven key stakeholders;
 - an internet based staff survey which was sent to all 326 members of staff working within LITs, with a response rate of 62% (202 responses); and
 - reviewing documentation provided by the North West region.
- 3.8 On the final day of the on-site phase of the inspection, high level emerging findings were provided to senior managers responsible for the LITs.
- 3.9 The inspection identified three recommendations for improvement to operational service delivery in the LITs and these are set out on page four of this report.

4. Background

Background

- 4.1 At the time of the inspection, the UK Border Agency was structured into five primary segments. The four operational areas were Border Force, Immigration Group, International Group and Criminality and Detention Group. The fifth is the Corporate Services segment which includes the centralised management of the UK Border Agency relating to Financial Management, Human Resources, Policy and Management Information. The majority of UK based staff work within either Immigration Group or Border Force.
- 4.2 The UK Border Agency's presence in the North West of England is made up of a part of Border Force North³ and Immigration Group North West⁴, which contains a number of national functions that support operations across the UK Border Agency.

Local Immigration Teams

- 4.3 In June 2008, the UK Border Agency published an enforcement strategy⁵ called 'Enforcing the Deal'.
- 4.4 The then Home Secretary announced in the foreword of this document that the UK Border Agency: "...will begin a roll-out of new Local Immigration Teams to serve every community in the UK, bringing our people closer to the communities we serve and accelerating the development of a network of Immigration Crime Partnerships. We will back our new strategy by doubling resources we spend on enforcement (2009/10 versus 2006/07)."
- 4.5 At the time of the inspection, the UK Border Agency was still establishing these LITs. The plan was to provide national coverage by December 2011.
- 4.6 The UK Border Agency defined a LIT as "a local team undertaking as many functions as practicable at a local level in a defined area within a region⁶".
- 4.7 UK Border Agency Regional Directors were responsible for the design and delivery of the local teams with support from a national coordination project, the Immigration Capability Programme (ICP).
- 4.8 LITs were designed to enforce the full range of immigration laws, whilst working with local partners to support the management of the impact of migration on local communities. In fulfilling this duty, the UK Border Agency identified five key tasks⁷ for LITs to undertake:
- enforcing the contract with newcomers to the UK, by focusing on the prevention and disruption of illegal activity and the arrest of offenders whom the Agency wish to remove from the UK;
 - gathering and managing information and intelligence, e.g. on incidents of illegal working;
 - tracking down and case-managing immigration offenders. All immigration offenders who the Agency want to remove from the UK will be assigned a 'case-owner' who will progress their case through to conclusion;

3 Three regions – North, Central and South

4 Six regions – London and South East, East and West Midlands, North West, Wales and South West, Scotland and Northern Ireland

5 http://www.ukba.homeoffice.gov.uk/sitecontent/documents/managingourborders/enforcementbusinessplan08_09/enforcementbusinessplan08_09.pdf?view=Binary

6 UKBA intranet

7 UKBA intranet

- working with local employers and colleges to support compliance with sponsor obligations and the law, conducting visits to check that businesses are complying with immigration rules, and tackling illegal working; and
- liaising with the local community, which involves working closely with community leaders, police, local government and other agencies to address community concerns on immigration and to exchange information.

North West Region

- 4.9 In the North West region there are six LITs – Salford and Central Manchester, Merseyside, Cheshire, Lancashire and Cumbria, Manchester North and Manchester South.
- 4.10 The Salford and Central Manchester LIT takes the lead for the North West region in the following areas:
- managing the South Manchester LIT;
 - managing the North Manchester LIT;
 - enforcement work;
 - the Sponsor Management Unit;
 - intelligence;
 - the Command and Control Unit;
 - the Further Submissions Unit;
 - immigration crime teams; and
 - asylum removals.
- 4.11 The Salford and Central Manchester LIT is known as a ‘Supra-LIT’, a phrase used in the North West region for the two commands which within them contain three LITs. A ‘Supra-LIT’ is led by a Grade 6 senior manager.
- 4.12 Merseyside is the other ‘Supra-LIT’. For the North West region, it leads on:
- Managing the Cheshire LIT;
 - Managing the Lancashire and Cumbria LIT;
 - asylum casework; and
 - the Presenting Officers Unit.
- 4.13 The project to establish LITs in the North West began in the summer of 2008 and both ‘Supra-LITs’ were launched in January 2009. The other four LITs opened between September 2009 and February 2010 and were led by ‘LIT Managers’ at Grade 7 level. All LIT Managers were to be drawn from ‘existing resources’ according to the UK Border Agency intranet, however our inspection found that one manager was externally recruited.
- 4.14 All LITs in the North West are collectively known as the ‘North West LIT’. For the purposes of this report, both Grade 6 and 7 managers are referred to as ‘LIT leads’, unless there is a need to differentiate.

5. Inspection findings – High level outcomes of the business

Specific criterion:

There are clear and realistic performance targets to drive improvement

- 5.1 *‘The ultimate benefit sought from investment in Local Immigration Teams is improving performance’⁸*
This statement was taken from a UK Border Agency document entitled ‘Frequently Asked Questions about Local Immigration Teams’. We were therefore surprised to find that there were no specific performance measures which allowed the UK Border Agency to judge how LITs were enabling it to meet targets more effectively. We were not therefore able to give an assessment of how the North West LIT was driving improvement, nor could we determine how the UK Border Agency was able to judge this.
- 5.2 Other than LIT leads, staff were performing exactly the same roles as they had done before the inception of LITs and were aware of their individual targets which had not changed. Staff had a lack of understanding of the actual role of a LIT, where they fitted in and how they were contributing to the new objectives.
- 5.3 In Salford and Central Manchester and Merseyside LITs, the existing structures which were subsumed were asylum teams, presenting officer units, removals teams, enforcement, the Sponsor Management Unit, intelligence, the Command and Control Unit, the Further Submissions Unit and immigration crime teams. All of these teams had existed prior to the creation of LITs, and all had retained their individual performance targets at the time of the inspection.
- 5.4 With this in mind, it was unsurprising that during interviews and focus groups we were regularly informed by staff that it was *“business as usual”*.
- 5.5 One North West (NW) LIT lead informed us that new targets were being discussed which could assist in evaluating the success or otherwise of the LITs. Examples given were the number of stakeholder meetings attended or the number of joint enterprises being conducted.
- 5.6 Managers went on to say that this highlighted the move away from performance improvement to a new focus on stakeholder engagement. LIT leads had a responsibility to develop relationships with all stakeholders. One quoted *“the aim is to provide social cohesion, to give the Agency a presence in the community, to do with joined-up working with stakeholders.”*
- 5.7 This may have been so, but the lack of targets specific to a LIT was also demonstrated by there being no requirement to report ‘LIT performance’ back to the person who has overall responsibility for the success or otherwise of the NW LIT – the Regional Director.
- 5.8 We considered that the lack of overall targets could be due to the fact that no two LITs need to be the same. The structure of any LIT was at the discretion of regional directors who could develop the structure based on the demographics of their region.

⁸ UKBA intranet – FAQs

- 5.9 If one region was considering implementing new targets as mentioned above, there would be a need to ensure that the new targets not only provide a quantitative measurement, but also that there would be a way to link the performance of the new targets against the existing targets.
- 5.10 There is also a need to ensure they provide business benefits and achieve the overall objectives of the new LIT structure. If new targets are to be introduced, they must be communicated to all staff, including the rationale and how they affect the different teams within the LIT structure.

Transformation Programme

- 5.11 At the time of the inspection, the NW region was running a ‘Transformation Programme’ which aimed to streamline and modernise some of the services it was providing. The change that incorporated the implementation of the LIT structure also sat within this programme.
- 5.12 One of the vision statements for the programme stated that *“performance will be measured not only by nationally collected metrics but also by structured feedback from the communities we serve”*.
- 5.13 It was therefore clear that the need for feedback mechanism had been identified, but it had yet to be implemented and we could find no evidence that this was being planned.

Specific criterion:

There is effective joint working with delivery partners and stakeholders

- 5.14 We found that stakeholder engagement was occurring at all levels within the region. A wide range of grades within the UK Border Agency were working with stakeholders. We noted that a new stakeholder strategy had been published in February 2010, which aimed to consolidate stakeholder engagement into the role of the LIT lead.
- 5.15 We also found that LIT leads had not always asked staff what had been done previously, and not engaged effectively with individuals and units who had developed a wide range of positive stakeholder work both internally and externally.

A New Strategy

- 5.16 The ‘North West LIT External Stakeholder Engagement and Communication Strategy’ set out the roles and responsibilities for engaging with their numerous stakeholders. The strategy included this vision statement which said that it would *“work with partners and stakeholders to reduce crime, terrorism, fraud, promote community cohesion, and respond to local issues”*. The stakeholders were defined as:
- Generic – stakeholders who were common to all LITs, for example, police, fire and social services.
 - Local – stakeholders who were specific to a LIT, for example, local community groups.
 - Regional – local but on a regional scale, for example Government Office North West and.
 - Functional – stakeholders with a functional presence within the LIT area, for example refugee groups.
- 5.17 The strategy also stated that LIT leads should record all interactions with stakeholders. In order to do this, they should use the SMART database (Stakeholder Management and Relationship Tool) which is a Home Office wide tool. We believed that this to be a sensible suggestion, as it would provide consistency across the region.

Existing Stakeholder Engagement

- 5.18 Stakeholder engagement existed at a variety of grades within the NW region. Senior staff were involved in strategic discussions with stakeholders whilst junior staff liaised with stakeholders on specific issues, for example on a case by case basis.
- 5.19 We found that there were monthly meetings between the UK Border Agency and the Police, the Fire Service and the Department for Work and Pensions (DWP). These meetings were based upon the current Crime & Disorder Reduction Partnerships structure⁹ which was used as an entry point by the UK Border Agency to ensure that relationships could be developed as opposed to starting afresh. There were also monthly meetings between the UK Border Agency in the NW region and the Manchester Refugee Group.

Positive Changes

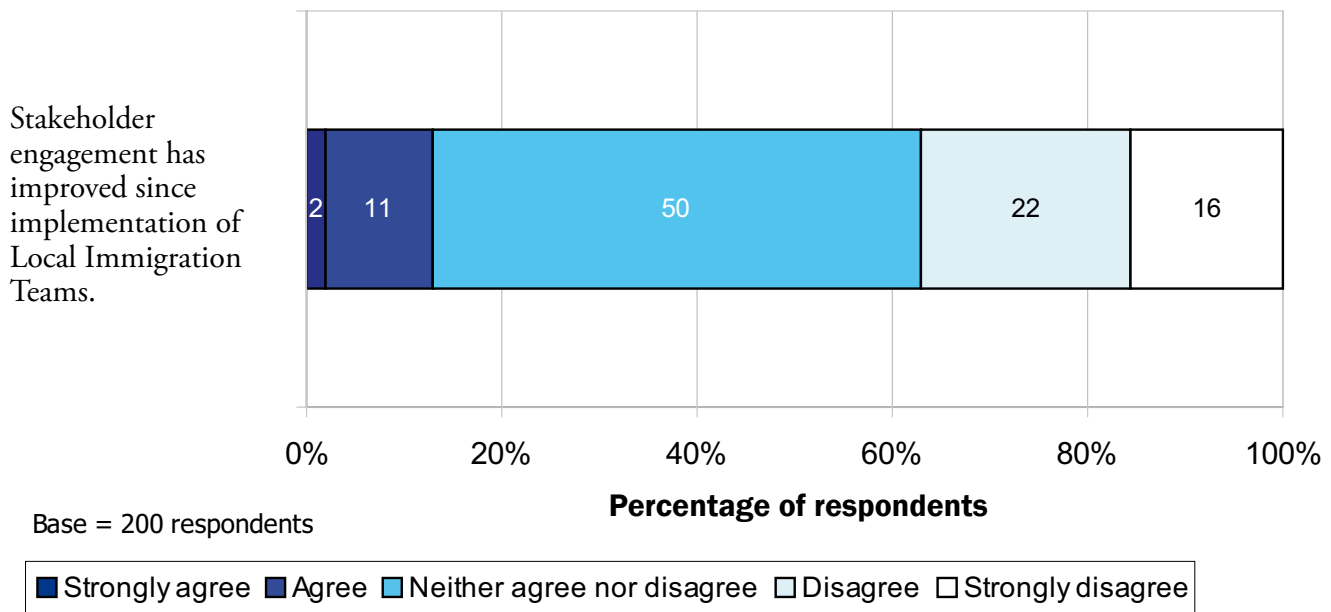
- 5.20 We found evidence of positive changes as a result of some of these meetings. For example, rather than simply informing the police when Enforcement Teams were planning visits, the new process emphasised that Enforcement Teams should have a more collaborative approach so that both agencies could share relevant information before the enforcement visit took place. This information included intelligence and/or safety issues. One member of staff said that *“our relationship with the police helps to ease tensions before we go into local communities”*. Interviews with the police confirmed this positive collaboration.

Lack of Engagement with Staff

- 5.21 We would commend external stakeholder engagement becoming more formalised, with LIT leads engaging at a strategic level. However, we found that LIT leads had not, at the time of the inspection, engaged effectively with their staff in order to establish what was already in existence. From speaking to managers, the size of their remit and the geographical spread meant that most communication was by email. They were aware of the need to engage with staff but had not had time.
- 5.22 In one case, a LIT lead had approached a stakeholder to start formal engagement without considering whether there was anything already in place. An ad hoc arrangement between case workers and the stakeholder already existed. Information from this ad hoc arrangement could have been harnessed to improve the effectiveness of the formal engagement.
- 5.23 A further example was of a successful joint operation between the UK Border Agency and the Police. The success was a joint effort by both organisations. However, a LIT lead was quoted in a local newspaper crediting the success to the new LIT structure. Not only did this damage the trust built between the two agencies, it also took the credit away from the units who had performed the work prior to the inception of the LIT.
- 5.24 In addition, our staff survey asked if stakeholder engagement had improved since the introduction of the new LIT structure. The survey showed that 50% neither agreed nor disagreed, 22% disagreed and 16% strongly disagreed. We were concerned that only 13% of staff felt that engagement had improved.

⁹ <http://www.csas.org.uk/cdrp>

Figure 1
Staff survey results: Stakeholder engagement



Please note that the figures do not sum to 100% due to rounding.

- 5.25 However, when we discussed the new structures, external stakeholders considered that engagement remained largely effective. Considering the LIT had been open since January 2009, very few stakeholders had actually noticed any change as a result of the new LIT structure, and equally very few knew that there was such a post as a LIT lead.

Specific criteria:

UKBA evaluates the impact of its services and processes and seeks ways to improve them continuously

- 5.26 We found some evidence of project management in the implementation of LITs. However there was no formal evaluation of the project in the NW region. This was supported by findings in our staff survey, where 42% of staff felt that management was not effective at implementing and publishing lessons learned.

Implementation

- 5.27 The implementation of the new LIT structure within the NW region was managed through the use of a formalised project. The Immigration Capability Programme was responsible for managing implementation of LITs at a national level, but a local project was set up in the region.
- 5.28 We noted from the project plan that within the scoping stage of the project, there was a task to 'Compare the structure and formation of LITs in other regions.' This would have enabled the NW region to evaluate the impact of LITs in other areas. In a copy of the project plan which was submitted as evidence, this action was shown as completed.

Lack of Clarity

- 5.29 During interviews we were told that some research into the lessons learned in the implementation of LITs had been completed in the London & South East and the Midlands & East of England regions of the UK Border Agency. Staff reported that from this research, the introduction of LITs in other regions had lacked clarity of purpose and staff were unsure of the precise purpose of LITs.
- 5.30 It was therefore disappointing to find that despite these findings, identical issues existed in the NW LIT. The lack of clarity amongst staff in the region was a result of them having seen little impact of the changes. It was 'business as usual'. We also received comments during interviews and focus groups that staff had received limited information about the new change.

Lack of Formal Evaluation

- 5.31 The project to establish LITs in the NW region began in the summer of 2008 and both 'Supra-LITs' were launched in January 2009. We were therefore disappointed to find that despite having a project plan in place which covered the following stages: Initial Fact Finding; Scoping; Structural Development; Developing the Blue Print and Project Communications; there was no stage for formal evaluation.
- 5.32 Evaluation would have enabled the project team to ensure that lessons were learned from other regions and also have allowed them to measure the success of its own implementation. In addition, results of evaluation could be shared with other regions as they themselves roll out the new structures, ensuring efficiency and effectiveness across the whole of the UK Border Agency.
- 5.33 As mentioned above, this was corroborated by our staff survey which showed that 42% of staff thought that management was not effective at implementing and publishing lessons learned. Most LIT leads felt that it was not part of their remit to formally evaluate the implementation of the LITs.
- 5.34 We also found that as well as a lack of evaluation, there was no regular dialogue between regions who had implemented LITs. Initial research was carried out, as mentioned above, but continued sharing of potential good practice was not done as there was apparently no forum for LIT leads or project leads to do this. After the inspection, we were informed of bi-monthly teleconferences for LIT leads which commenced in December 2009.

We recommend that the UK Border Agency:

- develops performance measures to assess the impact of LITs to allow best practice and lessons learned about LITs to be shared across regions.

Specific criteria:

UKBA seeks feedback from partners on the effectiveness of work of the agency

- 5.35 We were disappointed to find that there was no formal mechanism for the LITs to receive feedback from their stakeholders.
- 5.36 The NW LIT External Stakeholder Engagement and Communication Strategy included as part of a toolkit designed for LIT leads, a stage for '*Recording stakeholders' opinion to UKBA programmes and projects and the added value of attending their meetings*'. The strategy stated that LIT leads should regularly appraise their stakeholders' commitment to UK Border Agency programmes and record the considered added value by scoring the interaction against two criteria:
- level of commitment to UKBA programmes and projects – this should be scored as highly positive, positive, neutral, negative or highly negative; and
 - added value scale – which should be scored as either very high, important, valuable, some value or low value.

No Formal Feedback Mechanism

- 5.37 During the inspection, we found no evidence that this aspect of the strategy was being followed. LIT leads were unaware of the scorecard. Every reference we heard in relation to feedback channels between stakeholders and the UK Border Agency was described as informal. Some staff felt there was no need for formal feedback because as one quoted *“if it wasn’t working, we would know”*.
- 5.38 With the focus of LITs being on community cohesion and the need for formalised stakeholder engagement to deliver on this objective, we believed it was important that the region developed its own process to evaluate the effectiveness by which it is operating with stakeholders.

Stakeholder Awareness

- 5.39 Lack of stakeholder awareness is evidenced by the fact that some stakeholders were not aware of the new LIT structure and the focus that LITs would have. In their opinion, stakeholder engagement had not changed. Members of the judiciary, important stakeholders who decide on appeal tribunals, had not heard of LITs. This was a concern considering the impact that decisions at tribunals could have on policy and process used by the UK Border Agency.

We recommend that the UK Border Agency:

- introduces a formal feedback mechanism for partners and stakeholders.

Specific criteria:

Resources are focused on priorities

The Agency is operating efficiently and effectively, securing its borders and protecting the public against risks and threats (tailored criterion)

- 5.40 The LIT structure had not led to a change in priorities. The main changes to resources were the six positions of ‘LIT Managers’. In the eyes of staff in the NW LIT, this was a perceived increase in senior management posts. In reality, five of the six LIT leads had been absorbed from other posts within the UK Border Agency. However this had not been communicated effectively to staff.
- 5.41 We found positive evidence of ‘Tasking and Co-ordination’ meetings which the NW region used to focus on priorities across LITs. However these meetings did not encompass all business areas within a LIT, nor did all managers know of their existence. Those that did said that they were very useful.
- 5.42 There was concern amongst staff that LIT leads did not have all the necessary knowledge to provide advice to their staff, particularly in operational issues. This view consolidated the overwhelming opinion that LIT leads were in post to provide a single point of contact in terms of stakeholder work, but very little else. Many staff could not say who their LIT lead was and we were concerned to hear that if they had met their lead, the majority were unsure what the remit of this person was despite verbal and written communication.
- 5.43 This uncertainty over who the LIT lead was caused confusion at an operational level. We heard examples whereby obtaining an appropriate signature e.g. for enforcement visits was problematic. It was also sometimes difficult to get hold of the relevant LIT lead to conduct detention reviews. One example given was that a grade 7 LIT lead in Liverpool was on leave, so a team member had to go to Manchester to get a signature.

6. Inspection Findings – Management and Leadership

General criteria:

Effective and motivating leadership

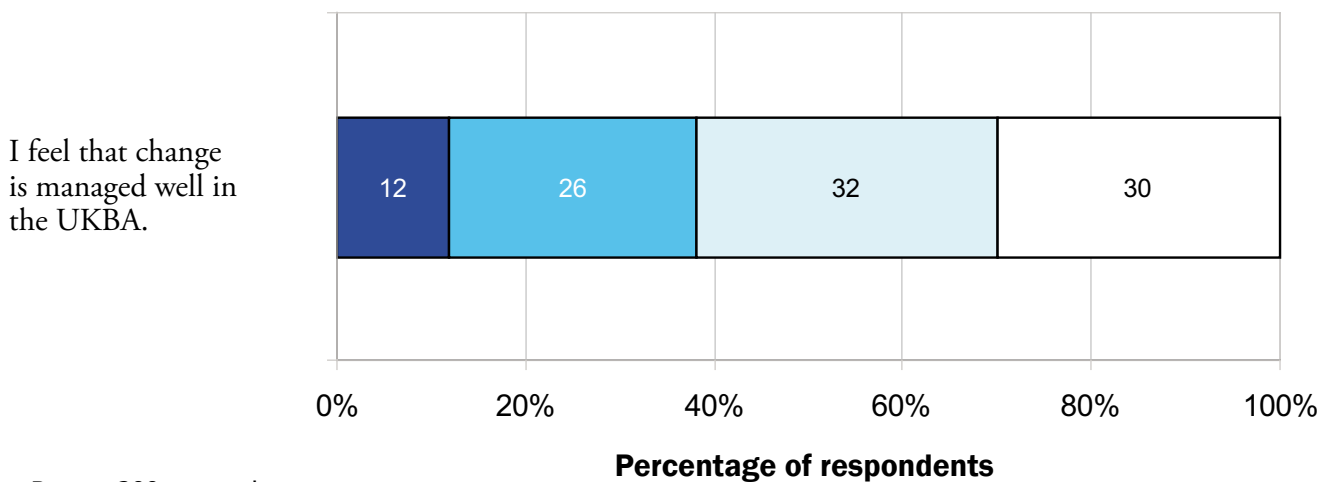
Management of resources delivers value for money and efficiency

Communication

- 6.1 We noted that the Regional Director was praised by staff for openness and honesty. However other LIT leads were criticised for their lack of awareness of the business areas over which they managed and poor engagement. We certainly believed that communication and engagement could have been significantly better.
- 6.2 Change management is an area of the UK Border Agency which staff perceive to be weak, as our staff survey shows; only 12% felt that change was well managed in the UK Border Agency.

Figure 2

Staff survey results: Change management



Base = 200 respondents

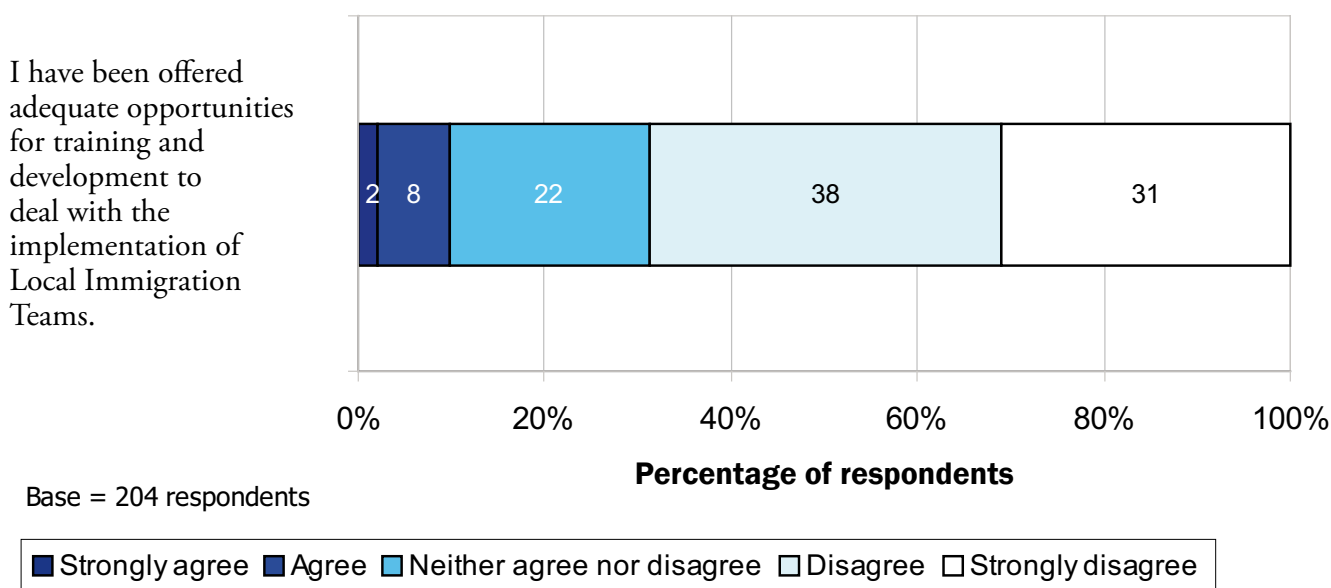
■ Strongly agree ■ Agree ■ Neither agree nor disagree □ Disagree □ Strongly disagree

- 6.3 We noted a wide range of communication, the majority of it being email based. Many staff only met their LIT lead for the first time a matter of days before our inspection. Staff commented that a lot of the content of the communication, both spoken and written, was 'jargon'. They felt that it contained a lot of 'buzz words' and 'management speak' but very little substance in terms of how it would change the UK Border Agency's work in the NW region.
- 6.4 Staff were also of the opinion that it would have been appropriate to have received more information prior to LITs being introduced.

- 6.5 Managers responsible for communications admitted that there had been delays in informing staff. We believed this was partially due to the changing message from the centre of the UK Border Agency. Managers in the NW region were unwilling to disseminate messages which were liable to change.
- 6.6 We also believed that there was a lack of adequate information during the build up to implementation of LITs. Therefore staff did not understand the purpose or point of the change. We consider that there was a fundamental lack of understanding as to what the specific, measurable benefits of a LIT were amongst staff. This was corroborated by our staff survey, showing that only 10% of all staff felt that they had been offered adequate opportunities for training and development to deal with the implementation of LITs.

Figure 3

Staff survey results: Training and development



Please note that the figures do not sum to 100% due to rounding.

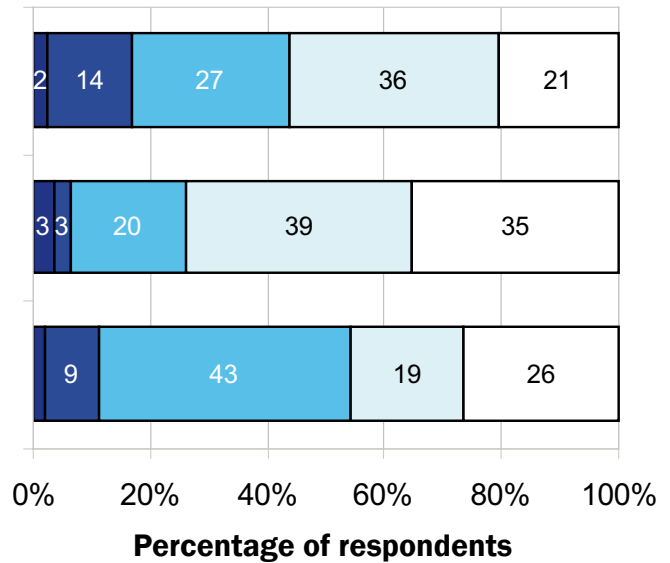
- 6.7 Staff also described a top down approach to the introduction of LITs which had led to confusion over reporting lines in terms of management. This lack of clarity showed that communication could have been handled better.
- 6.8 Some LIT leads were accused by staff of not being “...*interested in learning, particularly the finer details*” and some meetings and workshops were perceived to have been rushed in so they would have been held before our inspection. As a result, staff felt they had not learnt anything new.
- 6.9 Our staff survey also showed that:
- 57% of staff felt they were not kept informed about the change to the new LIT structure
 - 74% felt they did not have any opportunity to contribute to the change; and
 - 45% did not feel that UK Border Agency customers were benefiting from an increased level of service since the change to LITs.

Figure 4
Staff survey results

Prior to implementation of Local Immigration Teams, I was kept informed about what was happening and what to expect.

I was actively involved and had adequate opportunity to contribute my views in the planning and implementation of Local Immigration Teams.

Since the change to Local Immigration Teams, I feel that UKBA customers are benefiting from an increased level of service from the UKBA.



Base = 204 respondents

■ Strongly agree ■ Agree ■ Neither agree nor disagree □ Disagree □ Strongly disagree

Please note that the figures do not sum to 100% due to rounding.

6.10 A quote which was endorsed by an entire focus group was of particular concern: *“We can’t tell you if LITs will be successful because we do not know what LITs are.”*

We recommend that the UK Border Agency:

- produces new communication strategies for staff and stakeholders, to include an explanation of the benefits of a LIT and what effect LITs will have on them.

Appendix 1

Inspection Framework and Core Criteria

The criteria used in this inspection were taken from the Independent Chief Inspector's Core Inspection Criteria. They are shown below.

Section 1 – High level outcomes of the business

- 1.1 General Criterion: The borders are secured and immigration is controlled for the benefit of the country. The specific criteria are shown in Table 1.

Table 1 – Specific criteria:

- | | |
|--------|---|
| 1.1(a) | There are clear and realistic performance targets to drive improvement |
| 1.1(c) | There is effective joint working with delivery partners and stakeholders including enforcement and security agencies; carriers; local authorities; employers and educational establishments |
- 1.3 General Criterion: Reviewing and evaluating information so that improvements can be made. The specific criteria are shown in Table 2.

Table 2 – Specific criteria:

- | | |
|--------|---|
| 1.3(c) | UKBA evaluates the impact of its services and processes and seeks ways to improve them continuously |
| 1.3(g) | UKBA seeks feedback from partners on the effectiveness of work of the agency |
- 1.4 General Criterion: Corporate Health – The UK Border Agency is a high performing, customer-focused workforce delivering its strategic objectives. The specific criteria are shown in Table 3.

Table 3 – Specific criteria:

- | | |
|--------|---|
| 1.4(c) | Resources are focused on priorities. |
| 1.4(d) | The agency is operating efficiently and effectively, securing its borders and protecting the public against risks and threats (tailored criteria) |

Section 4 – Management and Leadership

- 4.1 General Criterion: Effective and motivating leadership. The specific criteria are shown in Table 4.

Table 4 – Specific criteria:

- | | |
|--------|---|
| 4.1(c) | There is evidence that the agency is flexible and responsive to changing circumstances |
| 4.1(d) | Change management is effective and leads to improvements in the quality of service |
| 4.1(f) | Managers are confident and visible; they are engaged, motivated, clear about their responsibilities and committed to delivery |

- 4.5 General Criterion: There is clarity about an individual's role and purpose. The specific criterion is shown in Table 5.

Table 5 – Specific criterion:

- 4.5(a) Staff receive appropriate good quality training, including diversity and equality, when it is needed to equip them with the necessary knowledge and skills to enable them to deliver services fairly to customers.

- 4.7 General Criterion: Communication. The specific criteria are shown in Table 6.

Table 6 – Specific criteria:

- 4.7(a) Strategies and plans are communicated throughout the UK Border Agency and to stakeholders.
- 4.7(c) Staff understand key objectives and values of the organisation.

Appendix 2

Staff Survey Results

Methodology

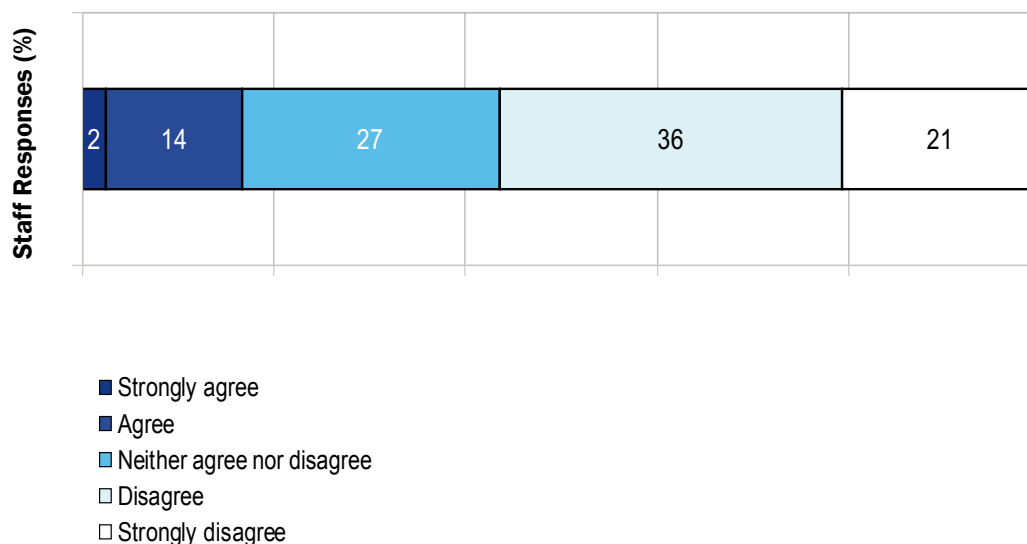
As part of the evidence gathering phase, a staff survey was distributed electronically to 326 staff working in the North West Local Immigration Team. Participation in the survey was anonymous and on a voluntary basis. Of these staff, 204 staff responded to the questions, giving a response rate of 63%.

We asked staff 10 questions and also gave space for comments. The questions covered the following themes:

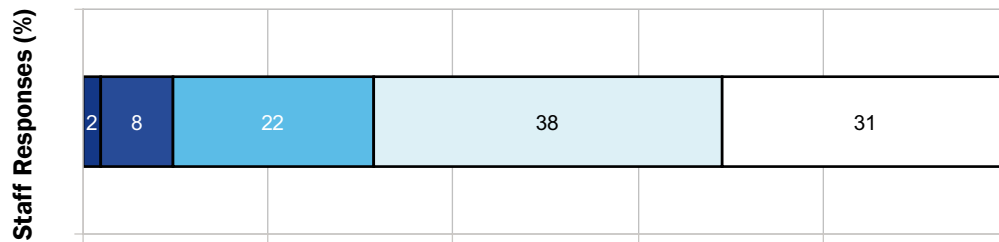
- work objectives;
- training;
- management;
- change management process;
- stakeholder engagement and benefits.

The results are shown in the charts below. Please note that the percentages may not sum to 100% due to rounding.

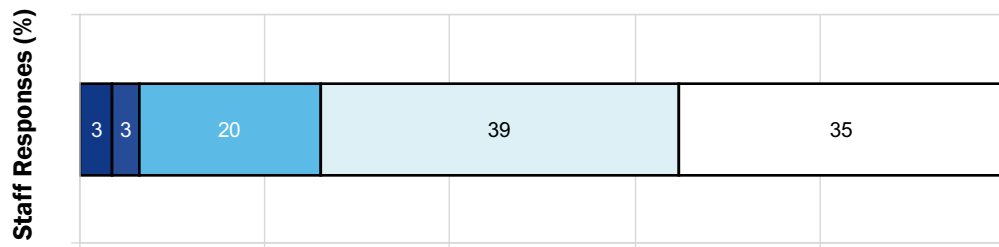
1. Prior to implementation of Local Immigration Teams, I was kept informed about what was happening and what to expect



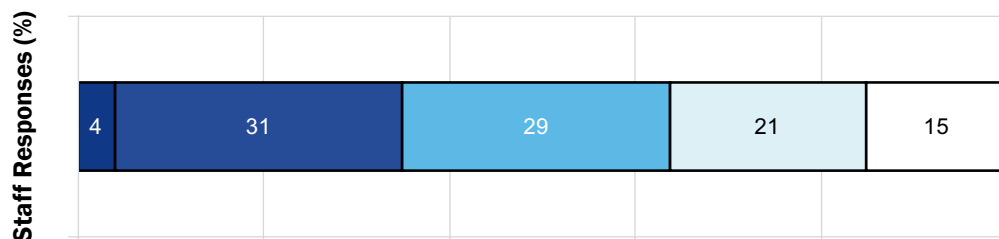
2. I have been offered adequate opportunities for training and development to deal with the implementation of Local Immigration Teams.



3. I was actively involved and had adequate opportunity to contribute my views in the planning and implementation of Local Immigration Teams

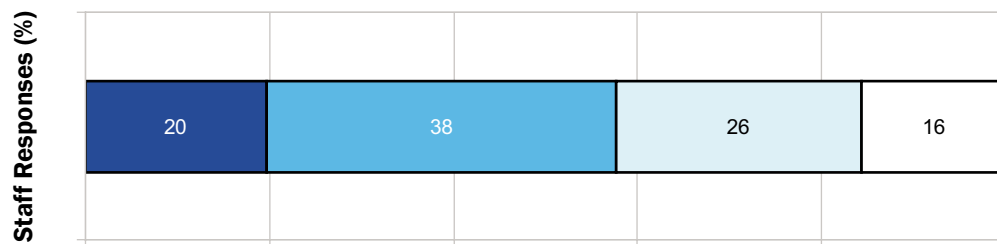


4. Managers are responsive and flexible when implementing change, changing decisions where necessary and evaluating performance

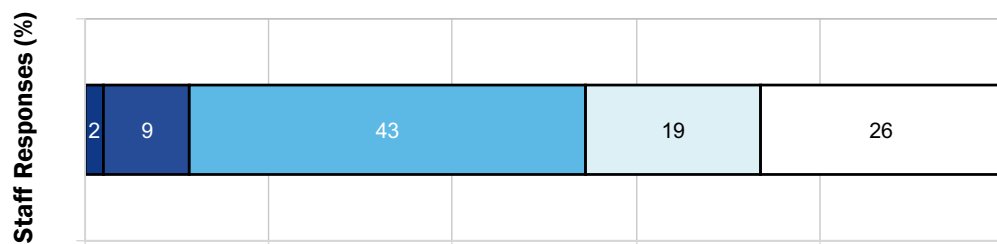


- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

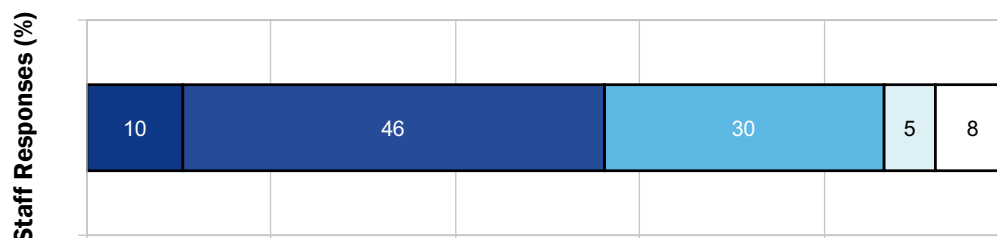
5. Management are effective at implementing and publishing lessons learned from the change management process



6. Since the change to Local Immigration Teams, I feel that UKBA customers are benefiting from an increased level of service from the UKBA



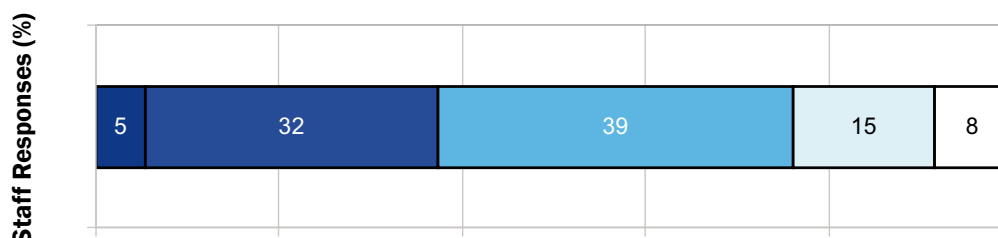
7. Objectives within my PDR reflect operational targets that have been implemented by the UKBA



- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

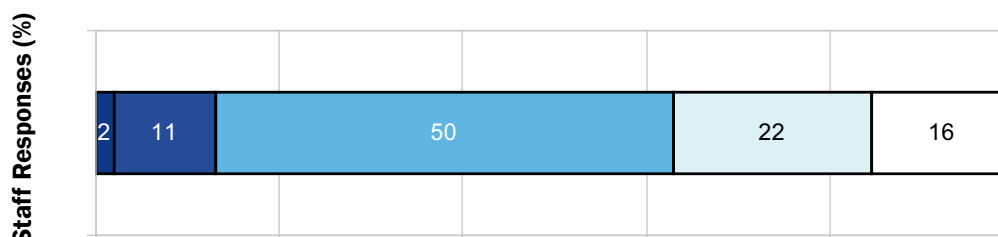
3 staff did not respond to question 7.

8. New objectives that have been set for me since implementation of change follow SMARTER principles (Specific, Measurable, Achievable, Realistic, Time-bound, Evaluated, Resourced)



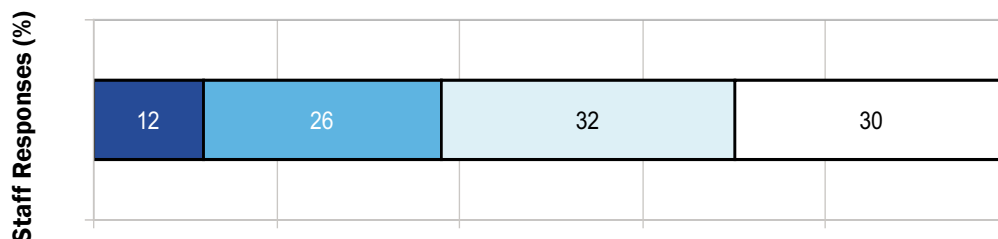
3 staff did not respond to question 8.

9. Stakeholder engagement has improved since implementation of Local Immigration Teams



4 staff did not respond to question 9.

10. I feel that change is managed well in the UKBA



- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

4 staff did not respond to question 10.

Appendix 3

List of stakeholders

During the inspection, we contacted and consulted with a wide variety of stakeholders. The stakeholders are as follows:

- Merseyside Police
- Greater Manchester Police
- Manchester City Council
- Liverpool City Council
- Local councillors

Appendix 4

Glossary

Term	Description
Agency	Refers to the UK Border Agency
Border Force	Part of the UK Border Agency, responsible for air, sea and rail ports
Command and Control Unit	UK Border Agency unit responsible for critical incident management.
Enforcement Team	A team of UK Border Agency officers who conduct operations in the field such as visits to employers of illegal workers
Further Submissions Unit	This unit handles claims where an applicant has had an initial asylum and/or human rights claim refused, or has withdrawn such a claim, or had such a claim treated as withdrawn under paragraph 333C of the Immigration Rules, and has exhausted all appeal rights in relation to that claim.
Grade 7	Senior manager, subordinate to Grade 6, superior to Senior Executive Officer
Grade 6	Senior manager, subordinate to the Senior Civil Service, superior to Grade 7.
Independent Chief Inspector of the UK Border Agency	The role of the Independent Chief Inspector of the UK Border Agency was established by the UK Borders Act 2007 to examine the efficiency and effectiveness of the UK Border Agency. The Chief Inspector is independent of the UK Border Agency and reports directly to the Home Secretary.
Immigration Crime Partnership	Partnerships between the UK Border Agency and a number of police constabularies in England and Wales
Immigration Crime Team	A joint-working team comprising of UK Border Agency officers and police officers
Immigration Group (IG)	The directorate within the UK Border Agency which is responsible for asylum, enforcement and compliance and nationality.
Lesson learned	Used to describe any organisational learning that has arisen following the investigation of a complaint. May be good practice to share, or an area for improvement.
Local Immigration Team (LIT)	A LIT is a local team undertaking as many functions as practicable at a local level in a defined area within a region. LITs will build on the work carried out by the best local enforcement offices but will have a wider remit to encompass community engagement beyond enforcement. They will undertake key enforcement roles in their locality.

Presenting Officers Unit	The POU presents all appeals heard in the North West. It also represents the Home Office at bail application hearings and additionally presents first stage reconsideration hearings before legal panels of senior immigration judges.
(The) (NW) Region	North West
Regional Director	Senior manager responsible for one of the six Immigration Group regions.
Sponsorship Management Unit	The unit which administers the procedure to ensure sponsors comply with their duties when sponsoring migrants under the points-based system
‘Supra-LIT’	A phrase coined in the North West region to describe the two grade 6 commands – Salford and Manchester and Merseyside – each of which contain three local immigration team (LIT) areas.
Tasking and Co-ordination Group (TCG)	A system to prioritise threats, set objectives and plan resources and action at all levels of the organisation. In essence a business process supported by intelligence.
United Kingdom Border Agency	The agency of the Home Office responsible for border control, enforcing immigration and customs regulations. It also considers applications for permission to enter and stay in the UK, including nationality and asylum applications.

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