A Short Guide to the

Home Office

September 2017
About this guide and contacts

This Short Guide summarises what the Home Office does, how much it costs, recent and planned changes and what to look out for across its main business areas and services.

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The National Audit Office scrutinises public spending for Parliament and is independent of government. The Comptroller and Auditor General (C&AG), Sir Amyas Morse KCB, is an Officer of the House of Commons and leads the NAO. The C&AG certifies the accounts of all government departments and many other public sector bodies. He has statutory authority to examine and report to Parliament on whether departments and the bodies they fund have used their resources efficiently, effectively, and with economy. Our studies evaluate the value for money of public spending, nationally and locally. Our recommendations and reports on good practice help government improve public services, and our work led to audited savings of £734 million in 2016.
### Key facts

<table>
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<tr>
<th>Expenditure and people</th>
<th>Homeland security</th>
<th>Public safety</th>
<th>Borders, immigration and citizenship</th>
</tr>
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<tbody>
<tr>
<td>£15.6 billion Gross expenditure in 2016-17</td>
<td>304 people arrested for terrorism-related offences in the UK in the year ending March 2017, an increase of 18% compared with 258 arrests in the previous year</td>
<td>4.9 million police recorded offences in the year ending 31 March 2017, compared with an estimated 5.8 million incidents of crime recorded in the Crime Survey for England and Wales</td>
<td>246,000 estimated net flow of long-term migrants into the UK in the year ending March 2017, down 81,000 from March 2016.</td>
</tr>
<tr>
<td>30,921 average number of full-time equivalent persons employed in 2016-17, compared with 32,506 in 2015-16</td>
<td>SEVERE UK terror threat level as of August 2017, meaning an attack is highly likely. From 23 May to 26 May 2017 the threat level was raised to CRITICAL, meaning an attack was expected imminently</td>
<td>123,142 police officers in England and Wales as at 31 March 2017. The number of police officers has reduced by 14% since the 31 March 2010</td>
<td>80% rise in the number of British citizenship applications from EU nationals between June 2016 and June 2017. There are around 3.5 million EU nationals living in the UK, 5% of the UK population</td>
</tr>
<tr>
<td>£10 billion estimated to be lost by individuals through fraud in 2016</td>
<td>2,255 modern slavery offences recorded in the year ending March 2017, a 159% increase on the previous year</td>
<td>£10 billion estimated to be lost by individuals through fraud in 2016</td>
<td>6.84 million passports issued in 2016-17, the highest recorded</td>
</tr>
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</table>
# Overview

The Home Office (the Department) is the lead government department for immigration and passports, drugs policy, crime, fire, counter-terrorism and police. Its policy and operations are arranged into the three strands of Homeland Security, Public Safety, and Borders, Immigration and Citizenship. It has five priorities: prevent terrorism; cut crime; control immigration; promote economic growth by keeping the UK safe; and transform the way it operates.

## Strand of activity

| Homeland Security | Reduce the risk to the UK and its interests overseas by stopping terrorist attacks; stopping people becoming terrorists or supporting terrorism; strengthening protection against terrorist attacks, and mitigating the impact of terrorist attacks. |
| Public Safety | Keep citizens safe by cutting crime and protecting the vulnerable. Reform police, fire and rescue services to improve their efficiency and effectiveness, and lead targeted action on key crime types. |
| Borders, Immigration and Citizenship | Develop and implement policies to reduce annual net migration to the tens of thousands and tackle abuse, while continuing to attract bright migrants and supporting those in genuine need of help. |

## Policy and governance

- **Homeland Security:** Office for Security and Counter-Terrorism
- **Public Safety:** Crime, Policing and Fire Group (Office for Counter-Extremism)  
- **Borders, Immigration and Citizenship:** Borders, Immigration and Citizenship strategy group

## Delivered via

- **Homeland Security:** Police forces, Border Force
- **Public Safety:** National Crime Agency, Police and Crime Commissioners, Police forces, Fire and rescue services, College of Policing, Independent Police Complaints Commission, Disclosure and Barring Service, Security Industry Authority, Gangmasters and Labour Abuse Authority

## Notes

1. The Home Office departmental boundary encompasses the central government Department and it directorates, five non-departmental public bodies and the College of Policing.
2. The Office for Counter-Extremism is part of the Crime, Police and Fire Group within the Home Office, but its work is covered within the Counter-Terrorism section of this guide because its funding is drawn from the Counter-Terrorism ring-fence.
Accountability to Parliament

Permanent Secretary (Phillip Rutnam, from April 2017)
As government’s principal Accounting Officer (AO) for the Home Office, he is personally responsible and accountable to Parliament for managing the Home Office, its use of public money and stewardship of assets as set out in Managing public money.

Home Office accountability structures
At the highest level, corporate governance within the Department rests with the Departmental Board, which manages the Department and its directly managed operations.

There are three system governance groups within the Department: Homeland Security, Public Safety and Borders, Immigration and Citizenship.

Scrutiny by parliamentary committees
House of Commons Home Affairs Select Committee: examines policy, expenditure and administration of the department and its associated public bodies, selecting its own subjects for inquiry.

House of Commons Committee of Public Accounts: examines Home Office spending and how resources allocated have been used. It does not question policy.

Four key elements of accountability, and how they relate to the Home Office

1. A clear expression of spending commitments and objectives
   - Our Confiscation orders: progress review report noted the Department needed to clarify the objectives of confiscation orders and their relative priorities.

2. A mechanism or forum to hold to account
   - The Home Office has both internal forums (Departmental Board, governance groups) and external forums (parliamentary committees) to hold it to account.

3. Clear roles and someone to hold to account
   - In July 2017, the Department published its Accounting Officer System Statement, which outlines how the AO gains assurance over all of the public spending for which the Department is responsible.

4. Robust performance and cost data
   - Our recent reports have shown that an enduring challenge for the Home Office is its lack of robust data to inform decision-making.

Source: Comptroller and Auditor General, Accountability to Parliament for taxpayers’ money, Session 2015-16, HC 849, National Audit Office, February 2016
Where the Department spends its money

Gross spend for the Department in 2016-17 was £15.6 billion, with income of £2.6 billion, resulting in net expenditure of £13 billion

Home Office expenditure
Of Home Office expenditure, 72% goes to the Crime, Policing and Fire Group

Total excluding Crime, Policing and Fire Group
£4,431.0m

Crime and Policing group
£11,202.0m
Income £395.2m

International and Immigration Policy Group
£61.6m
Income £2.0m

Office of Security and Counter-Terrorism
£1,088.0m
Income £182.1m

UK Visas and Immigration
£1,047.3m
Income £1,397.8m

Border Force
£502.7m
Income £27.4m

Immigration Enforcement
£448.0m
Income £55.1m

HM Passport Office
£261.7m
Income £439.5m

Notes
1 Back-office functions (called Enablers in the accounts) include Corporate Services, Communications Directorate, Human Resources Directorate and Strategy, Delivery and Private Office Group.
2 Figures for the Home Office are taken from Note 2 – Statement of Operating Costs by Operating Segment within the Department’s Annual Report and Accounts for the year ending 31 March 2017.
3 On 6 January 2016 ministerial responsibility for Fire and Rescue services moved from the Department for Communities and Local Government to the Home Office. It was agreed that the transfer of responsibilities should take place from 1 April 2016.
4 The National Crime Agency (NCA) is a non-ministerial government department and is outside the Home Office’s departmental boundary. The finances of the NCA are not consolidated into the Home Office accounts. They are presented here to illustrate the extent of public expenditure on the organisations relating to the Home Office that deal with organised crime and counter-terrorism.
5 Figures for the NCA are taken from the Statement of Operating Costs by Operating Segment in the organisation’s 2016-17 Annual Report and Accounts.

Key trends across the Department

**Trend in net expenditure**

The downward trend since 2010-11 stopped in 2014-15 because of additional one-off expenditure (including £460 million payment relating to pensions, £100 million for the E-borders settlement and £120 million related to Riot Damages Act costs).

Expenditure reduced again in 2015-16 because liabilities were not as expected.

The increase between 2015-16 and 2016-17 is related primarily to the transfer of Fire and Rescue policy to the Home Office from the Department for Communities and Local Government. From April 1 2016, the Department became responsible for funding fire grants, of which the most significant is the fire pension top-up grant of £548 million in 2016-17. Some further expenditure was related to increased security spending following the 2015 Paris attacks.

Future spending is likely to be subject to ongoing pressure to reduce spending through efficiencies and Invest to Save capital programme. However, there are increases planned for the police and counter terrorism.
Spending reductions in future years

The Home Office expects the Borders, Immigration and Citizenship Services (BICS) and overall administration costs to reduce during the 2015 Spending Review period.

The Home Office is investing in a large-scale transformation portfolio intended to deliver increasingly efficient services and lower costs, including across BICS.

Estate reorganisation and centres of excellence will reduce administrative spending.

Official Development Assistance (ODA) funding is supporting asylum and refugee costs but is ring-fenced.

The Home Office has a capital budget of £1.3 billion, with significant spend at the border and on passports. £1 billion is expected to be spent on the Emergency Services Network.

Spending increases in future years

Resources for the police and counter-terrorism are planned to increase, alongside a new policy over Syrian resettlement over the 2015 Spending Review period.

The Home Office plans to increase overall police funding by £900 million between 2015-16 and 2019-20.

The Home Office also plans to increase funding for counter-terrorism by £500 million between 2015-16 and 2020-21.

The Fire and Police pension grants are expected to increase from £2.3 billion in 2016-17, but the amount is yet to be determined.

Fire reform policy is encouraging Police and Crime Commissioners (PCCs) to take over fire authorities where a local case can be made. Nine PCCs are considering this, with decisions expected later in 2017.

The programme to resettle Syrian refugees is funded by the ODA and is ring-fenced.

The Independent Inquiry into Child Sexual Abuse has been re-established with a new Chair. It is a multiple department inquiry with Home Office being the lead. The lifetime costs are unknown but expected to be substantial given the wide remit of the Inquiry.
Key trends across the Department continued

### Prevent terrorism

**Number of people arrested for terrorism-related offences in the UK by outcome, 2010-11 to 2016-17**

The number of people arrested for terrorism offences in 2016-17 was 304, and a 143% increase compared with 125 arrests in 2010-11.

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Charged</td>
<td>54</td>
<td>80</td>
<td>119</td>
<td>129</td>
<td>113</td>
<td>108</td>
<td></td>
</tr>
<tr>
<td>Released without charge</td>
<td>67</td>
<td>116</td>
<td>116</td>
<td>94</td>
<td>157</td>
<td>112</td>
<td>100</td>
</tr>
<tr>
<td>Alternative action</td>
<td>4</td>
<td>13</td>
<td>19</td>
<td>12</td>
<td>11</td>
<td>6</td>
<td>9</td>
</tr>
<tr>
<td>Released to bail</td>
<td>–</td>
<td>–</td>
<td>–</td>
<td>2</td>
<td>5</td>
<td>66</td>
<td>68</td>
</tr>
<tr>
<td>Prosecuted</td>
<td>88</td>
<td>73</td>
<td>104</td>
<td>116</td>
<td>110</td>
<td>98</td>
<td>64</td>
</tr>
<tr>
<td>Convicted</td>
<td>96</td>
<td>86</td>
<td>97</td>
<td>98</td>
<td>127</td>
<td>77</td>
<td>42</td>
</tr>
</tbody>
</table>

Source: Home Office

### Cut crime

**Number of crimes, 2010-11 to 2016-17**

The number of crimes (excluding online crime) reported in the Crime Survey for England and Wales fell by 38% between 2010-11 and 2016-17 (from 9,446 million to 5,864 million).

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of offences</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010-11</td>
<td>9,446</td>
</tr>
<tr>
<td>2011-12</td>
<td>9,345</td>
</tr>
<tr>
<td>2012-13</td>
<td>8,487</td>
</tr>
<tr>
<td>2013-14</td>
<td>7,318</td>
</tr>
<tr>
<td>2014-15</td>
<td>6,764</td>
</tr>
<tr>
<td>2015-16</td>
<td>6,334</td>
</tr>
<tr>
<td>2016-17</td>
<td>5,864</td>
</tr>
</tbody>
</table>

**Police recorded crime**

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of offences</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010-11</td>
<td>4,151</td>
</tr>
<tr>
<td>2011-12</td>
<td>4,380</td>
</tr>
<tr>
<td>2012-13</td>
<td>4,064</td>
</tr>
<tr>
<td>2013-14</td>
<td>4,028</td>
</tr>
<tr>
<td>2014-15</td>
<td>4,167</td>
</tr>
<tr>
<td>2015-16</td>
<td>4,507</td>
</tr>
<tr>
<td>2016-17</td>
<td>4,965</td>
</tr>
</tbody>
</table>

Source: Office for National Statistics

### Control immigration

**Net migration 2010 to 2016**

Net long-term international migration was estimated to be 249,000 in the year ending December 2016, down 83,000 (33%) from December 2015.

<table>
<thead>
<tr>
<th>Year</th>
<th>Net migration (£ million)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>+700</td>
</tr>
<tr>
<td>2011</td>
<td>+600</td>
</tr>
<tr>
<td>2012</td>
<td>+500</td>
</tr>
<tr>
<td>2013</td>
<td>+400</td>
</tr>
<tr>
<td>2014</td>
<td>+300</td>
</tr>
<tr>
<td>2015</td>
<td>+200</td>
</tr>
<tr>
<td>2016</td>
<td>+100</td>
</tr>
</tbody>
</table>

Source: National Audit Office analysis of Office for National Statistics data
Major programmes and developments

**Major programmes**

**Emergency Services Mobile Communications programme**, aiming to replace the existing system used by the police, fire and ambulance services to communicate with each other. The programme was delayed by nine months, leading to milestone payments moving from 2016-17 into 2017-18, and delays in a number of related projects and their costs.

**Immigration Platform Technologies programme**, aiming to improve the efficiency and effectiveness of its visa and other immigration transactions with the public by replacing old legacy systems. The programme began in 2013, and was expected to cost £209 million over four years. Although support contracts for vital legacy systems were due to expire in 2016, the programme was not scheduled to roll out fully until March 2017. The business case for the programme has now been revised, and is now intended to complete in 2018-19. It is designed to deliver incrementally, and has started to deliver new systems into operational use.

**Digital Services at the Border (DSaB) programme**, aiming to enhance the security of the UK by gathering and acting on data about people and entities (for example, vehicles) crossing the border. In January 2017 the programme started to deliver the Advanced Freight Targeting Capability, which provides the intelligence to target suspicious freight consignments arriving into the UK via ferries and air. Border Crossing, the new primary control point system used for screening passengers at ports, reached a key milestone when it was successfully deployed to an airport, as a pilot, in July 2016 for use alongside existing systems. This was followed by deployment to two further airports in November 2016, to a maritime port in February 2017, and a fifth port in April 2017. It is not yet clear when it will be in place at all border and crossing points.

**Legislation**

<table>
<thead>
<tr>
<th>Act</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Immigration Act 2016</td>
<td>Introduced new sanctions on illegal working and new measures to enforce immigration laws. Also includes measures to prevent illegal migrants from accessing certain services. The act also reformed the Gangmasters Licensing Authority (responsible for protecting workers from exploitation) into the Gangmasters and Labour Abuse Authority.</td>
</tr>
<tr>
<td>Psychoactive Substances Act 2016</td>
<td>Made it an offence to produce, supply, offer to supply, possess with intent to supply, possess on custodial premises, import or export psychoactive substances that are intended for human consumption. Also provided powers to stop and search persons, vehicles and vessels and to search premises.</td>
</tr>
<tr>
<td>Investigatory Powers Act 2016</td>
<td>Government can compel internet and communications companies to retain their customers’ browser history for up to a year. Protects the ability of GCHQ and MI5 to bulk-collect communications data and to hack into a suspect’s electronic devices. Also gives a judge the power to sign off warrants for intrusive surveillance.</td>
</tr>
<tr>
<td>Policing and Crime Act 2017</td>
<td>Provides the police with additional powers to enter premises to search for and seize British passports cancelled under the Royal Prerogative and extends existing powers to enable the police to seize invalid foreign travel documents.</td>
</tr>
<tr>
<td>Criminal Finances Act 2017</td>
<td>Introduced new powers to tackle money laundering and corruption, and to recover the proceeds of crime and counter terrorist financing.</td>
</tr>
</tbody>
</table>
Exiting the European Union: issues to explore

Across government the NAO considers that a successful implementation of Brexit will require:

- strong collaboration and coordination across departments;
- a clear sense of prioritisation at departmental and cross-departmental level, including decisions to stop or delay projects; and
- a robust assessment of the required capability and a cross-government strategy to address any gaps.

Coordination across government

Departments should be clear how and what they are doing aligns with plans across government to deliver a successful Brexit. This is especially important for the Department regarding any changes at the border.

Prioritisation of activities

Departments will need to prioritise their activities in response to Brexit. We would expect that this would involve some activities to be stopped or pushed back in time. These activities would need to incorporate a strong emphasis on delivery as well as policy.

Staffing and resources

Departments will need to have assessed what skills and resources are needed to deliver a successful Brexit in the short to medium term. Filling any gaps may mean recruiting staff externally and a movement of staff across government to where they are needed most.

The Home Office intends to ensure it has the right capabilities and resources in place to deliver on its priorities after exiting the EU. It is coordinating its response via its EU Exit Programme Board, which is chaired by the second permanent secretary. Two other boards and one steering group feed into the Programme Board.
Exiting the European Union: issues to explore continued

The UK’s planned exit from the European Union (EU) has implications for the Home Office. On 2 February 2017 the government released its white paper setting out the 12 priorities underpinning its approach to the exit process, including to: control immigration; secure rights for EU nationals in the UK and UK nationals in the EU; and cooperate in the fight against crime and terrorism.

The terms of the UK’s exit from the EU are yet to be finalised, but may affect:

**Borders**

The Home Office will play a key role in implementing changes at the border following Brexit. In total, 26 departments and government agencies operate at the UK border so any change will need collaboration and cross-governmental intervention. Border Force is a law enforcement command within the Home Office and is responsible for controlling the movement of goods and people across the UK border and undertakes enforcement on behalf of HM Revenue & Customs.

**Goods**: The government wants to secure seamless cross-border trade. If the UK leaves the customs union it would likely increase the number of customs declarations. This will have implications for Border Force, which holds responsibility for securing the border and delivering some customs duties.

**People**: The Home Office will be responsible for delivering the immigration terms agreed following Brexit. It will have to manage the new immigration arrangements that are negotiated for EU citizens visiting the UK, including managing border checks, potential visa issuance and checks and staff requirements at points of entry.

**Citizenship and residency**

The Home Office may have to devise and enforce a new immigration system that can accommodate applications to reside in the UK from the 3.5 million EU nationals living within the UK. On the 26 June 2017 the government stated its intentions for EU citizens seeking to remain in the UK, including permitting EU citizens who have been continuously resident here for five years to stay indefinitely by getting ‘settled status’.

Devising a system to accommodate a rise in requests for residency is likely to place unprecedented demand on the Department. In April 2017 it published guidance advising EU nationals against applying for permanent residency; however, there has been a 80% rise in the number of British citizenship applications from EU nationals between the end of June 2016 and June 2017.

**Cutting crime and counter-terrorism**

The UK government currently cooperates closely with other EU partners on foreign affairs and in tackling the threat of terrorism. It seeks to continue cooperation on security matters but will need to agree the practical mechanisms to support ongoing cooperation.

The UK will have to negotiate future cooperation on law enforcement and security, such as cooperation with Europol, exchange of Passenger Name Records and extradition arrangements, which may affect the Home Office’s ability to access capabilities that currently support cross border law enforcement. The overarching conditions that will underpin such cooperation, such as data protection and dispute resolution mechanisms, will also need to be agreed.
Key themes from NAO reports

Our recent reports on the Home Office have noted good performance in areas, including in the delivery of some major programmes (The Syrian Vulnerable Persons Resettlement Programme) and ensuring continued provision for vulnerable service users in light of provider failure (Report on the funding and governance of Broken Rainbow). However, the Department continues to face a number of challenges:

**Oversight**

**Poor visibility of projects or providers:** in our report on E-borders and successor programmes we noted that departmental oversight of the programme was limited. Our Broken Rainbow report highlighted the Department was unaware that its grant recipient was under the threat of closure.

**Insufficient awareness of demand on the services it funds:** our report on the Yarl's Wood Immigration Removal Centre found that services contracted by the Home Office did not meet the needs of users. In Financial sustainability of police forces in England and Wales, we noted the Department’s funding approach did not consider the demands on police time.

**Operational management**

**Capability and resourcing issues:** our report on E-borders observed an inability to make key decisions at departmental level due to gaps in capability and resourcing. We also found that getting the right balance of resources to respond to the threat of Online Fraud remains a challenge for the Department.

**Poor risk management:** our reports on the Emergency Services Network and E-borders noted that despite the high risks, the Department had adopted ambitious timelines for delivery.

**Insufficient engagement with stakeholders and other bodies:** in E-borders we reported that the Department did not manage the diverse range of stakeholders. Our Confiscation orders: progress review report noted the Department needed to work with other bodies to clarify the objectives of confiscation orders and their relative priorities.

**Contract and grant management**

**Weak contract management:** our E-borders report found the Department had followed a commercial strategy that allowed varying interpretations of the contract, in particular the underlying requirements. Our work on Yarl's Wood revealed the Home Office contract with its supplier was over-engineered.

**Weak grant management:** our Broken Rainbow report noted that the Department did not meet its own requirements for monitoring its grant.

**Use of information**

**Poor data quality:** a consistent finding across our reports, including that on E-borders, which observed gaps in the management information used by the Department.

**Insufficient information available to make key decisions:** also covered in a number of our reports, including Financial sustainability of police forces, Online Fraud and Confiscation orders: progress review.
Counter terrorism

How is it delivered?

CONTEST

Recent and planned developments

What are the things to look out for?
Overview

Counter terrorism

Cut crime: Police, Fire and Rescue services

Cut crime: Serious and organised crime

Control immigration

Appendices

How is it delivered?

The Home Office is responsible for keeping the United Kingdom safe from the threat of terrorism and extremism.

The department delivers its work in this area via a number of directorates and operational units. This includes:

- The Office for Security and Counter-Terrorism (OSCT), which is responsible for leading work on counter-terrorism in the UK, working closely with the police and security services, and for developing and implementing the government’s strategic approach to reducing the risk to the UK from organised crime. OSCT was created in 2007 and employed an average of 734 members of staff in 2016-17, at a cost of £39.0 million.

- Police forces and regional organised crime units, which provide specialist policing capabilities at a regional level.

- The Office for Counter-Extremism (OCE) which was established in June 2015 and is responsible for coordinating the government’s implementation of the Counter-Extremism strategy, taking forward key elements and assessing the impact of its approach. It is part of the Crime, Policing and Fire Group within the Home Office.

Counter-Terrorism: Key facts

£143 million

Committed by government to uplift armed policing capability and capacity to respond more quickly and effectively to firearms attacks

SEVERE

Current UK terror threat level, meaning a terrorist attack is highly likely and could occur without warning

186

People in custody for terrorism-related offences as of 31 March 2017, an increase from 162 in custody as of March 2016
The Home Office is responsible for the government’s counter-terrorism strategy, CONTEST. In July 2011 the third version of CONTEST was published.

There are four strands to CONTEST’s approach to tackling terrorism: Pursue, Prevent, Protect and Prepare. Most recent progress against the strategy’s objectives is set out in the Annual Report for 2015. The Home Office has also reported progress on its delivery of the four strands of CONTEST in its 2016-17 annual report and accounts.

The government committed to providing an updated CONTEST strategy by the end of 2016, but this has not yet been published.

**Four strands of CONTEST**

- **Pursue**: The investigation and disruption of terrorist attacks
  - Following referrals from the police 280,000 pieces of illegal terrorist material have been removed from social media since February 2010.
  - Over 850,000 public sector staff trained in spotting signs of radicalisation.
  - More than 150 attempted journeys to the Syria/Iraq conflict area were disrupted in 2015, including preventing approximately 50 children (from around 20 families) from being taken to the conflict area in 2015.

- **Prevent**: Work to stop people becoming terrorists or supporting terrorism
  - New EU rules introduced to UK airports requiring greater use of explosive detection equipment in 2015.

- **Protect**: Improving protective security to stop a terrorist attack
  - Following Paris attacks in November 2015, the government committed £143 million over five years to uplift armed policing capability and capacity to respond more quickly and effectively to firearms attacks.

- **Prepare**: Work to minimise the impact of an attack and to recover as quickly as possible
  - Five terrorist plots prevented between March 2017 and June 2017.
  - Arrests of 304 people for terrorism-related offences in the UK in the year ending March 2017. Of these, 108 have been charged, 42 of whom have been convicted.
  - The Prime Minister commissions a review into the four terrorist attacks in London and Manchester, to be led by David Anderson.

**Recent reported action against the strands include:**

- Five terrorist plots prevented between March 2017 and June 2017.
- Arrests of 304 people for terrorism-related offences in the UK in the year ending March 2017. Of these, 108 have been charged, 42 of whom have been convicted.
- The Prime Minister commissions a review into the four terrorist attacks in London and Manchester, to be led by David Anderson.
While the Home Office is responsible for keeping the United Kingdom safe from the threat of terrorism and extremism, it also works with other government departments to achieve its objectives in this area.

The threat to the United Kingdom from international terrorism remains high – it has been **SEVERE**, meaning a terror attack is highly likely, since August 2014. The threat level was raised to **CRITICAL** between 23 May and 26 May 2017 following the terror attack in Manchester. This is the highest threat level, meaning an attack is expected imminently.

**Oct 2015**
Government publishes its Counter-Extremism Strategy.

**Nov 2015**
Government publishes the National Security Strategy and Strategic Defence and Security Review.
The 2015 Spending Review states counter-terrorism spending will increase by 30%, including providing 1,900 new intelligence staff.

**Nov 2016**
Investigatory Powers Act 2016 comes into force. It maintains existing powers and adds the ability to retain Internet Connection Records.

**End Dec 2016**
Updated CONTEST strategy originally planned for publication.

**Apr 2017**
Criminal Finances Act 2017 toughens powers to tackle terrorist financing.

**May 2017**
The threat to the UK from international terrorism is raised to **CRITICAL** between 23 May and 26 May.

**Jun 2017**
Queen’s Speech states that the government’s counter-terrorism strategy will be reviewed, and that a commission for countering extremism will be established to support the government in stamping out extremist ideology in all its forms. Home Secretary announces an independent review of the handling of recent terror attacks to look at whether lessons can be learned.
What are the things to look out for?

The pace of terrorism has increased

Between March 2017 and June 2017 there were four terrorist attacks and five plots prevented. Internal reviews are under way to consider what lessons can be learned from the attacks. The former Independent Reviewer of Terrorism Legislation, David Anderson QC, is providing independent oversight of these reviews and is expected to report by the end of October 2017.

A new counter-terrorism strategy

On 4 June 2017 the Prime Minister stated that the counter-terrorism strategy would be reviewed to make sure the police and security services have what they need to keep the public safe. Government had previously committed to publishing a new version of CONTEST in 2016 but it has not yet done so.

Prevent and the counter-extremism strategy

Following its enquiry into the government’s counter-extremism strategy, the Home Affairs Select Committee published its Radicalisation: the counter-narrative and identifying the tipping point report in August 2016. The report made a number of recommendations for government, including to abandon the “toxic” name ‘Prevent’ for the strategy and replace it with a more inclusive title of ‘Engage’.

On 22 June 2017, the Home Secretary announced that a Commission for Countering Extremism would be set up to tackle extremists.
Cut crime: Police, Fire and Rescue services

- How is it delivered? – Police
- How is it delivered? – Fire and Rescue services
- Police, Fire and Rescue services funding
- In your area – Police, Fire and Rescue services
- Recent and planned developments
- What are the things to look out for?
The Department is responsible for the 43 territorial police forces in England and Wales.

Note
1 There are 40 PCCs. The number differs from the number of police forces (43) because the Metropolitan Police Service, City of London Police and Greater Manchester Combined Authority have different arrangements compared to other areas.

Source: National Audit Office analysis of Home Office data
How is it delivered? Fire and Rescue services

The Department assumed responsibility for the 45 fire and rescue authorities in England from the Department for Communities and Local Government, in January 2016. Although police and fire and rescue services are currently delivered within different landscapes, reform has led to growing overlap between the two.

Notes
1 In 2015 the government announced its plans to abolish LFEPA. This is not expected to take place before April 2018. Once abolished the Mayor of London will have direct responsibility for the fire and rescue service in London.
2 In 2016, the Dorset and Wilshire fire services merged into one service.
3 From 2017 PCCs can also become fire and rescue authority for their area, with Essex being the first PCC to take on this role.

Source: National Audit Office analysis of Home Office and Department for Communities and Local Government data
Funding from central government and council tax precept is given to 40 police and crime commissioners (PCCs), the London Mayor’s Office for Policing and Crime (MOPAC), the Common Council of the City of London and Greater Manchester Combined Authority. Forces also receive income from activities such as policing major sporting events. PCCs, in consultation with their chief constables, set the annual objectives for their police forces and allocate the funds needed.

Fire and rescue services receive their funding from several sources, including central government via grants, business rates from local authorities in their area, council tax and locally generated income, such as fees from training.

The Home Office distributes funding to police forces primarily through a formula grant. It is currently reviewing the funding formula, as it does not take account of all demands on police time, proportion of central to local funding, or relative efficiency.

The Home Office spent £11.2 billion on its Crime, Policing and Fire group in 2016-17, and at least £7.4 billion on police grants. The Department also spent £1.8 billion on police officer pensions, and £548 million on fire officer pensions.

### Funding reductions

Police and fire and rescue services have been subject to funding reductions for some time. For instance, between 2010-11 and 2015-16 there was a:

- 28% real-terms reduction in government funding for stand-alone fire and rescue authorities. Metropolitan authorities saw a real-terms reduction of 34%, compared to 26% for combined authorities. Once council tax and other income is taken into account, stand-alone authorities received an average reduction in total income (“spending power”) of 17% in real terms; with a 25% real-terms reduction for metropolitan authorities and a 16% reduction for combined single purpose Authorities; and

- 25% real-terms reduction in government funding to police and crime commissioners.

Our reports on the Financial sustainability of police forces in England and Wales and the Financial sustainability of fire and rescue services found that the extent of these reductions varied between police forces, and between bodies that govern and fund fire and rescue services.
In your area

**Police**

**Workforce reductions**

The police workforce has **reduced by more than 45,000** between March 2010 and March 2017, a decrease of **19%**. There were **123,142 full-time equivalent (FTE) police officers** in England and Wales on 31 March 2017, the lowest figure at the end of a financial year since 1996, when comparable records began. Records earlier than this are not directly comparable; however, they indicate that this is the lowest number of officers since 1985.

**Diversity**

Police forces in England and Wales publish diversity profiles, allowing members of the public to see whether that local force reflects the community it serves. As at 31 March 2017, 6% of all officers were black and minority ethnic (BME), and 29% of all officers were female.

<table>
<thead>
<tr>
<th>Year</th>
<th>Police workforce (FTE)</th>
<th>Police staff</th>
<th>Police community support officers</th>
<th>Police officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>244,497</td>
<td>79,596</td>
<td>16,918</td>
<td>143,734</td>
</tr>
<tr>
<td>2011</td>
<td>233,255</td>
<td>74,010</td>
<td>15,820</td>
<td>139,110</td>
</tr>
<tr>
<td>2012</td>
<td>220,121</td>
<td>67,472</td>
<td>14,393</td>
<td>134,100</td>
</tr>
<tr>
<td>2013</td>
<td>213,632</td>
<td>65,509</td>
<td>14,205</td>
<td>129,584</td>
</tr>
<tr>
<td>2014</td>
<td>209,362</td>
<td>64,097</td>
<td>13,066</td>
<td>127,900</td>
</tr>
<tr>
<td>2015</td>
<td>207,728</td>
<td>63,894</td>
<td>12,370</td>
<td>127,192</td>
</tr>
<tr>
<td>2016</td>
<td>200,922</td>
<td>61,668</td>
<td>11,043</td>
<td>124,066</td>
</tr>
<tr>
<td>2017</td>
<td>198,684</td>
<td>61,063</td>
<td>10,213</td>
<td>123,142</td>
</tr>
</tbody>
</table>

*Note 1.* Police officer numbers exclude secondments to central services.

**Fire and rescue services**

**Workforce reductions**

The fire and rescue services workforce has **reduced by more than 9,000** between March 2010 and March 2016. There were **34,395 FTE or retained firefighters** in England at the end of March 2016, 1,563 fewer than the year previously.

**Procurement**

In August 2016 the Department published fire procurement information for the first time as part of its effort to make the fire service more accountable to the public. The data showed how much the 45 fire and rescue authorities in England paid for 25 common items of uniform and equipment. The data revealed variations in amounts paid across fire authorities – for instance, Oxfordshire purchased fire-fighting helmets at a cost of £252.33 per unit, while Merseyside paid £120.00 per unit.

<table>
<thead>
<tr>
<th>Year</th>
<th>Fire and rescue workforce (FTE)</th>
<th>Fire Control</th>
<th>Wholetime firefighters</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>6,878</td>
<td>6,008</td>
<td>6,966</td>
</tr>
<tr>
<td>2011</td>
<td>6,299</td>
<td>5,102</td>
<td>6,479</td>
</tr>
<tr>
<td>2012</td>
<td>5,754</td>
<td>4,057</td>
<td>6,127</td>
</tr>
<tr>
<td>2013</td>
<td>5,253</td>
<td>3,703</td>
<td>5,899</td>
</tr>
<tr>
<td>2014</td>
<td>4,855</td>
<td>3,361</td>
<td>5,645</td>
</tr>
<tr>
<td>2015</td>
<td>4,647</td>
<td>3,126</td>
<td>5,478</td>
</tr>
<tr>
<td>2016</td>
<td>4,607</td>
<td>3,022</td>
<td>5,385</td>
</tr>
<tr>
<td>2017</td>
<td>4,620</td>
<td>3,042</td>
<td>5,408</td>
</tr>
</tbody>
</table>

*Note 2.* A retained firefighter may have full-time employment outside of the fire service but responds to emergency calls within their local area as and when required.

Overview

Recent and planned developments

The Home Office is seeking to transform the way Police and Fire and Rescue services operate through a series of reforms.

**Police funding formula reform:** In July 2015 the Home Office began to reform the way police are funded in England and Wales. The reform is ongoing. In September 2016 the Home Office launched the Police Core Grant Distribution Review, one of a number of programmes sitting within the Department’s overarching Police Transformation Programme.

**Police Transformation Fund:** Set up as part of the 2015 Spending Review, the fund allocates additional funding for the reform of police services. Successful bids were announced in August 2016, April 2017 and August 2017.

**Fire and rescue reform programme:** First announced in May 2016, areas of focus include:

- supporting services to transform commercially;
- encouraging employers to drive workforce reform;
- increasing the transparency of the service, allowing the public to hold their service to account;
- creating professional standards body to drive sector improvement; and
- establishing an independent inspection regime as part of an expanded Her Majesty’s Inspectorate of Constabulary (HMIC). In July 2017, HMIC changed its name to HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), and extended its remit to include inspections of England’s fire & rescue services.

**Increased responsibility for police and crime commissioners:** From 2017 PCCs can also become the fire and rescue authority for their area.

What are the things to look out for?

**Greater scrutiny of Police and Fire and Rescue services**

The government wants Police and Fire and Rescue services to achieve greater value for money in their operations, while encouraging increased public scrutiny of their services.

For the police, HMIC PEEL (police effectiveness, efficiency and legitimacy) inspections are used to judge the performance of forces against certain criteria. Forces are also encouraged to procure collaboratively, and reduce back-office costs. The Home Office also advocates the use of Regional Organised Crime Units.

Fire and rescue services have been encouraged to procure collaboratively, co-respond to incidents, and make more efficient use of estates. An independent inspection regime for fire and rescue will also seek to drive sector improvement.

**‘Cost shunting’ and its impact**

The Committee of Public Accounts has raised concerns about how savings in one department can lead to costs passing to other parts of the public sector, known as ‘cost shunting’. Our Financial sustainability of police forces report found that in 2013-14 only 22% of incidents that police responded to were crime-related, with the remaining time spent on activities traditionally done by other bodies now subject to cuts.

In April 2017, HMICFRS (then HMIC), reported in State of Policing: The Annual Assessment of Policing in England and Wales 2016 that police forces are having to “pick up the slack” due to cuts in other public services.
Cut crime: Serious and organised crime

How is it delivered?

Modern slavery

Online fraud

Proceeds of crime

Recent and planned developments

What are the things to look out for?
How is it delivered?

While the Home Office is responsible for preventing and reducing crime, the National Crime Agency (NCA) leads and coordinates the government’s response to serious and organised crime.

The NCA is a non-ministerial department created in 2013 under the Crime and Courts Act 2013. It brought together officers and responsibilities from the Serious Organised Crime Agency, Police Central e-Crime Unit, the Child Exploitation and Online Protection Centre, the Criminal and Financial Investigation Border function of the Home Office and the National Fraud Authority. Its remit includes five main areas: organised crime; cyber-crime; economic crime; child sexual exploitation and serious and organised crime at, and crossing, UK borders.

In 2016-17, NCA employed an average of 4,516 full-time equivalent staff at a cost of £250 million.

The Office for Security and Counter-Terrorism (OSCT) also carries some responsibilities in tackling organised crime. OSCT is the strategic policy lead for serious organised crime. The Serious And Organised Crime strategy, first published in 2013, is under review and due to be published in late 2017. The Home Office estimates the costs of organised crime to be at least £24 billion a year.
Modern slavery

In November 2014 the Home Office published its Modern Slavery Strategy, setting out the action expected from government departments, agencies and partners to reduce the prevalence of modern slavery in the UK.

Key actions following the launch of the strategy include:

- legislative change via the Modern Slavery Act 2015;
- appointment of an Independent Anti-Slavery Commissioner, with a UK-wide remit to encourage good practice in the prevention, detection, investigation and prosecution of modern slavery offences and the identification of victims;
- a new Modern Slavery Task Force in 2016 bringing government departments together to tackle modern slavery, led by the Prime Minister; and
- the establishment of a government-funded Joint Slavery and Trafficking Analysis Centre comprising staff from the National Crime Agency, police, Border Force, Immigration Enforcement, HMRC and the Gangmasters and Labour Abuse Authority.

Funding has come via the Home Office and other departments, and includes:

- £8.5 million from the Police Transformation Fund for Devon and Cornwall Police to lead a national effort to help law enforcement agencies tackle modern slavery;
- £33.5 million of Official Development Assistance funding to target countries from which the UK sees a high number of victims, including £5 million to tackle modern slavery in Nigeria and 10 bids funded through the Modern Slavery Innovation Fund to the value of £6 million.

The Home Office has also awarded the Salvation Army a five-year contract to provide support to victims of modern slavery.

The NAO will report on the Home Office’s efforts to reduce modern slavery in the UK in 2017.
In the year to the end of September 2016 there were an estimated 1.9 million ‘cyber-related’ fraud incidents (16% of all estimated crime incidents) with individuals losing an estimated £10 billion through fraud. The nature of online fraud varies, from criminals stealing and using credit card details online to criminals tricking people into sending them money.

The Department’s plans to address online fraud feature in a number of national strategies, including the 2016 Modern Crime Prevention Strategy and the National Cyber-Security Strategy. The Department also launched the Joint Fraud Taskforce in February 2016.

Our report on Online Fraud, published in June 2017, concluded that for too long online fraud had been overlooked by government, law enforcement and industry. While the Department is not solely responsible for reducing and preventing online fraud it is the only body that can oversee the system and lead change. Its launch of the Joint Fraud Taskforce in 2016 was a positive step, but there is still much work to be done.
The Home Office is responsible for the government’s confiscation policy, but operationally a number of other bodies across the criminal justice system are responsible for investigating, prosecuting and enforcing confiscation orders. Courts only impose confiscation orders on convicted offenders, with the amount based on ‘criminal benefit’.

**Key facts on confiscation orders:**

- In 2015-16 enforcement agencies collected £156 million.
- The total debt outstanding from confiscation orders as at March 2017 was £1.81 billion (£1.76 billion at March 2016).
- HM Courts & Tribunals Service estimates that realistically collectable debt is £128 million (£190 million in 2015-16).

Only a very small proportion of criminal gains can ever be confiscated. In our 2013 report, we found that the actual amount confiscated in 2012-13 amounted to an estimated **26p in every £100** of criminal gains generated.

Since 2014 criminal justice bodies have improved how they administer confiscation orders, with greater focus on enforcement and better joint working across bodies. This led to a £22 million (16%) increase in confiscated income between 2012-13 and 2014-15. But the Committee of Public Accounts expected the confiscation order system as a whole to have been transformed by the end of 2015, and this has not happened.

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**Main bodies involved in administering costs**

<table>
<thead>
<tr>
<th>Process</th>
<th>Financial investigation and preparing a case</th>
<th>Prosecution, confiscation hearing and judgment</th>
<th>Enforcing a confiscation order</th>
</tr>
</thead>
<tbody>
<tr>
<td>Main bodies involved in the process</td>
<td>Accredited financial investigators from a range of law enforcement agencies, including:</td>
<td>Prosecution agencies:</td>
<td>Enforcement agencies:</td>
</tr>
<tr>
<td></td>
<td>• police forces, including Regional Asset Recovery Teams;</td>
<td>• Crown Prosecution Service; and</td>
<td>• HM Courts &amp; Tribunals Service; and</td>
</tr>
<tr>
<td></td>
<td>• HM Revenue &amp; Customs;</td>
<td>• Serious Fraud Office. Court hearing:</td>
<td>• Serious Fraud Office.</td>
</tr>
<tr>
<td></td>
<td>• Department for Work &amp; Pensions;</td>
<td>• HM Courts &amp; Tribunals Service; and</td>
<td>Other bodies involved:</td>
</tr>
<tr>
<td></td>
<td>• Serious Fraud Office; and</td>
<td>• Judiciary.</td>
<td>• Asset Confiscation Enforcement teams;</td>
</tr>
<tr>
<td></td>
<td>• National Crime Agency.</td>
<td></td>
<td>• Magistrates; and</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• National Offender Management Service (NOMS).</td>
</tr>
</tbody>
</table>

Recent and planned developments

**Joint Fraud Taskforce**

Launched in February 2016, the Taskforce comprises representatives from government, law enforcement and the banking sector to collaborate on tackling fraud, for example through sharing intelligence and making citizens and businesses more aware of the risk of fraud.

Our [Online Fraud](#) report noted that despite the launch of this taskforce, there was still much work to be done by the Home Office, rendering it difficult to judge whether its response to online fraud was proportionate, efficient or effective.

**Violence against Women and Girls (VAWG) Strategy**

In March 2016 the Home Office launched its [strategy](#) to end violence against women and girls, pledging £80 million in funding to 2020.

In the 2017 Spring Budget an additional £20 million was pledged, bringing the total amount to £100 million over the Spending Review period.

**What are the things to look out for?**

**The changing nature of crime**

While traditional crimes such as burglary and vehicle offences have declined in recent years, police recorded crimes historically under-reported, such as rape, the sexual exploitation of children, modern slavery, cyber-crime and online fraud, are now increasing. As the face of crime changes, different responses will be needed from government.

**Independent Inquiry into Child Sexual Abuse (IICSA)**

In July 2014 the then Home Secretary announced an inquiry into whether public bodies and other non-state institutions have taken seriously their duty of care to protect children from sexual abuse.

The IICSA has faced challenges getting established and is onto its fourth Chair, Professor Alexis Jay, appointed in August 2016. The Home Office was criticised over the remuneration arrangements of the third Chair, Dame Lowell Goddard. In its 2016-17 accounts, the Department revealed it had been fined £366,900 for breaching the government’s senior pay cap policy regarding the salaries of the fourth IICSA chair and four members of the panel in 2015-16.

The Inquiry is currently ongoing – it has a Management Statement with the Home Office in place and a published work programme until April 2018. Public hearings commenced in February 2017.

**Domestic Violence and Abuse Bill**

The Queen’s Speech 2017 confirmed a draft Domestic Violence and Abuse Bill is forthcoming. The Home Office intends that the bill will include a new domestic abuse prevention and protection order, preserve a definition of domestic abuse in law, and establish a Domestic Violence and Abuse Commissioner.
Control immigration

How is it delivered?
Flow of people through the border and immigration system
Arrivals, asylum and visas
Detentions, removals and departures
Recent and planned developments
What are the things to look out for?
The Home Office is responsible for controlling immigration, and plays a key role in delivering the government’s ambition to reduce annual net migration to the tens of thousands. The Department’s borders, immigration and citizenship function is handled by four operational directorates:

- **Border Force (BF)**: secures the UK border by carrying out immigration and customs controls for people and goods at 138 ports and airports across the UK and overseas.
- **Immigration Enforcement (IE)**: prevents abuse, pursues and removes immigration offenders and increases compliance with immigration law.
- **UK Visas and Immigration (UKVI)**: considers applications from visitors to come or remain in the UK.
- **HM Passport Office (HMPO)**: responsible for providing passport services for British nationals residing in the UK and overseas, and for administering civil registration in England and Wales. HMPO operates seven regional passport offices and more than 50 passport interview offices across the UK. It also administers the marriage laws and provides a system for the registration of important events (for example births, adoptions, marriages, and deaths).

The efficiency and effectiveness of the Home Office’s borders and immigration functions is assessed by the Independent Chief Inspector of Borders and Immigration, who reports to the Home Secretary.

The Home Office spent £2.3 billion on its four border and immigration directorates in 2016-17.

The Home Office’s income from its four border, immigration and citizenship directorates in 2016-17 was £1.9 billion (including £1.2 billion from visas and immigration, £398 million from passport fees and £193 million from the immigration health surcharge).
Flow of people through the border, immigration and citizenship system

The current system is likely to change once the United Kingdom exits the European Union in 2019, which may have implications for EEA nationals and their journey through the system.

Notes
1. UK Visas and Immigration operations span the UK and abroad. Border Force operates mainly at ports of entry to the UK and Immigration Enforcement predominantly operates within the UK.
2. EEA is European Economic Area nationals.

Arrivals, asylum and visas

6.84 million passports
issued in 2016-17, the highest recorded

133.3 million passenger arrivals in the year ending June 2017, an increase of 7.3 million from the end of June 2016

80% rise in the number of British citizenship applications from EU nationals between end of June 2016 and June 2017

8,525 individuals resettled under the Syrian Vulnerable Persons Resettlement Scheme as of the end of June 2017

27,316 asylum applications in the year ending June 2017, down 25% from the end of June 2016

23,416 of the applications received since April 2006 from main applicants were pending a decision at the end of June 2017 – 11% less than at the end of June 2016 (26,392)
Detentions, removals and departures

6,071 foreign national offenders were deported in the year ending June 2017, up from 6,064 in June 2016.

10,642 people were subject to enforced removals in the year ending June 2017, down 7% from 11,408 in June 2016.

17,135 people were refused entry at port and subsequently deported in the year ending June 2017, down 7% from 18,367 in June 2016.

27,819 people entered immigration detention in the year ending June 2017, down 12% from 31,593 in June 2016.

27,862 people left detention in the year ending June 2017, down 13% from 32,067 in June 2016.

2,994 people were in detention as of June 2017, 4% more than the number recorded in June 2016 (2,878).

22,822 voluntary returns in the year ending June 2017, of which:
- 1,340 were assisted voluntary returns (where financial assistance is provided);
- 9,913 were controlled returns (where a person notifies the Home Office that they have departed); and
- 11,569 were other confirmed voluntary departures (where a person has been identified as leaving when they no longer had the right to remain in the UK by data-matching on the Home Office’s systems).

These figures exclude returns from detention.
Recent and planned developments

**The Syrian Vulnerable Persons Resettlement programme**

In January 2014, the UK government established the Syrian Vulnerable Persons Resettlement programme. Our 2016 report found that the original programme had been successfully expanded at speed, with the target to resettle 1,000 Syrian refugees by Christmas 2015 being achieved. By the end of March 2017, 7,307 people have been resettled in the UK under the scheme.

On the July 2017, the Home Office announced that vulnerable refugees of any nationality who had fled the Syrian conflict and were unable to safely return to their home country could now be resettled in the UK.

**New programmes and legislation**

The Home Office is introducing new programmes to improve its border and immigration functions, including the Immigration Platform Technologies programme, Digital Services at the Border (DSaB) programme and the Home Office Biometrics (HOB) programme, which aims to deliver a single replacement service for current biometric capabilities. The Immigration Act 2016 introduced new sanctions on illegal working and new measures to enforce immigration laws.

**What are the things to look out for?**

**Income generation**

The Department’s ambition is to develop a fully self-funded borders and immigration system. While directorates such as UK Visas & Immigration and HM Passport Office recover more than they cost, others, including the Border Force, continue to cost more than they recover.

**Deport first, appeal later deemed unlawful**

The Immigration Act 2014 made provisions for the Home Office to deport foreign national offenders under ‘deport first, appeal later’ measures, meaning once a decision has been taken to deport a foreign offender they can only lodge an appeal and any papers relevant to their attempt to stay from outside the United Kingdom. The Department claims that as of December 2016, more than 5,700 foreign national offenders had been removed under these provisions.

In June 2017 the Supreme Court ruled that this system for deporting foreign criminals before they had a chance to appeal breached their human rights. The ruling is likely to impact the Department’s use of the policy in the future. Following the ruling the Home Office Immigration Minister Brandon Lewis said the department was “disappointed by the Supreme Court’s judgment and was carefully considering the implications”.

**Exiting the European Union**

The United Kingdom’s planned exit will also impact the Home Office and its directorates (see Exiting the European Union).
Appendices

Appendix One – Staff and pay
Appendix Two – Staff attitudes and engagement
Appendix Three – Recent NAO reports
Appendix Four – Sponsored public bodies
Appendices

Overview

Appendix One – Staff and pay

**Staffing levels:** In 2016-17, the Department employed 30,921 staff at a cost of £1.4 billion.

**Diversity:** In 2016-17 just over half of Home Office staff were female. In 2015-16 nearly one in four of Home Office staff were from an ethnic minority background (21%), compared with the civil service average of 9%. The composition of the Home Office’s workforce by age broadly matched that of the civil service as a whole.

**Pay:** The ratio of the highest paid director’s pay to median staff pay within the core department was 6.3. In 2015-16 the ratio was 6.5.

**Capability:** In February 2016 the Home Office stated its intention to deliver transformational change in key areas of its business within its single departmental plan. However, our report on Capability in the civil service found the civil service has a shortage of key skills that it needs to deliver departmental transformation, major projects and preparations to exit the European Union.
Overview
Counter terrorism
Cut crime: Police, Fire and Rescue services
Cut crime: Serious and organised crime
Control immigration
Appendices

Appendix Two – Staff attitudes and engagement

The government has conducted its Civil Service People Survey annually for the past eight years. The most recent survey was published in November 2016.

The Home Office group (including the combined results from policy and enablers, Border Force, Immigration Enforcement, UK Visas and Immigration and HM Passport Office) scored less than the civil service average on all key themes within the survey. The highest scores were on staff’s understanding of the Home Office organisational objectives and purpose (81%) and working relationships with their team (74%). The Department’s lowest score was on pay and benefits (‘whether my pay adequately reflects my performance’; satisfaction with the total benefits package; and whether pay is reasonable compared to people doing a similar job in other organisations).

The employee engagement index is the main assessment of the People Survey, measuring an employee’s emotional response to working for their organisation. In 2016, the Home Office and its constituent bodies all scored between one and 18 percentage points lower than the civil service average engagement score of 59%. The engagement index for the Border Force was notably low at 41%, and was the lowest engagement index score across the civil service.

### Attitudes of staff in 2016 compared with 2015 – Home Office

<table>
<thead>
<tr>
<th>Key</th>
<th>My work</th>
<th>Organisational objectives and purpose</th>
<th>My manager</th>
<th>My team</th>
</tr>
</thead>
<tbody>
<tr>
<td>My civil service average</td>
<td>75%</td>
<td>83%</td>
<td>68%</td>
<td>80%</td>
</tr>
<tr>
<td>Increase since 2015</td>
<td>+1%</td>
<td>0%</td>
<td>0%</td>
<td>+1%</td>
</tr>
<tr>
<td>Decrease since 2015</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Results in 2015</td>
<td>67%</td>
<td>81%</td>
<td>61%</td>
<td>74%</td>
</tr>
</tbody>
</table>

#### Learning and development

<table>
<thead>
<tr>
<th>My manager</th>
<th>My team</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inclusion and fair treatment</td>
<td>Leadership and managing change</td>
</tr>
<tr>
<td>my civil service average</td>
<td>68%</td>
</tr>
<tr>
<td>0%</td>
<td>+1%</td>
</tr>
</tbody>
</table>

#### Resources and workload

<table>
<thead>
<tr>
<th>My manager</th>
<th>My team</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pay and benefits</td>
<td>Leadership and managing change</td>
</tr>
<tr>
<td>my civil service average</td>
<td>67%</td>
</tr>
<tr>
<td>0%</td>
<td>0%</td>
</tr>
</tbody>
</table>

#### Engagement index 2016

| my civil service average | 67% | 28% | 42% |
|-------------------------| 50% | 67% | 74% |
| Engagement index 2016 | 53% | 58% | 41% |
| -- Civil service benchmark 2016 (59%) | 55% | 52% | 56% |
| Home Office group | 53% | 58% | 41% |
| Policy and enablers | 55% | 52% | 56% |
| Border Force | 53% | 58% | 41% |
| Immigration Enforcement | 55% | 52% | 56% |
| UK Visas and Immigration | 53% | 58% | 41% |
| HM Passport Office | 55% | 52% | 56% |

Sources: Civil Service People Survey 2016 and 2015
## Appendix Three – Recent NAO reports

<table>
<thead>
<tr>
<th>Title</th>
<th>Publication date</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Online Fraud</td>
<td>30 June 2017</td>
<td>The report examines how the nature and scale of the threat of online fraud is growing and changing, and how the Home Office is working with police forces and police and crime commissioners; other government departments and agencies; and industry experts to prevent and reduce online fraud.</td>
</tr>
<tr>
<td>Report on the funding and governance of Broken Rainbow</td>
<td>27 April 2017</td>
<td>This report looks into the funding and oversight of the charity Broken Rainbow. The report reviews the financial management and oversight of the charity, the clarity of its grant arrangements and the role of the public bodies who were concerned with the charity.</td>
</tr>
<tr>
<td>Upgrading emergency service communications: the Emergency Services Network</td>
<td>15 September 2016</td>
<td>This report examines the significant upcoming challenges that the Emergency Services Mobile Communications Programme will need to manage if it is to be successful, how it is managing them and why it has chosen this approach.</td>
</tr>
<tr>
<td>Syrian Vulnerable Persons Resettlement programme</td>
<td>13 September 2016</td>
<td>This report examined the achievements of the programme to date, the processes in place to deliver the programme, progress against the targets set, the risks to future delivery of the programme and whether these are being addressed.</td>
</tr>
<tr>
<td>Yarl’s Wood Immigration Removal Centre</td>
<td>7 July 2016</td>
<td>Concerns about operations and the quality of the services and facilities provided at Yarl’s Wood were first raised directly with us in late 2014 to early 2015 and came from several sources. Yarl’s Wood was also the subject of several independent reviews. Our investigation focused on the new contract management arrangements.</td>
</tr>
<tr>
<td>Confiscation orders: progress review</td>
<td>11 March 2016</td>
<td>This report reviews the progress that the criminal justice bodies have made in reforming the confiscation orders system since early 2014.</td>
</tr>
<tr>
<td>E-borders and successor programmes</td>
<td>7 December 2015</td>
<td>This report looked at the progress of the Department between 2003 and 2015 on improving the systems that collect and analyse data before people enter the UK.</td>
</tr>
<tr>
<td>Financial sustainability of police forces in England and Wales</td>
<td>4 June 2015</td>
<td>Our report examined whether the Department, with other policing stakeholders, has effectively managed the risks of reduced police funding.</td>
</tr>
</tbody>
</table>
Appendix Four – Links to the websites of sponsored public bodies

Executive non-departmental public bodies

Disclosure and Barring Service
www.gov.uk/government/organisations/disclosure-and-barring-service
Helping employers make safer recruitment decisions and prevent unsuitable people from working with vulnerable groups, including children.

Independent Police Complaints Commission
www.ipcc.gov.uk/
Overseeing the police complaints system in England and Wales and setting the standards by which the police should handle complaints.

Office of the Immigration Services Commissioner
www.gov.uk/government/organisations/office-of-the-immigration-services-commissioner
Regulating immigration advisers, ensuring they are fit and competent and act in the best interest of their clients.

Security Industry Authority
www.sia.homeoffice.gov.uk/Pages/home.aspx
Regulating the private security industry in the UK.

Gangmasters and Labour Abuse Authority
www.gla.gov.uk/
Regulating businesses who provide workers to the fresh produce supply chain and horticulture industry, to make sure they meet the employment standards required by law.

Other entities

College of Policing
www.college.police.uk/
Established as a limited company on 1 December 2012, with responsibility for raising the professional status of police officers and police staff. It operates at arm’s-length from the Department.

Advisory non-departmental public bodies

Advisory Council on the Misuse of Drugs
www.gov.uk/government/organisations/advisory-council-on-the-misuse-of-drugs
Making recommendations to government on the control of dangerous or otherwise harmful drugs, including classification and regulations.

Animals in Science Committee
www.gov.uk/government/organisations/animals-in-science-committee
Providing impartial, balanced and objective advice to the Secretary of State, to animal welfare bodies and within the EU on issues relating to the Animals Act 1986.

Migration Advisory Committee
www.gov.uk/government/organisations/migration-advisory-committee
Advising the government on migration issues.

National DNA Database Ethics Group
www.gov.uk/government/organisations/national-dna-database-ethics-group
Providing independent advice on ethical issues surrounding the operations of the National DNA Database to Home Office ministers and the National DNA Database Strategy Board.

Police Advisory Board for England and Wales
www.gov.uk/government/organisations/police-advisory-board-for-england-and-wales
Considering draft regulations under the Police Act 1996 with respect to matters such as recruitment, diversity and collaboration between forces.

Technical Advisory Board
www.gov.uk/government/organisations/technical-advisory-board
Advising the Home Secretary on whether the obligations imposed on communications service providers under the terms of the Regulation of Investigatory Powers Act are reasonable.

Tribunal non-departmental public bodies

Investigatory Powers Tribunal
www.ipt-uk.com/
Investigating human rights claims and interference complaints against public authorities.

Office of Surveillance Commissioners
https://osc.independent.gov.uk/
Overseeing the use of covert surveillance by designated public authorities.