



Home Office

**UK Border  
Agency**

# **THE PATH TO CITIZENSHIP: NEXT STEPS IN REFORMING THE IMMIGRATION SYSTEM**

## ANALYSIS OF CONSULTATION RESPONSES

## EXECUTIVE SUMMARY

1. Following the publication of the Green Paper ‘The Path to Citizenship’ on 20 February we have analysed the views of the 598 written responses to our proposals. As would be expected for a public consultation of this sort, it shows a wide range of views. In particular, unsurprisingly, 76% of responses to the consultation were from migrants, non British citizens living outside the UK and organisations. Alongside these responses we have also considered the views of the 2,072 members of the public who participated in a Home Office Ipsos MORI poll. This document sets out the results of both these exercises under the following key headings:

- Earning the right to stay
- Obeying the law
- Learning English
- Working and paying taxes and the time periods for progress to citizenship
- Active citizenship
- The impact of migration and access to benefits and services

### EARNING THE RIGHT TO STAY

2. The concept of ‘earning the right to stay’ is at the heart of our proposals. In the Home Office Ipsos MORI research commissioned for this paper we tested the concepts set out in the Green Paper. In our consultation we proposed a clear 3 stage architecture where migrants demonstrate that they have earned the right to progress through the stages by: speaking English, working hard and paying taxes, obeying the law and demonstrating active citizenship. The introduction of a new ‘probationary citizenship’ stage is intended to ensure that migrants demonstrate that they have earned the right to British citizenship.
3. In the Ipsos MORI research, 70% of respondents agreed that newcomers should earn the right to

stay in Britain. However, in contrast, many of those responding to our public consultation felt differently with 68% of respondents believing that probationary citizenship was not a good idea. When the consultation responses from British citizens were examined as a separate group, 38% were supportive of this proposal. Respondents who thought probationary citizenship was a good idea referred to its positive impact upon integration and the contribution of migrants to UK society. The most common themes from those disagreeing with the concept were that probationary citizenship was unnecessary and that it would increase the time needed to get to citizenship.

### OBEYING THE LAW

4. In the Ipsos MORI research 69% of respondents indicated that migrants should have to obey the UK’s laws before they can become British citizens. This view received greater support in the responses to the Green Paper with 77% of respondents indicating that committing a crime attracting a custodial sentence should either stop or slow down progression to permanent residence: 38% thought it should stop progression and 39% thought it should slow down rather than stop progress.
5. In the Ipsos MORI research, respondents were asked how migrants who commit minor offences which do not result in a prison sentence should be penalised. The majority felt that committing such an offence should impact upon citizenship applications: 40% felt applications should be slowed down while 27% felt that they should not be allowed to apply for citizenship. Some felt that a minor offence should not influence a citizenship application (28%) and the remainder (5%) were unsure.
6. In contrast, 51% of consultation respondents felt that committing a crime attracting a non-custodial sentence should either stop or slow down progression to permanent residence: 41% thought progression should be slowed down and 10% felt that progression should be stopped. 32% of respondents felt that this type of criminal

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conviction should not have any effect on the journey to permanent residence. Respondents who made further comments on how criminal acts should affect progression felt that any slowing down or stopping of the journey to permanent residence should depend on the type and severity of the crime committed.

## **LEARNING ENGLISH**

7. In the Ipsos MORI research, an overwhelming majority (83%) agreed that immigrants in Britain should be made to learn English. A requirement for migrants to have a good standard of English before progressing to British citizenship also received support from 61% of respondents interviewed. In addition, 63% of participants interviewed agreed that, to be allowed to settle in the UK, people should have to pass a test about the British way of life.

## **WORKING AND PAYING TAXES AND THE TIME PERIODS FOR PROGRESS TO CITIZENSHIP**

8. In the Ipsos MORI research 46% of participants felt that migrants should have to work and pay taxes in the UK for several years before they can become British citizens. And 32% of participants felt that migrants should have lived in the UK for several years before they can become British citizens. The written responses to the Green Paper provided a more mixed set of views on the suitability of the proposed minimum time periods for different types of migrants to complete their journey to British citizenship or permanent residency. A higher proportion of consultation respondents felt that the time periods for economic migrants to progress to citizenship should be shorter (70%) and there were also mixed views on the time periods for family members and migrants granted protection to progress to citizenship. Of those who commented further, some respondents did not want to see any extension to the current periods to achieve citizenship and others highlighted the contribution economic migrants make to the UK economy.

## **ACTIVE CITIZENSHIP**

9. In the Ipsos MORI research, 48% agreed that newcomers who help out in their local community should be able to qualify more quickly for British citizenship than those who do not. This contrasts with the written responses to the Green Paper where a smaller proportion (30%) of respondents indicated that ‘active citizenship’ should be a means by which migrants can speed up their journey to citizenship or permanent residence. When responses of British citizens were examined separately, a higher proportion of British citizens (33%) indicated their support for speeding up progression to citizenship through active citizenship. Consultation respondents who supported the idea of active citizenship commented that it would aid integration and ensure that migrants contribute to the community. Respondents who opposed active citizenship felt that voluntary activities should not be ‘forced’ on people and that it would be discriminatory to make probationary citizens participate in voluntary activities if most British citizens do not make this contribution to society. All the activities put forward as possible demonstrations of active citizenship received support from around half the respondents.

## **THE IMPACT OF MIGRATION AND ACCESS TO BENEFITS AND SERVICES**

10. In the Home Office Ipsos MORI research, 67% of participants felt that migrants should not have full access to benefits until they become citizens. However, a smaller majority (55%) of written responses to the Green Paper said that probationary citizens who have entered the UK through economic or family routes should have access to benefits in addition to those based solely on national insurance contributions. Those respondents who did not think additional benefits should be available felt that this restriction would encourage people to move to full citizenship or permanent residence. Those who supported access to benefits at this stage felt that if probationary citizens contribute to the tax and

national insurance systems they should get some return from the additional benefits available.

11. 76% of respondents to the written consultation felt that non-EEA migrants should not be required to pay an additional charge on top of existing application fees. When their responses were examined separately, 32% of British citizens supported the proposal. Those supporting the proposal felt that it would be acceptable in the cases of migrants who met certain criteria, for example having children. The key themes identified by those who did not support the proposal were that charging these additional fees would be discriminatory and unfair and that current tax contributions by economic migrants were sufficient not to warrant additional charges.

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## INTRODUCTION

The public consultation on ‘The Path to Citizenship’ sought to inform potential changes on routes to citizenship and permanent residence in the UK. The Government wants to make the immigration system clearer, more streamlined and easier to understand. It aims to maximise the benefits of immigration, reduce the possibilities for abuse and place British values at the heart of the system.

The consultation period ran from 20th February 2008 - 14th May 2008. A total of 572 consultation responses were received during this time and a further 26 responses were included although they arrived shortly after the deadline. One response came from a consultation event held by an MP. One organisational response contained 362 signatories confirming their agreement to the points raised in the response.

# CONSULTATION FINDINGS

## EARNING THE RIGHT TO STAY

At the heart of the Green Paper is the idea that newcomers should earn the right to stay in the UK. The Home Office commissioned Ipsos MORI to

test the concept of earning the right to stay through speaking English, working hard and paying taxes, obeying the law and demonstrating active citizenship. The results showed strong public backing for the Government’s proposals.

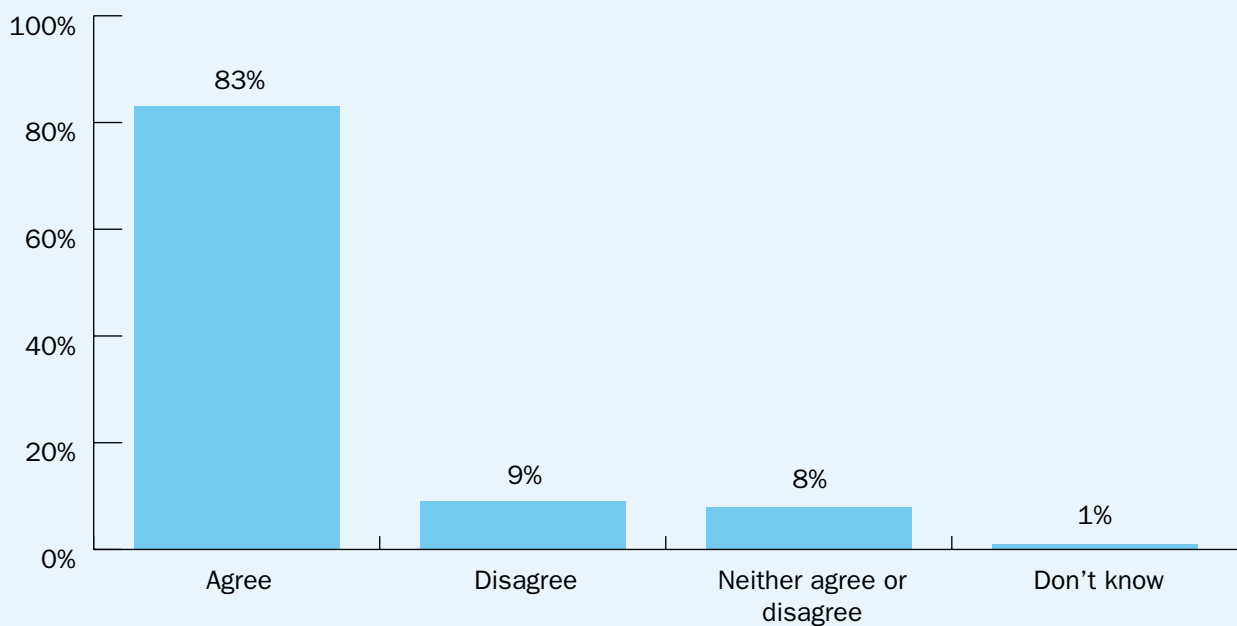
### Interviews conducted by Ipsos MORI

In the consultation document we proposed four ways in which migrants might earn the right to progress through the different stages to citizenship/permanent residence: speaking English, working hard and paying taxes, obeying the law and demonstrating active citizenship. The following findings from the Ipsos MORI interviews are relevant to these proposals.

- The majority of respondents (83%) agreed that immigrants in Britain should be made to learn English. This is shown in Figure 1.
- The majority (63%) agreed that people should have to pass a test about the British way of life to be allowed to settle in the UK. This result is shown in Figure 2.

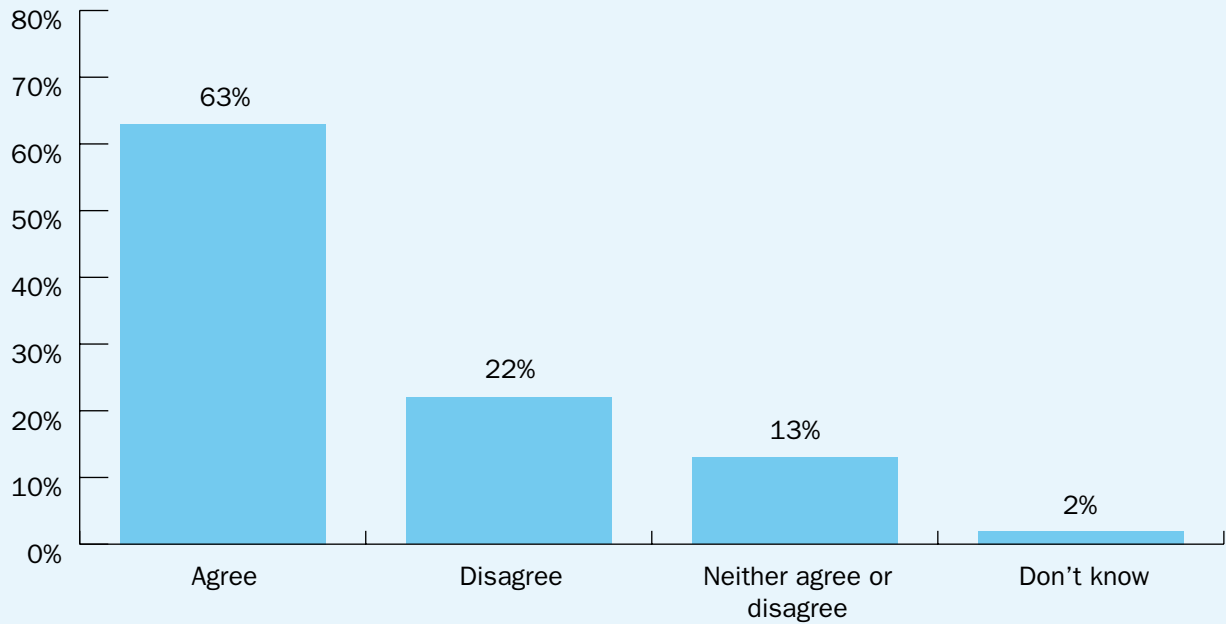
- The majority (70%) agreed that newcomers should earn the right to stay in Britain. This result is shown in Figure 3.
- When asked to choose up to 4 requirements that migrants living in the UK should have to meet before they can become British citizens: 61% of respondents agreed that migrants should have a good standard of English; 46% agreed that migrants should have worked and paid taxes in the UK for several years and 32% agreed that migrants should have lived in the UK for several years. These results are shown in Figure 4.

**Figure 1.** MORI Question 1, Statement 1: To what extent do you agree or disagree with the following statement: “Immigrants in Britain should be made to learn English”?



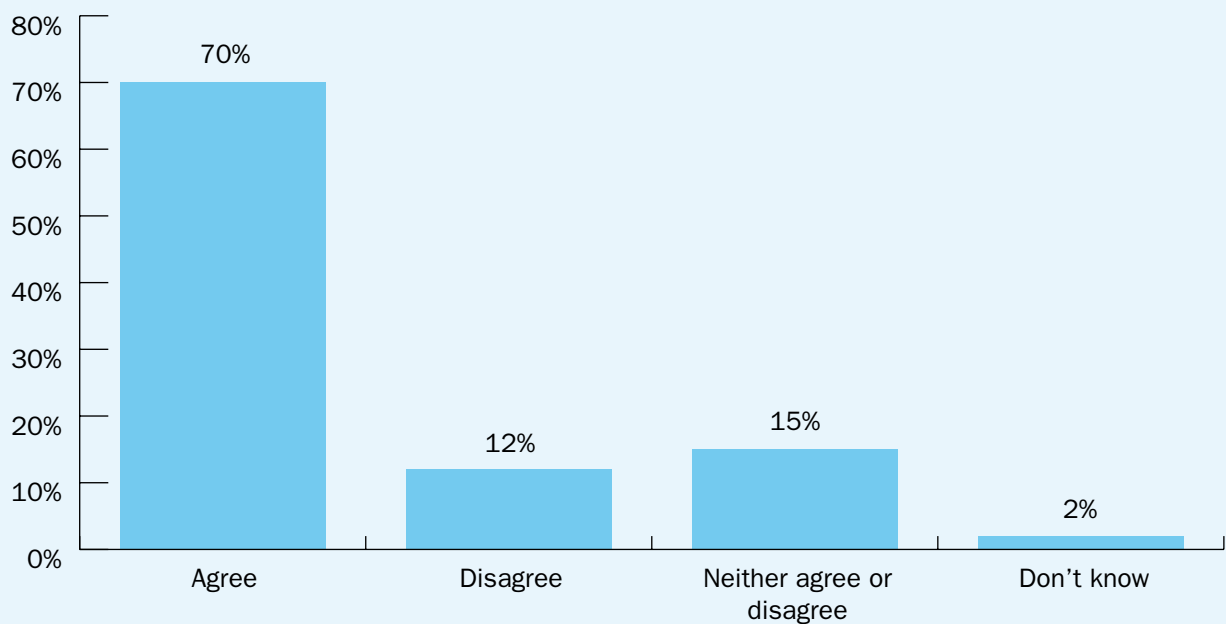
Response base: 2072

**Figure 2.** MORI Question 1, Statement 4: To what extent do you agree or disagree with the following statement: “To be allowed to settle in the UK, people should have to pass a test about the British way of life”?



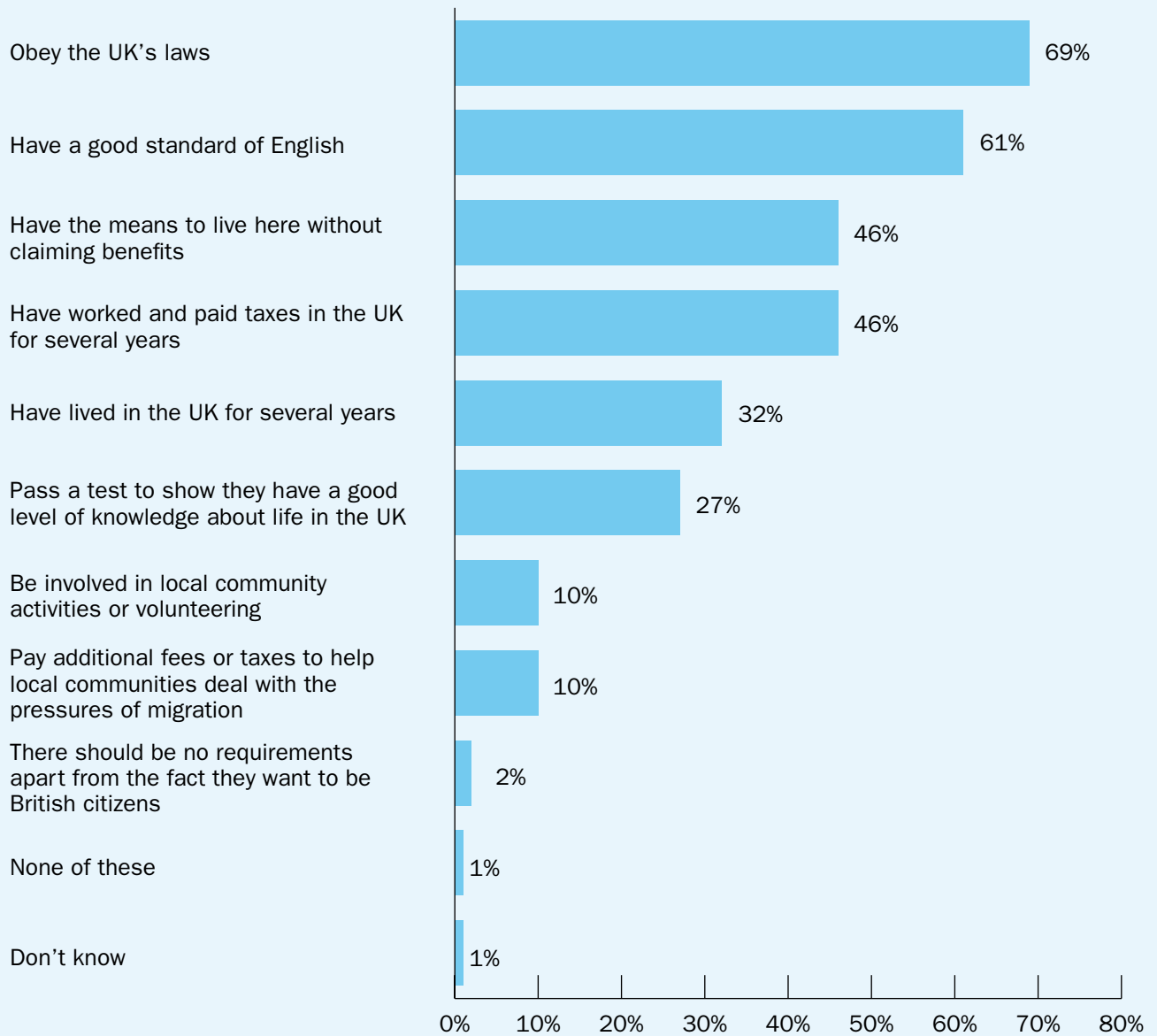
**Response base: 2072**

**Figure 3.** MORI Question 1, Statement 2: To what extent do you agree or disagree with the following statement: “Newcomers should earn the right to stay in Britain”?



**Response base: 2072**

**Figure 4.** MORI Question 2: Which of the following requirements, if any, do you think immigrants living in the UK should have to meet before they can become British citizens?



Response base: 2072

## THREE ROUTES TO CITIZENSHIP AND THREE STAGES IN THE JOURNEY

### Question 3.1

**Are all parts of the system set out in Chapter 3 (i.e. the three routes to citizenship and the three stages in the journey) clear and easy to understand?**

Of the 512 respondents who answered this question, 310 (61%) agreed that all parts of the system were clear and easy to understand but 125 disagreed (24%) and 77 (15%) were unsure. These results are shown in Figure 5.

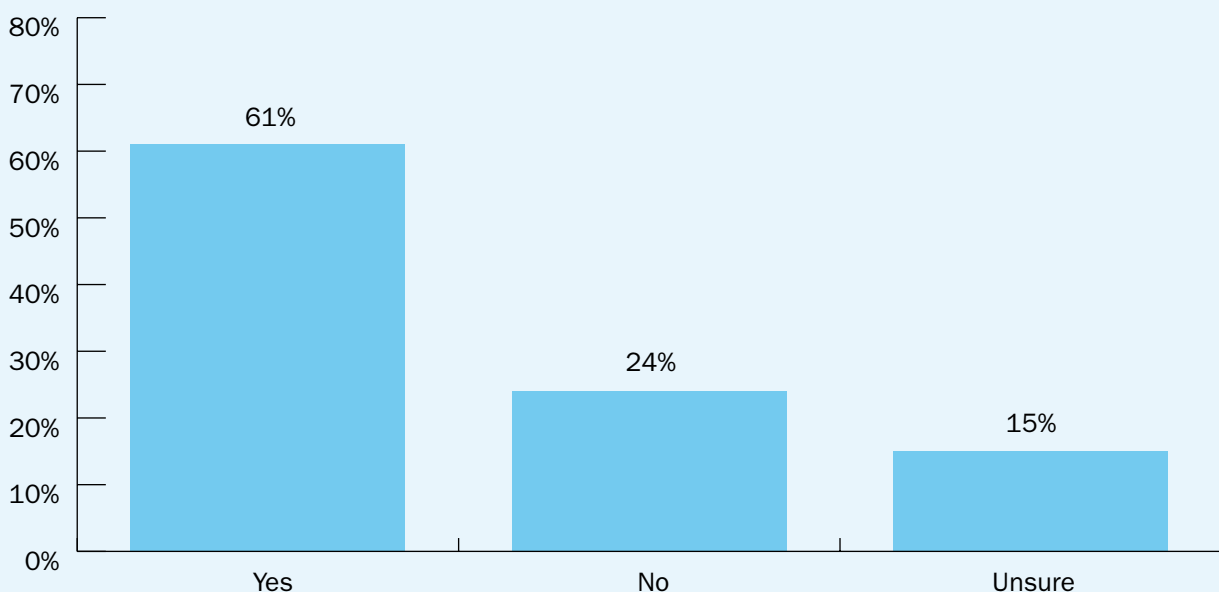
Respondents who disagreed with this question were asked to comment on which parts of the system are not clear. Ninety-four respondents provided comments, some raising multiple themes in their response.

- Thirty-four (36% of those who commented) said that they were unclear how existing migrants would be affected and about the proposed transition arrangements as the new system was introduced.
- Thirty-three (35% of those who commented) were unclear about the concepts of temporary

residence and probationary citizenship. In particular they felt there was a lack of clarity about the rights a temporary resident would have, compared to the rights of those with full citizenship.

- Fifteen (16% of those who commented) were unclear about the proposed stages in ‘journey to citizenship’ and the tiers in the Points-Based System.
- Twelve (13% of those who commented) sought greater clarity on the subject of ‘Active Citizenship’.
- Five (5% of those who commented) mentioned the need for greater clarity on the entitlements of family members.
- Four (4% of those who commented) sought more information on the time periods involved at each stage of the process.

**Figure 5.** Question 3.1: Are all parts of the system set out in Chapter 3 clear and easy to understand?



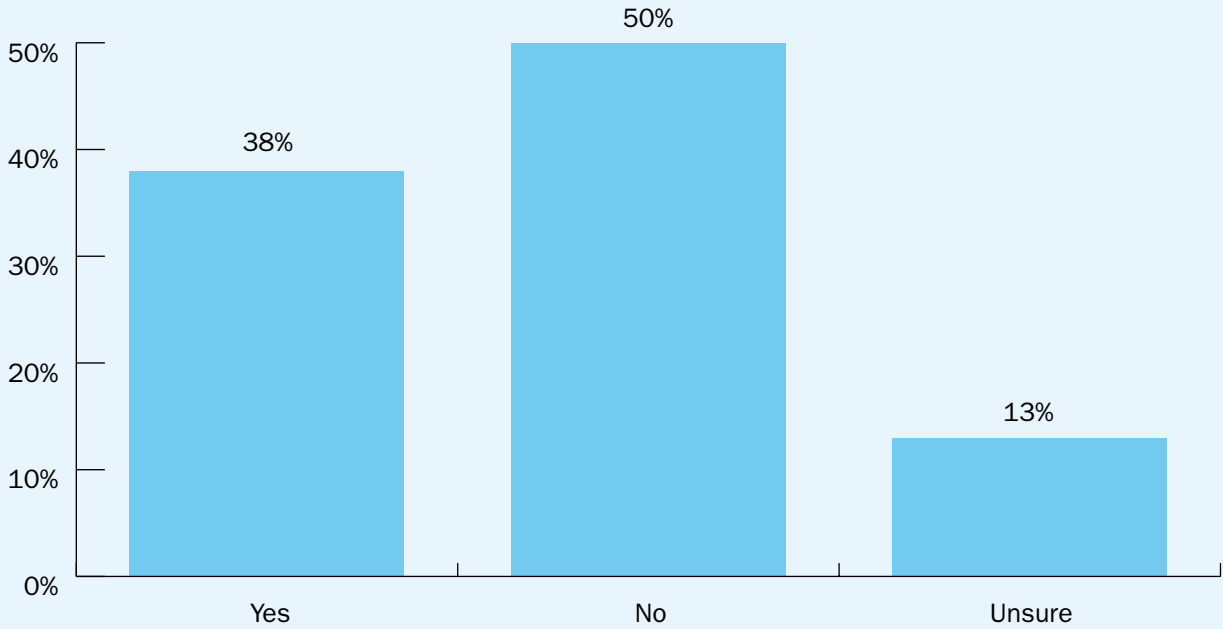
Response base: 512

**Question 3.2**  
**Do you think the concept of probationary citizenship is a good idea?**

38% of British citizens responding to the Green Paper thought probationary citizenship a good idea, 50% did not and 13% were not sure. Once responses from

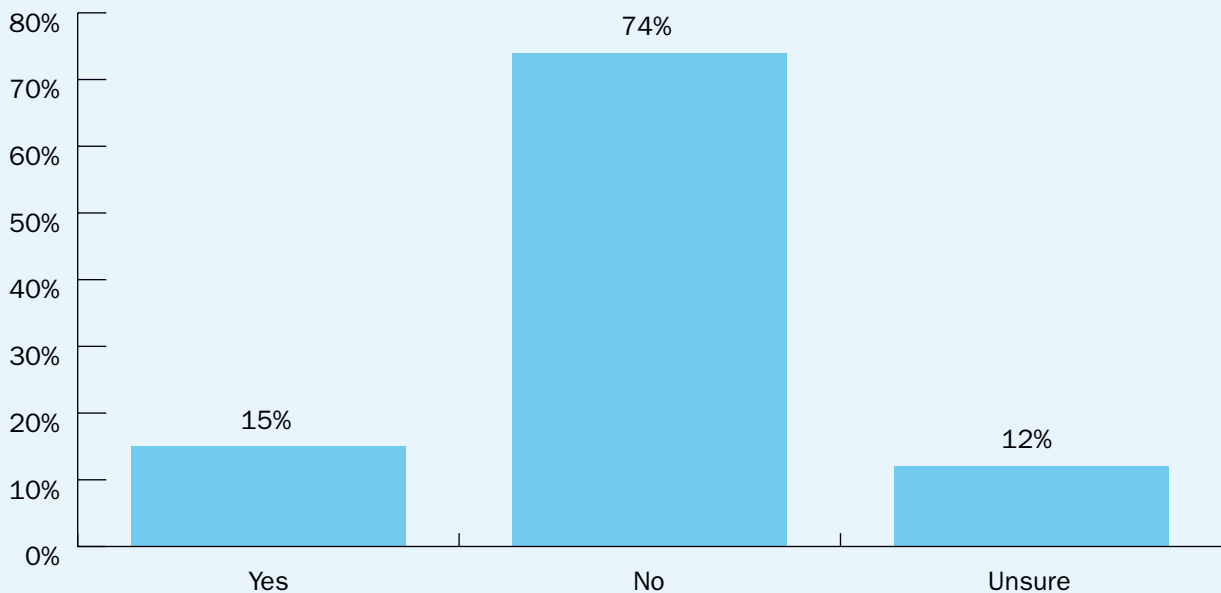
migrants and organisations were added in, the figure rose to 68% (360 of the 532 respondents) who felt that probationary citizenship was not a good idea. Overall, a total of 110 (21%) thought the concept was a good idea and the remaining 62 (12%) were unsure. Responses from British citizens and non-British citizens are shown separately in Figures 6 and 7.

**Figure 6.** Question 3.2: Do you think the concept of probationary citizenship is a good idea? Response of British citizens.



**Response base: 111**

**Figure 7.** Question 3.2: Do you think the concept of probationary citizenship is a good idea? Response of non-British citizens.



**Response base: 329**

Further comments on the concept of probationary citizenship were provided by 282 respondents, some raising multiple themes in their response. Of these, 253 commented on their disagreement with the concept.

- Seventy (25% of those who commented) felt that probationary citizenship was unnecessary. They viewed the proposal to create a category of probationary citizenship as another addition to an already complex system. It was felt that the current system and the time periods within which each stage can be completed are long enough, if not too long.
- Sixty-five (23% of those who commented) had concerns about the lengthening of the timescale to get full citizenship which the introduction of a probationary period would cause. Eight of these people were involved in a current process to become a British citizen and did not want the process to be extended either for themselves or later migrants.
- Fifty-six (20% of those who commented) were concerned that probationary citizenship would lead to further segregation and alienation of migrants in society. Fourteen of these thought that use of the term ‘probationary’ had connotations of criminal activity and some gave suggestions for alternative terminology such as ‘provisional’ (4 respondents) ‘aspiring’ (1 respondent).
- Fifty-four (19% of those who commented) felt the simplification proposals lacked clarity and that confusion would result from another category of citizenship which did not have clear boundaries and guidelines. Many felt it was unclear as to when different levels of citizenship could be achieved.
- Forty (14% of those who commented) considered the concept of probationary citizenship to be discriminatory or degrading. Ten of these respondents said probationary citizenship was an unfair proposal in terms of changes to the existing system.

- Nineteen (7% of those who commented) felt probationary citizenship would be a disincentive to skilled migrants and make the UK a less attractive proposition.
- Eighteen (6% of those who commented) perceived the concept of ‘Active Citizenship’ as discriminatory because it is not a requirement for British citizens. Additionally it was felt that the commitment of time would be difficult due to

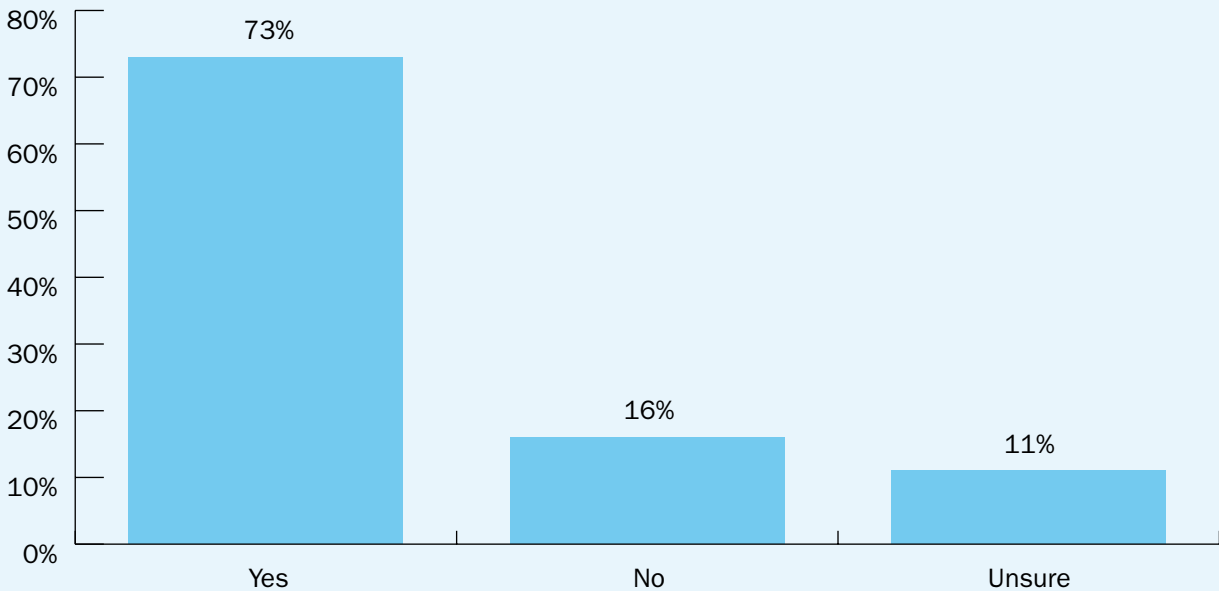
work and family commitments. Active Citizenship is addressed directly at Question 4.5.

Twenty-nine respondents (10% of those who commented) indicated their agreement with the concept of probationary citizenship, saying it is a good way to ensure integration and a contribution to the UK. They felt that probationary citizenship would allow time for immigrants to settle and demonstrate their case to become a citizen.

**Question 3.3**  
**Do you think that a permanent residence category should be provided for persons who do not wish / are not able to become British citizens?**

A large proportion (73%), 373 of the 513 respondents who answered this question supported the proposal for the creation of a permanent residence category. Eighty-two (16%) did not support this proposal and 58 (11%) were unsure. These results are shown in Figure 8.

**Figure 8.** Question 3.3: Do you think that a permanent residence category should be provided for persons who do not wish / are not able to become British citizens?



**Response base: 513**

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Further comments on this question were provided by 158 respondents, some raising multiple themes in their response.

Eighty-nine (56% of those who commented) agreed with the proposal. They all believed it was appropriate to give migrants freedom to retain another citizenship and the flexibility to move between countries as family and business needs may demand. Twenty-six of these referred to the restrictions some countries place on holding dual citizenship.

Sixty-nine respondents who disagreed with the proposal for a permanent residence category commented further on this view.

- Twenty-one (13% of those who commented) felt that migrants needed to make a choice on whether or not to be British and that British citizenship was incompatible with holding another passport.
- Seventeen (11% of those who commented) disagreed with the proposal as they felt it was unfair and unnecessary for the probationary period before reaching this stage to be longer than that for citizenship. Three respondents referred to permanent residence being the only option for those from countries that prohibit dual citizenship and could not see why these individuals would have to wait longer.

- Fifteen (9% of those who commented) did not see the need to change the system, with several citing Indefinite Leave to Remain as serving the same purpose as the proposed permanent residence category.
- Thirteen (8% of those who commented) felt that permanent residence should not have the same benefits as citizenship and that this would encourage migrants to seek full British citizenship.
- Thirteen (8% of those who commented) felt that the proposal was discriminatory.

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**Question 3.4**  
**Do you think the ‘UK ancestry route’ should be abolished?**

Of the 529 respondents to this question, 309 (58%) were not in favour of the ‘UK ancestry route’ being abolished. Just under a quarter (24%, 126) were in support of abolition and the remaining 94 (18%) were unsure. These results are shown in Figure 9.

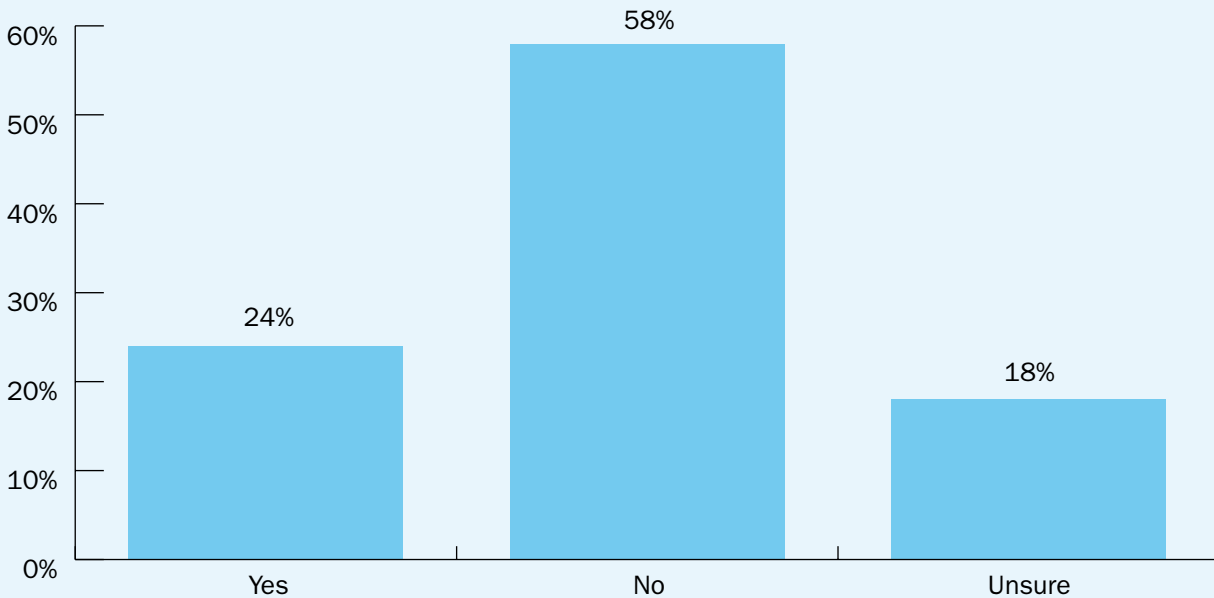
Further comments on this question were provided by 177 respondents. Of these, 124 who disagreed with the abolition of the ancestry route commented on this view.

- A large proportion (106, 60% of those who commented) felt that historic ties with countries such as Australia, New Zealand and South Africa should be upheld. Many stated that they were currently visiting the UK, had visited in the past or planned to make a visit in the future. Others cited details of their UK ancestry and the contribution their ancestors had made to the UK in terms of the armed forces or economically.
- Eighteen (10% of those who commented) mentioned limiting the pressure on UK funds from those entering the country in this way or allowing entry to only the well qualified or those with guaranteed employment.

Fifty-three who agreed with the abolition of the ancestry route commented on this view.

- Thirty-six (20% of those who commented) supported the abolition of the ancestry route, which they saw as a discriminatory concept creating unjustifiable inequalities.
- Seventeen (10% of those who commented) said the ancestry route was an outdated concept that should be removed.

**Figure 9.** Question 3.4: Do you think the ‘UK ancestry route’ should be abolished?



**Response base: 529**

### Question 3.5

#### Do you think the ‘retired persons of independent means’ route should be abolished?

Of the 508 respondents who answered this question, 293 (58%) did not think the ‘retired persons of independent means’ route should be abolished. Similar proportions were in favour of the abolition of this route (20%, 104) or were unsure about abolition (22%, 111). These results are shown in Figure 10.

Further comments on this question were provided by 150 respondents. Of these, 122 commented on their opposition to the abolition of the route.

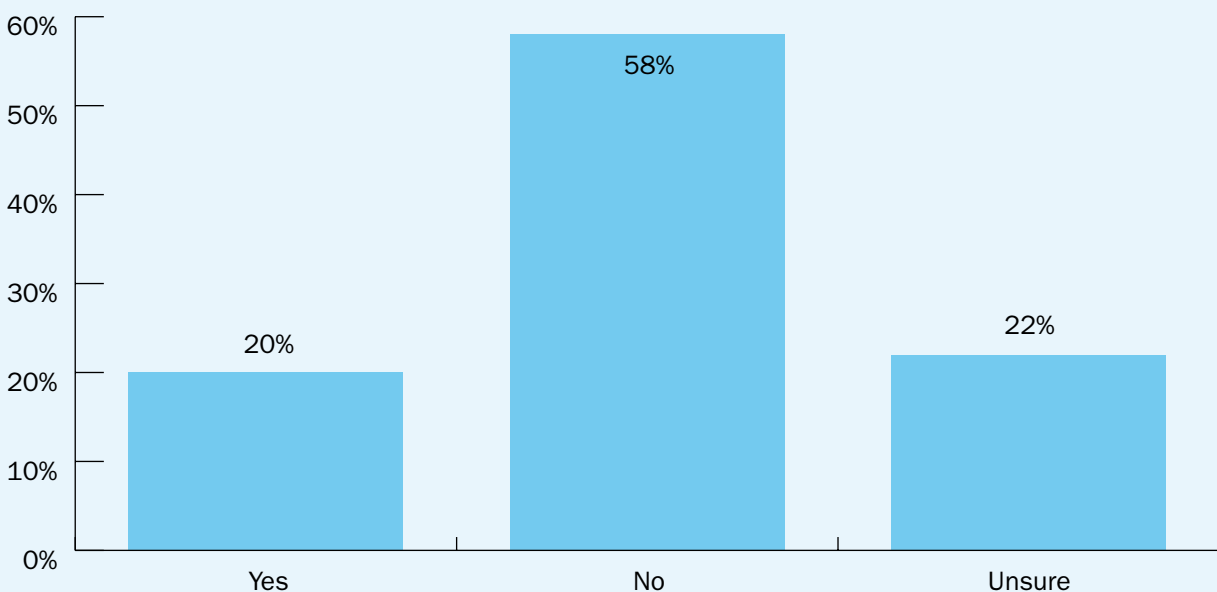
- Thirty (20% of those who commented) felt this group of migrants was not a burden to the UK.
- Twenty-nine (19% of those who commented) thought that migrants using the ‘retired persons of independent means’ route should not have full access to benefits and the NHS.

- Twenty-six (17% of those who commented) felt that individuals entering Britain in this way should be financially independent.
- Twenty (13% of those who commented) suggested the threshold for qualification via this route be re-assessed.
- Seventeen (11% of those who commented) felt this route was a necessary provision for those with family ties in the UK.

Twenty-eight respondents commented on their support for the abolition of the ‘retired persons of independent means’ route.

- Twenty (13% of those who commented) supported abolition because they felt that this group of migrants can be a burden and do not contribute to UK society.
- Eight (5% of those who commented) felt that this route enabled people to buy citizenship and did not feel that this should be possible.

**Figure 10.** Question 3.5: Do you think the ‘retired persons of independent means’ route should be abolished?



Response base: 508

## EARNING THE RIGHT TO STAY

### Interviews conducted by Ipsos MORI

In the consultation document we proposed four ways in which migrants might earn the right to progress through the different stages to citizenship/permanent residence: speaking English, working hard and paying taxes, obeying the law and demonstrating active citizenship. The following findings from the Ipsos MORI interviews are relevant to these proposals.

- The majority of respondents (83%) agreed that immigrants in Britain should be made to learn English.
- 63% of respondents agreed that people should have to pass a test about the British way of life to be allowed to settle in the UK.
- 70% of respondents agreed that newcomers should earn the right to stay in Britain. When asked to choose up to 4 requirements that migrants living in the UK should have to meet before they can become British citizens: 61% of respondents agreed that migrants should have a good standard of English; 46% agreed that migrants should have worked and paid taxes in the UK for several years and 32% agreed that migrants should have lived in the UK for several years.

### Question 4.1A

#### Are the proposed minimum time periods for a migrant to complete the journey to British citizenship suitable – six years for economic migrants and their dependants?

36% of British citizens responding to the Green Paper felt that the proposed time period for economic migrants and their dependants to complete the journey to British citizenship was suitable, 21% thought it should be increased, 42% thought it should be

decreased and 2% were not sure. Once responses from migrants and organisations were added in, a larger proportion (70%), 362 of the 517 respondents who answered this question felt that the minimum time period for economic migrants and their dependants to complete the journey to British citizenship should be decreased. Overall, a total of 109 (21%) agreed that the proposed time period was appropriate, 28 (5%) thought it should be longer and 18 (4%) were unsure. Responses from British citizens and Non-British citizens are shown separately in Figures 11 and 12.

### Question 4.1B

#### Are the proposed minimum time periods for a migrant to complete the journey to British citizenship suitable – three years for family members of British citizens / permanent residents?

39% of British citizens responding to the Green Paper felt that the proposed time period for family members of British citizens and permanent residents to complete the journey to British citizenship was suitable, 28% thought it should be increased, 31% thought it should be decreased and 3% were

not sure. Once responses from migrants and organisations were added in, the 512 respondents who answered this question were divided on the three-year period proposed for family members of British citizens and permanent residents to complete the journey to British citizenship. A total of 215 (42%) thought the period should be decreased, 189 (37%) thought the period was suitable and 67 (13%) thought it should be increased. The remaining 41 (8%) were unsure. Responses from British citizens and Non-British citizens are shown separately in Figures 11 and 12.

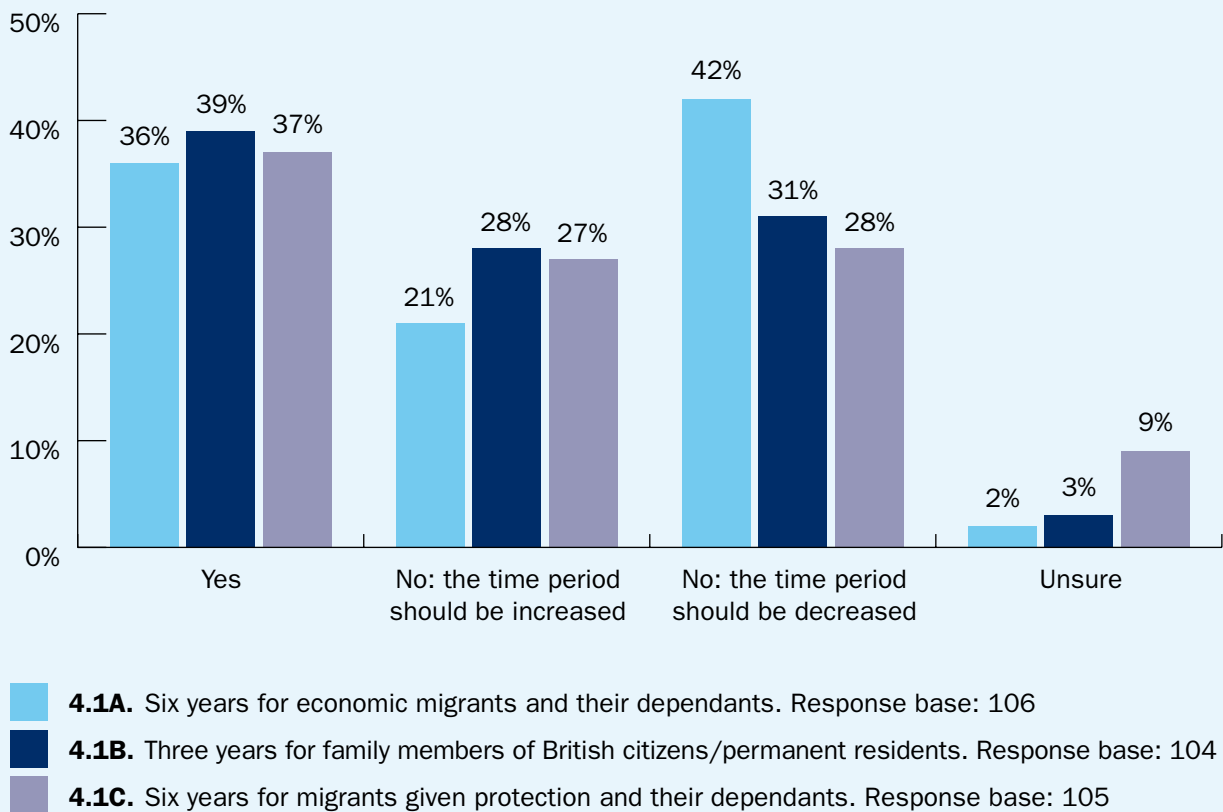
**Question 4.1C**

**Are the proposed minimum time periods for a migrant to complete the journey to British citizenship suitable – six years for migrants given protection and their dependants?**

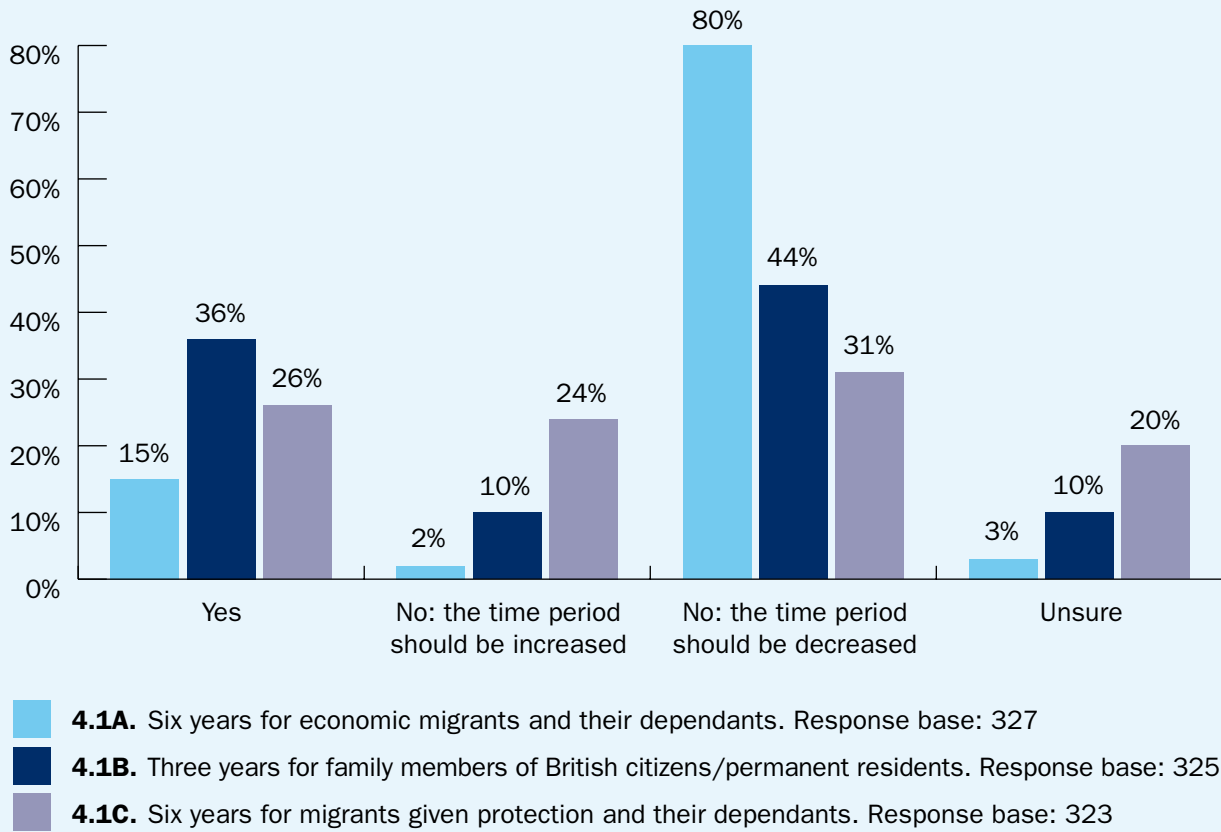
- 37% of British citizens responding to the Green Paper felt that the proposed time period for migrants given protection (i.e. those granted refugee status or humanitarian protection) and their dependants to complete the journey to British citizenship was suitable, 27% thought it should be increased, 28% thought it should be decreased and

9% were not sure. Once responses from migrants and organisations were added in, views were much divided among the 509 respondents on the suitability of the time period for migrants given protection and their dependants to complete the journey to British citizenship. Over a third (34%, 172) felt the period should be decreased while 140 (28%) thought six years was an appropriate length of time and a further 111 (22%) felt it should be increased. The remaining 86 (17%) were unsure. Responses from British citizens and Non-British citizens are shown separately in Figures 11 and 12.

**Figure 11.** Questions 4.1A, 4.1B and 4.1C: Are the proposed minimum time periods for a migrant to complete the journey to British citizenship suitable? Response of British citizens.



**Figure 12.** Questions 4.1A, 4.1B and 4.1C: Are the proposed minimum time periods for a migrant to complete the journey to British citizenship suitable? Response of non-British citizens.



After completing all parts of Question 4.1, respondents were asked to detail any reasons for their responses. A total of 174 respondents commented on their answers to the minimum time periods suitable for different classes of migrants to complete the journey to British citizenship. Some raised multiple themes in their response.

- Sixty-five (37% of those who commented) did not want to see any extension from the current time periods required to achieve citizenship. Over half this group (35) made this point particularly with respect to economic migrants (i.e. those working and contributing to society).

Ten referred to the issues faced by migrants whilst waiting to become citizens and their inability to settle down and feel secure until citizenship is achieved.

Nine suggested different time periods (which were not linked to any particular group): 6 suggested a three-year period, 2 suggested a five-year period and 1 proposed a four year period.

- Thirty-four (20% of those who commented) pointed out the benefit to the UK from economic migrants. Many of these respondents felt that economic migrants should be given a shorter path to citizenship, the same as that for family members, and some suggested a correspondingly longer path for other migrants. Five also suggested that the path to citizenship may act as a disincentive to applying for citizenship.
- Twenty-nine (17% of those who commented) suggested that the time periods should be the same for all economic and family migrants. Three also suggested that the differences could be seen as a form of discrimination.

- Twenty-three (13% of those who commented) wanted to see greater security offered to refugees. Some of this group stated that genuine asylum seekers would not mind a longer wait if they could gain security and have the freedom to get a job and to buy a home.
- Nineteen (11% of those who commented) supported the suggested time period or even longer time periods before citizenship is achieved, especially for migrants given protection. Nine specifically wanted to see these migrants returned to their own country if the situation there improved. Eight of these respondents suggested that a longer period would allow time for this to happen.
- Fourteen (8% of those who commented) were concerned about abuse of the system. They wanted the definition of dependants to include only immediate family members and stricter controls on immigrants seeking asylum, to reduce their number.
- Seven (4% of those who commented) wanted the time period to be linked to the contribution and commitment to UK society shown by migrants. This may be a reference to the Active Citizenship proposals, discussed later in the consultation document.

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#### **Question 4.2A**

##### **Are the proposed minimum time periods for a migrant to complete the journey to permanent residence suitable – 8 years for economic migrants and their dependants?**

29% of British citizens responding to the Green Paper felt that the proposed time period for economic migrants and their dependants to complete the journey to permanent residence was suitable, 16% thought it should be increased, 51% thought it should

be decreased and 4% were not sure. Once responses from migrants and organisations were added in, a larger proportion (78%), 404 of the 516 respondents who answered this question felt that the proposed eight-year period should be decreased. Sixty-one (12%) thought that this length of time was suitable. A small proportion felt that this period should be increased (4%, 23) and a similar proportion (5%, 28) were unsure. Responses from British citizens and Non-British citizens are shown separately in Figures 13 and 14.

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#### **Question 4.2B**

##### **Are the proposed minimum time periods for a migrant to complete the journey to permanent residence suitable – 5 years for family members of British citizens and permanent residents?**

19% of British citizens responding to the Green Paper felt that the proposed time period for family members of British citizens and permanent residents to complete the journey to permanent residence was suitable, 18% thought it should be increased, 57%

thought it should be decreased and 7% were not sure. Once responses from migrants and organisations were added in, of the 517 respondents who answered this question, 352 (68%) felt that the period for family members of British citizens to complete the journey to permanent residence should be less than five years. Eighty-five (16%) felt the period was suitable and 31 (6%) thought it should be increased. The remaining 49 (9%) were unsure. Responses from British citizens and Non-British citizens are shown separately in Figures 13 and 14.

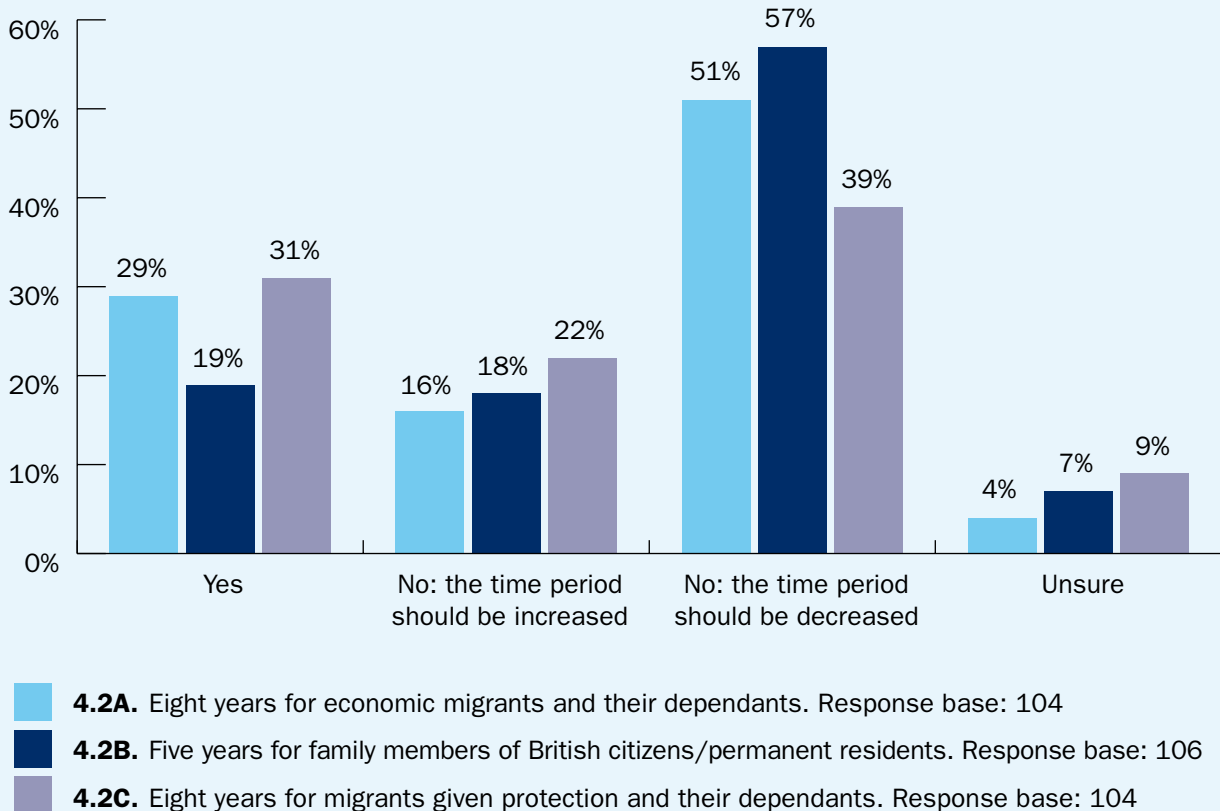
**Question 4.2C**

**Are the proposed minimum time periods for a migrant to complete the journey to permanent residence suitable – 8 years for migrants given protection and their dependants?**

- 31% of British citizens responding to the Green Paper felt that the proposed time period for migrants given protection (i.e. those granted refugee status or humanitarian protection) and their dependants to complete the journey to permanent residence was suitable, 22% thought it should be increased, 39% thought it should be

decreased and 9% were not sure. Once responses from migrants and organisations were added in, the 515 respondents to this question had mixed views on the appropriate time period for migrants given protection and their dependants to move to permanent residence. Just under half (46%, 237) thought the period should be decreased. However 121 (23%) thought that eight years was suitable, while 71 (14%) thought the time period should be increased and a slightly larger proportion (17%, 86) were unsure. Responses from British citizens and Non-British citizens are shown separately in Figures 13 and 14.

**Figure 13.** Questions 4.2A, 4.2B and 4.2C: Are the proposed minimum time periods for a migrant to complete the journey to permanent residence suitable? Response of British citizens.



After completing all parts of Question 4.2, respondents were asked to detail any reasons for their responses. Comments were provided by 150 respondents.

- Ninety-seven (65% of those who commented)

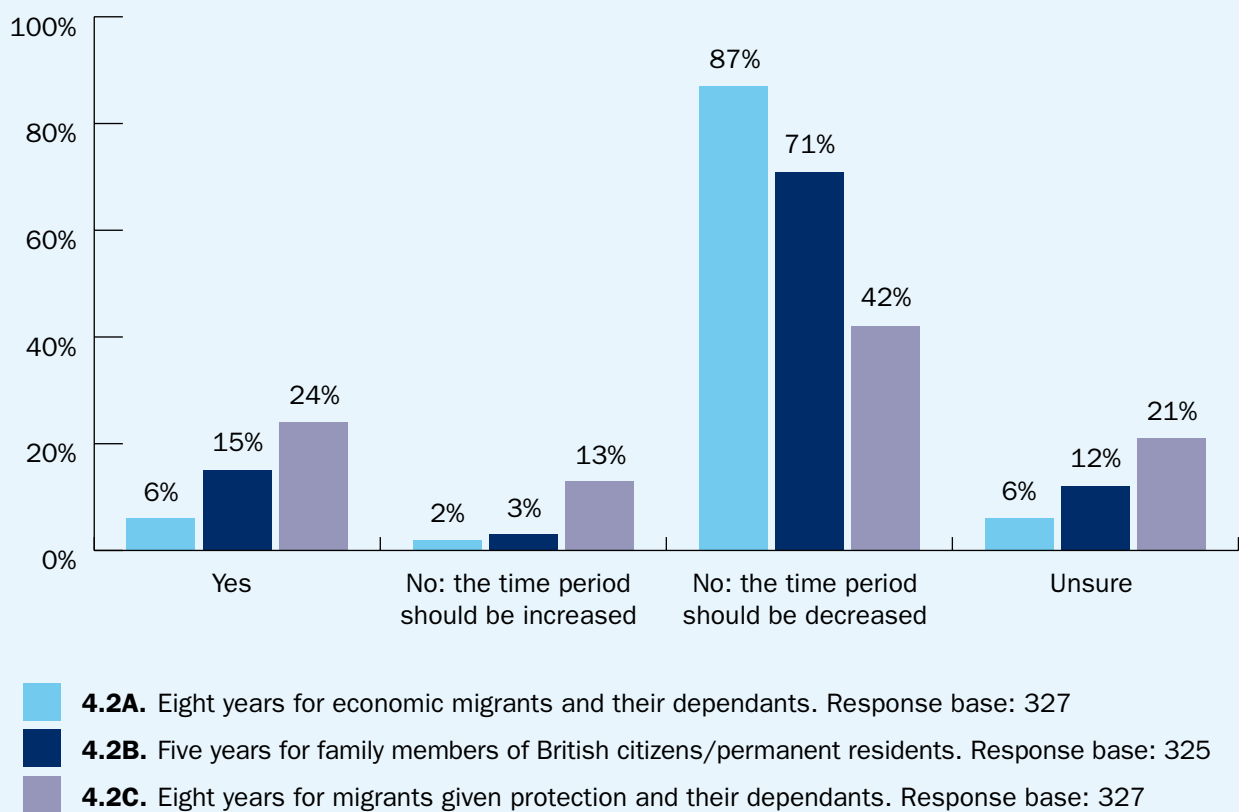
were concerned that the periods were too long, particularly for economic migrants. These respondents thought the length of time would be a burden on the economy and would not be constructive.

- Twenty-four (16% of those who commented) thought the period to achieve citizenship or permanent residence should be the same and did not understand why different periods were required.
- Twenty-four (16% of those who commented) were concerned about the clarity of the proposed system. There was concern as to the difference between permanent residence and citizenship, how the system would apply to migrants already

in the country (particularly in light of earlier variations to the immigration system) and how it would fit in with plans in other countries for dual citizenship (India was cited). There were also references to more specific operational matters, such as support with language learning and employment.

- Twelve (8% of those who commented) wanted to retain the current system.

**Figure 14.** Questions 4.2A, 4.2B and 4.2C: Are the proposed minimum time periods for a migrant to complete the journey to permanent residence suitable? Response of non-British citizens.



**Question 4.3A**  
**Should partners of British citizens or permanent residents be required to demonstrate an ongoing relationship before moving from the probationary citizenship stage to British citizenship?**

A large proportion of the 494 respondents who answered this question (62%, 304) agreed that partners should be required to prove they are in an ongoing relationship before progressing from probationary to permanent British citizenship. A quarter of respondents disagreed (125) and the remaining 65 (13%) were unsure. These results are shown in Figure 15.

**Question 4.3B**

**Should partners of British citizens or permanent residents be required to demonstrate an ongoing relationship before moving from the probationary citizenship stage to permanent residence?**

Over half the 501 respondents who answered this question (57%, 288) agreed that partners should be required to prove they are in an ongoing relationship before progressing from probationary citizenship to permanent residence. A total of 139 (28%) disagreed and 74 (15%) were unsure. These results are shown in Figure 15.

**Figure 15.** Question 4.3A and 4.3B: Should partners of British citizens/permanent residents be required to prove they are in an ongoing relationship before progressing from probationary citizenship?

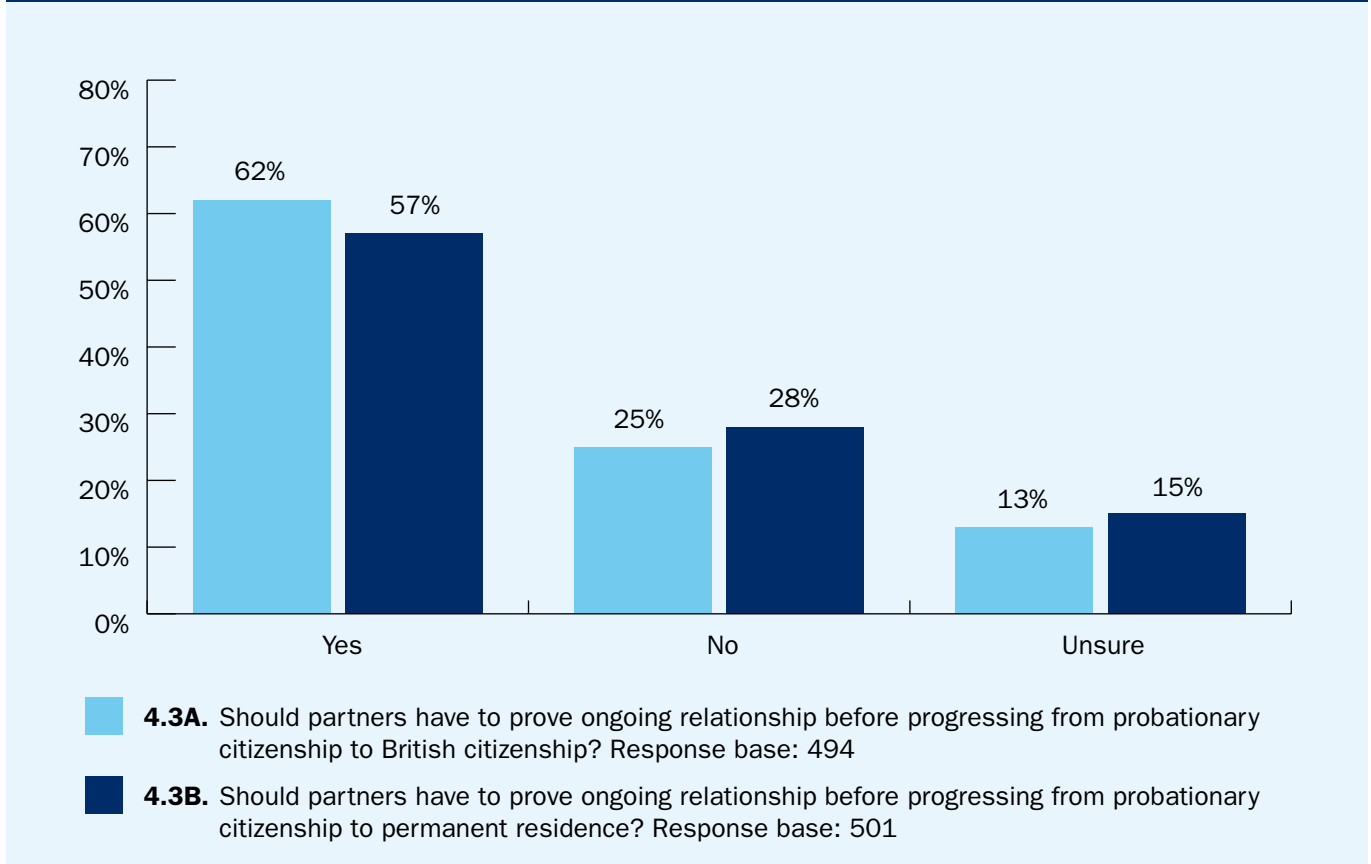


Figure 15 shows that respondents had similar views about these proposals, whether it was to demonstrate an ongoing relationship before progressing to British citizenship before progressing to permanent residence. A total of 114 respondents provided further comments on this question and did not distinguish between permanent residence and British citizenship.

Sixty-six respondents (58% of those who commented) supported this proposal, with some raising multiple themes.

- Forty-six said that it was entirely reasonable to ask partners to prove their relationship as this

was their reason for staying in the UK. Some respondents suggested that household bills and credit checks might provide that proof.

- Nine stated that it needed to be recognised that relationships can break down.
- Nine suggested stringent safeguards and other criteria of the relationship (e.g. minimum duration of relationship).
- Six called for sensitivity in obtaining proof of a relationship and suggested it should not be assumed that those concerned were ‘trying to deceive’.

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Twenty-three respondents (20% of those who commented) disagreed with the proposals raising the following points. Some raised multiple themes.

- Fourteen felt it was an unnecessary intrusion that could be ‘an infringement of human rights’.
- Six thought it was unnecessary to change the current system.
- Eight were concerned that the system gave no consideration to marriage breakdown and what the implications may be for children or those in abusive relationships.
- Five felt that proof of relationship status was required only in particular circumstances, for example when a relationship has been of only a short duration or where children are involved.

Sixteen respondents (14% of those who commented) were unsure about one or both of the proposals. The points they raised were very similar to those who disagreed with the proposals. Some raised multiple themes.

- Nine wanted to know more about how such migrants would be dealt with in cases of breakdown of the relationship or domestic violence.
- Three were unsure why it was proposed to change the current system.
- Two were concerned about potential abuse of the system.
- Three wanted to know how an on-going relationship would be defined and felt that cases should be considered on an individual basis taking different circumstances into account.

Additionally, 9 respondents (6% of those who commented) were against the general idea of allowing partners to progress on the path to citizenship based on their relationship with a permanent resident or British citizen. However, it was felt that if this provision was made, procedures would have to be in place to prevent abuse.

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#### Question 4.4

##### **Should Gateway refugees continue to be granted permanent residence on arrival in the UK?**

Of the 510 respondents to this question, 210 (41%) felt that Gateway<sup>4</sup> refugees should not continue to be granted permanent residence status on their arrival in the UK. Over a third (35%, 180) agreed that this arrangement should continue and the other 120 (24%) were unsure. These results are shown in Figure 16.

<sup>4</sup> The Gateway Protection Programme is run in conjunction with the office of the United Nations High Commissioner for Refugees and is the UK’s international commitment to offer permanent protection to refugees in vulnerable situations where resettlement is the only solution. In contrast to other asylum seekers, who make their asylum application after arrival in the UK, Gateway refugees are granted permanent residence on arrival.

Further comments on this question were provided by 133 respondents, some raised more than one theme. Seventy-two respondents (54% of those who commented) who disagreed with the continuation of granting permanent residence to Gateway refugees on arrival raised the following themes.

- Forty-four wanted Gateway refugees to be given a temporary status, allowing them to stay in the UK, subject to regular reviews.
- Thirty-seven felt that Gateway refugees should take the same route as other migrants to attaining British citizenship or permanent residence.
- Seventeen felt that Gateway refugees should demonstrate that they are willing to integrate into society before being granted permanent residence. They felt that Gateway refugees should also show their willingness to work and obey the law.

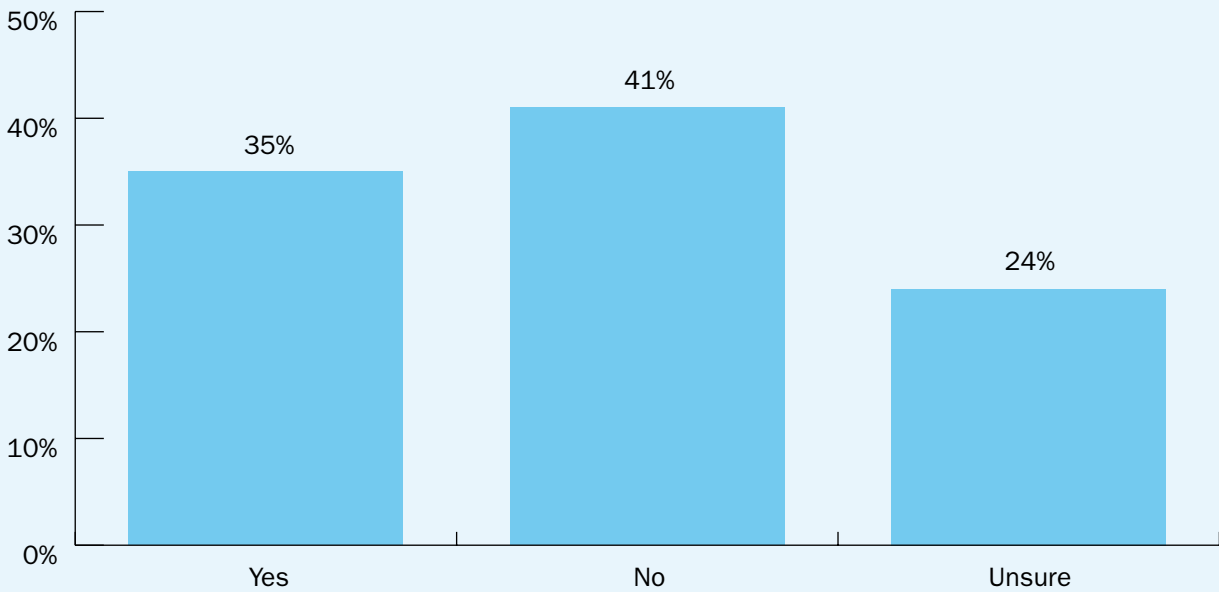
Forty-seven respondents (35% of those who commented) who supported retention raised the following themes.

- Forty-three felt this provision should be retained on humanitarian grounds.
- Seven supported retention of this arrangement but wanted the situation to be reviewed in light of either the behaviour of the immigrants or the situation in their home country.

- Nine thought any granting of such status had to be based on regular reviews.
- Four were unsure how these migrants fitted into the various immigration paths.
- Three thought their status should be dependent on being law-abiding and willing to integrate.
- One sought another status for such refugees because they ‘need to be cared for’.

Fourteen respondents (11% of those who commented) who were unsure whether Gateway refugees should continue to be granted permanent residence on arrival raised the following themes; some raised multiple themes.

**Figure 16.** Question 4.4: Should Gateway refugees continue to be granted permanent residence on arrival in the UK?



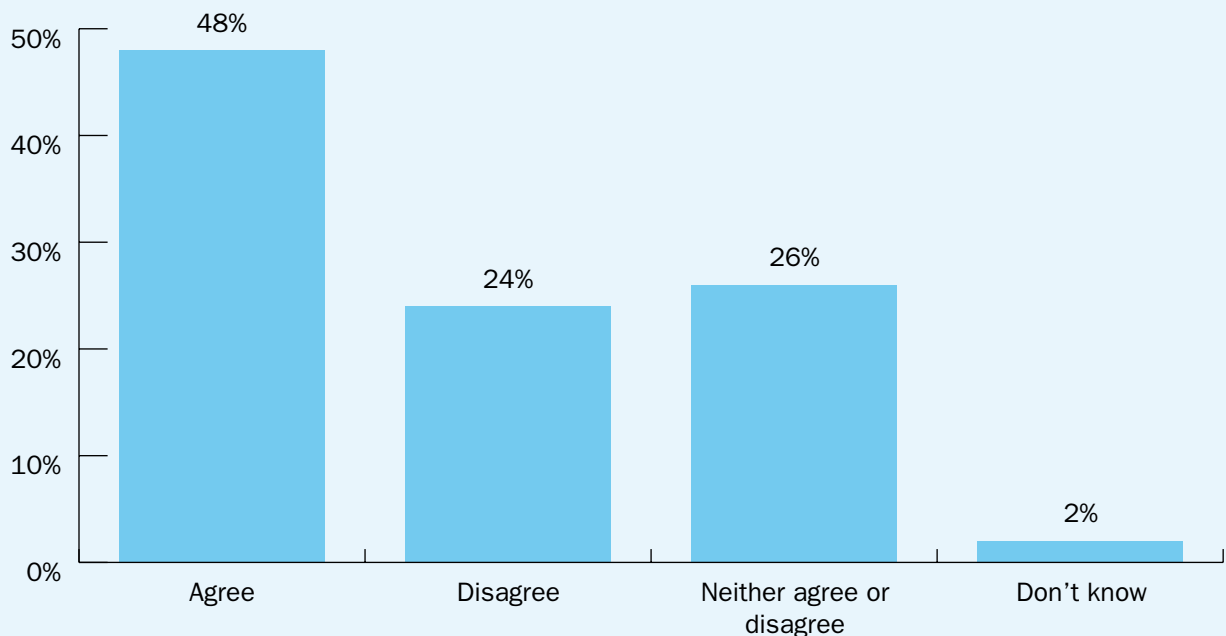
**Response base: 510**

## ACTIVE CITIZENSHIP

### Interviews conducted by Ipsos MORI

- Almost half the respondents (48%) agreed that newcomers who help out in their local community should be able to qualify more quickly for British citizenship than those who do not. Under a quarter (24%) disagreed with this statement and a similar proportion (26%) neither agreed nor disagreed. These results are shown in Figure 17.

**Figure 17.** MORI Question 4: To what extent do you agree or disagree with the following statement: “Newcomers who help out in their local community should be able to qualify more quickly for British citizenship than those who do not”?



Response base: 2072

### Question 4.5A

#### Should ‘active citizenship’ be a means by which probationary citizens can speed up their journey to British citizenship or permanent residence?

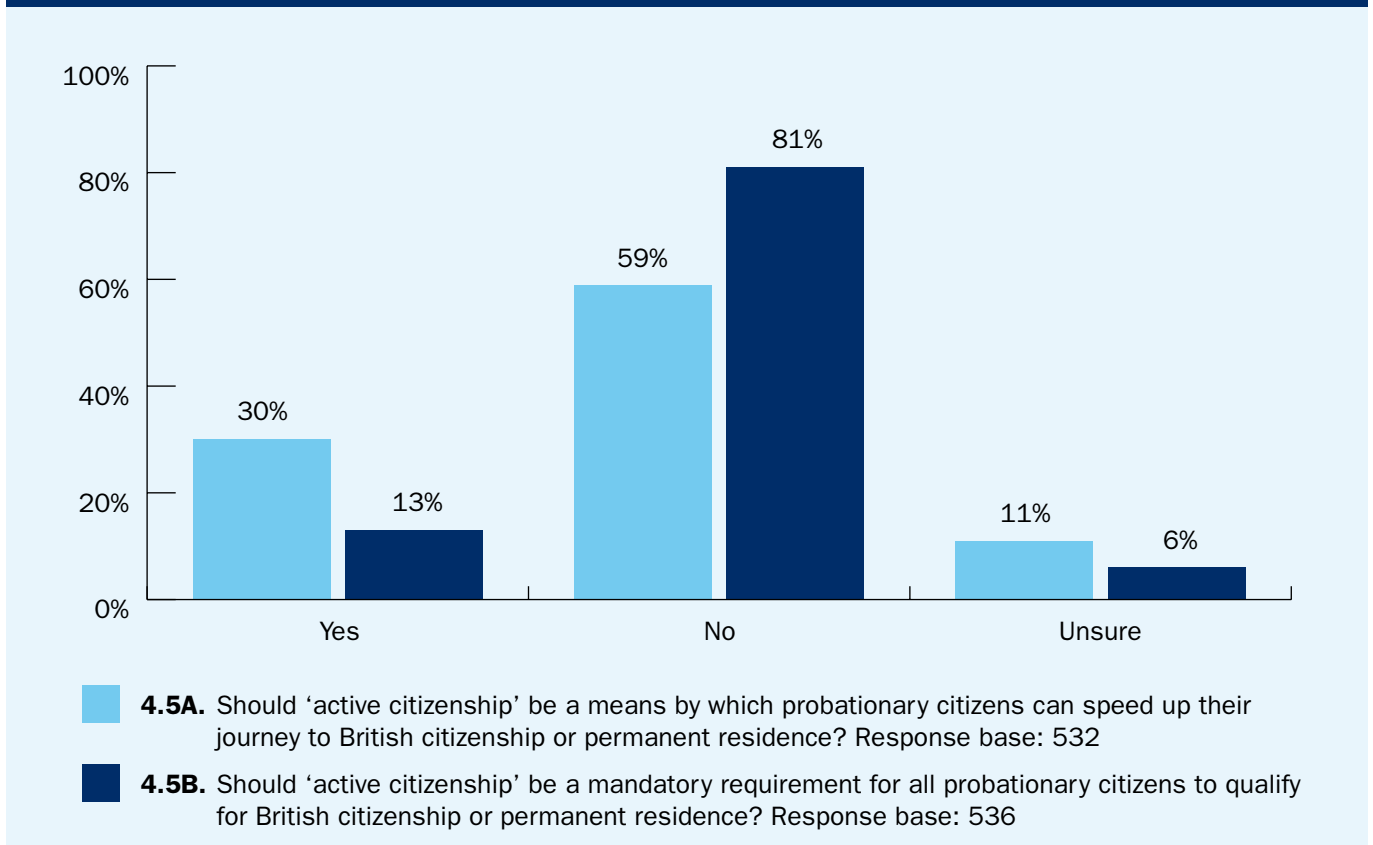
In contrast to the Home Office’s Ipsos MORI polling, 33% of British citizens responding to the Green Paper felt that active citizenship should speed up a migrant’s journey to British citizenship or permanent residence. Once responses from

migrants and organisations were added in, of the 532 respondents who answered this question, 315 (59%) did not support the idea that probationary citizens who demonstrated ‘active citizenship’ should be able to apply for citizenship or permanent residency sooner than those who had not done this. A total of 159 (30%) agreed with this proposal and the remaining 58 (11%) were unsure. These results are shown in Figure 18.

**Question 4.5B**  
**Should ‘active citizenship’ be a mandatory requirement for all probationary citizens to qualify for British citizenship or permanent residence?**

A large proportion of the 536 respondents who answered this question (81%, 436) thought that ‘active citizenship’ should not be mandatory. Sixty-seven (13%) agreed that this requirement should be mandatory and 33 (6%) were unsure. These results are shown in Figure 18.

**Figure 18.** Questions 4.5A and 4.5B: Should ‘active citizenship’ be A) a means by which probationary citizens can speed up their journey to British citizenship or permanent residence or B) mandatory?



Further comments on this question were provided by 240 respondents; some raising multiple themes. A total of 219 respondents who did not support the idea of ‘active citizenship’ raised the following themes.

- Eighty (33% of those who commented) stated that voluntary activities should not be forced on people.
- Seventy-eight (33% of those who commented) stated that it would be discriminatory to make probationary citizens do voluntary activities if most current British citizens do not undertake voluntary activities.
- Sixty-four (27% of those who commented) stated that probationary citizens might find it difficult to make time for voluntary activities because of work or family commitments, including getting time off work.
- Fifty-nine (25% of those who commented) felt that those probationary citizens working and paying taxes were already demonstrating ‘active citizenship’.
- Forty-three (18% of those who commented) felt it would be difficult to assess ‘active citizenship’.

- Nineteen (8% of those who commented) had concerns about the potential negative impact that ‘active citizenship’ may have on both migrants and charities and voluntary organisations. Twelve noted that not all migrants would be suited to volunteering, and seven outlined the difficulties and risks to charities. Concerns were around charities being ‘overwhelmed’ with volunteers or ‘burdened’ by the need to process volunteers, for example the task of seeking and administering references. One of these respondents suggested such volunteers would only be seeking to achieve citizenship and so may not be committed to the cause for which they volunteered.

Twenty-one who supported ‘active citizenship’ provided further comments, some raised multiple themes.

- Twenty-one (9% of those who commented) stated that demonstrating ‘active citizenship’ would help probationary citizens integrate into society.
- Nine (4% of those who commented) felt that the proposal was a good idea as migrants should be contributing to society.

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#### Question 4.6

##### **Should the following activities be viewed as demonstrations of active citizenship?**

Between 499 and 507 respondents gave a view on each of the suggested activities that might be viewed as demonstrations of active citizenship. Figure 19 shows that around half the respondents supported each of the activities suggested as demonstrations of active citizenship.

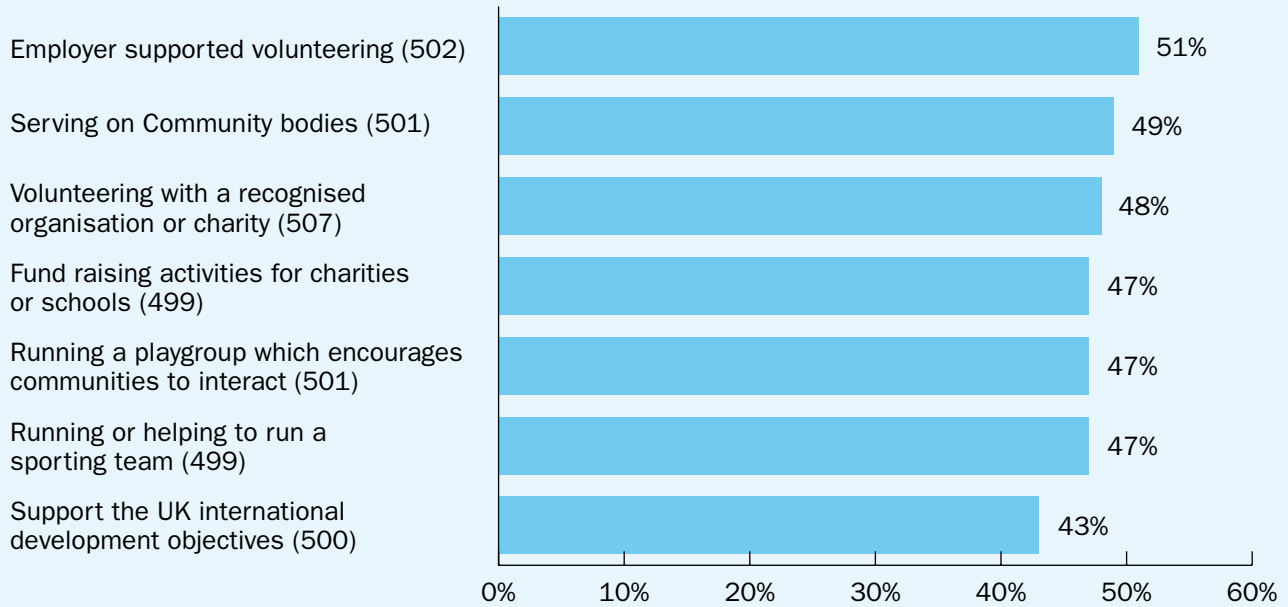
Respondents were asked to suggest any other activities that should be viewed as demonstrations of ‘active citizenship’; 240 gave further comments on this question with 140 using this question to comment further on their opposition to ‘active citizenship’. They raised the following themes, some raising more than one theme.

- Eighty-five (35% of those who commented) thought that the concept was unfair to immigrants who had worked hard and paid taxes.
- Thirty-three (14% of those who commented) were concerned that the concept of ‘active citizenship’ was ‘forcing’ voluntary work on to migrants.
- Twenty (8% of those who commented) felt the proposal was unconstructive and that it could act as a disincentive to economic migrants and delay integration.

- Fifteen (6% of those who commented) respondents said that many migrants worked long hours and did not have time for voluntary work.

Eighty respondents suggested ‘active citizenship’ activities with many making multiple suggestions. The most common suggestion was community activities (26 respondents). A number of other suggestions were made and these are presented in Table 1. In addition to these activities, 8 respondents commented that paying tax and national insurance should be viewed as demonstrations of ‘active citizenship’.

**Figure 19.** Question 4.6: What activities do you think should be viewed as demonstrations of ‘active citizenship’?



Response base in brackets

**Table 1.** Question 4.6: Please detail any other activities that you think should be viewed as demonstrations of ‘active citizenship’.

Suggested activity	Number of mentions
Community activity	26
Club membership	12
Church work	9
Charitable donations (financial)	9
Interaction with British residents	8
Social activities	6
Community work <sup>5</sup>	6
Working for a government organisation or public service	5
Volunteering as part of a job	3
Community service activities (e.g. litter pick ups)	3
Pro bono work (i.e. donating professional services)	3
Clean-up and repair projects on areas in need of regeneration	2

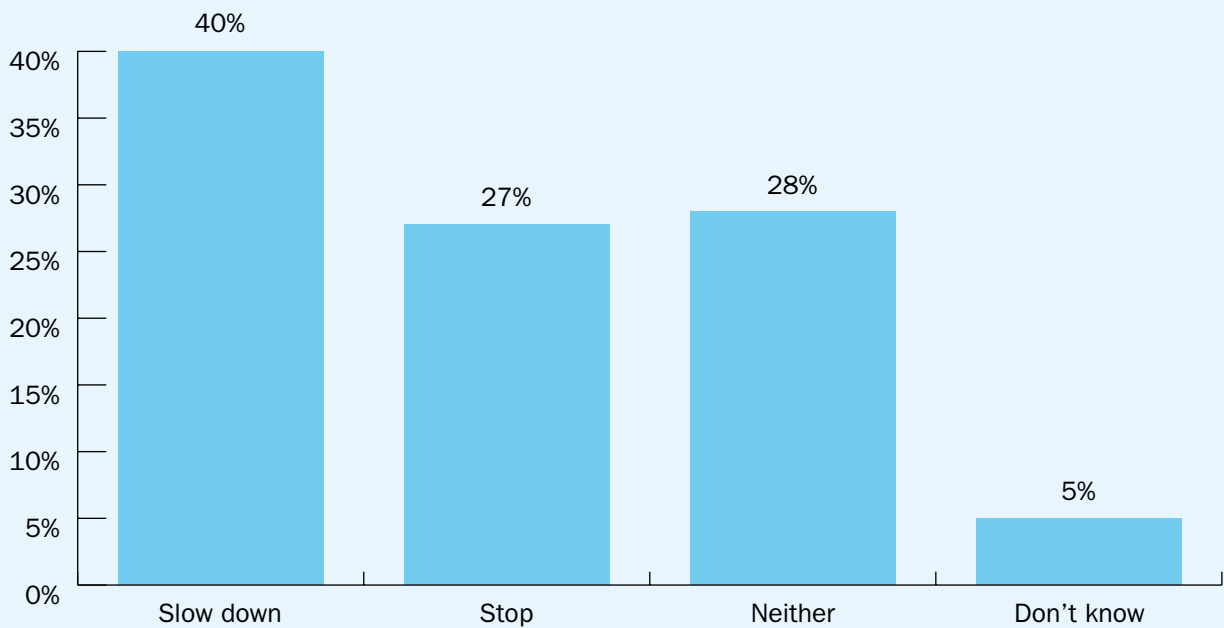
<sup>5</sup> These respondents specifically noted that community work should not be restricted to work in a particular community but should be ethnically diverse.

## OBEYING THE LAW

Interviews conducted by Ipsos MORI

- When asked whether migrants who commit minor offences (i.e. those which do not attract a custodial sentence) should be penalised by having their applications for citizenship stopped or slowed down, 67% agreed that migrants should either not be allowed to apply for citizenship or should have their citizenship application slowed down. This result is shown in Figure 20.
- From a list of requirements that migrants should have to meet before they can become British citizens, 69% agreed that migrants should have to obey the UK's laws. This result is shown in Figure 4.

**Figure 20.** MORI Question 3: Which of these statements do you think best applies to immigrants who commit minor offences whilst they are here? By minor offences, we mean crimes that do not result in a jail sentence, like minor fraud.



Response base: 2072

### Question 4.7

**Do you think that committing a crime which attracts a custodial sentence should slow down or stop a migrant's progression to permanent residence?**

Of the 500 respondents who answered this question, over three quarters (386, 77%) thought committing a crime attracting a custodial sentence should impact

on progression to permanent residence. Over a third (191, 38%) thought committing a crime attracting a custodial sentence should stop progression to permanent residence, and 195 (39%) said it should slow down rather than stop progress, while forty-five (9%) thought a custodial sentence should have no effect on a journey to permanent residence and the remaining 69 (14%) were unsure. These results are shown in Figure 21.

**Question 4.8**

**Do you think that committing an offence which does not attract a custodial sentence should slow down or stop a migrant’s progression to permanent residence?**

Of the 509 responses to this question, over half (51%, 262) thought committing a crime that does not attract a custodial sentence should impact upon progression to permanent residence. A total of 210 (41%) thought that a non-custodial sentence should slow down progression to permanent residence and 52 (10%) thought it should stop progression. Just under a third (32%, 164) thought that committing such an offence should not have an effect on the journey to permanent residence and the remaining 83 (16%) were unsure. These results are shown in Figure 21.

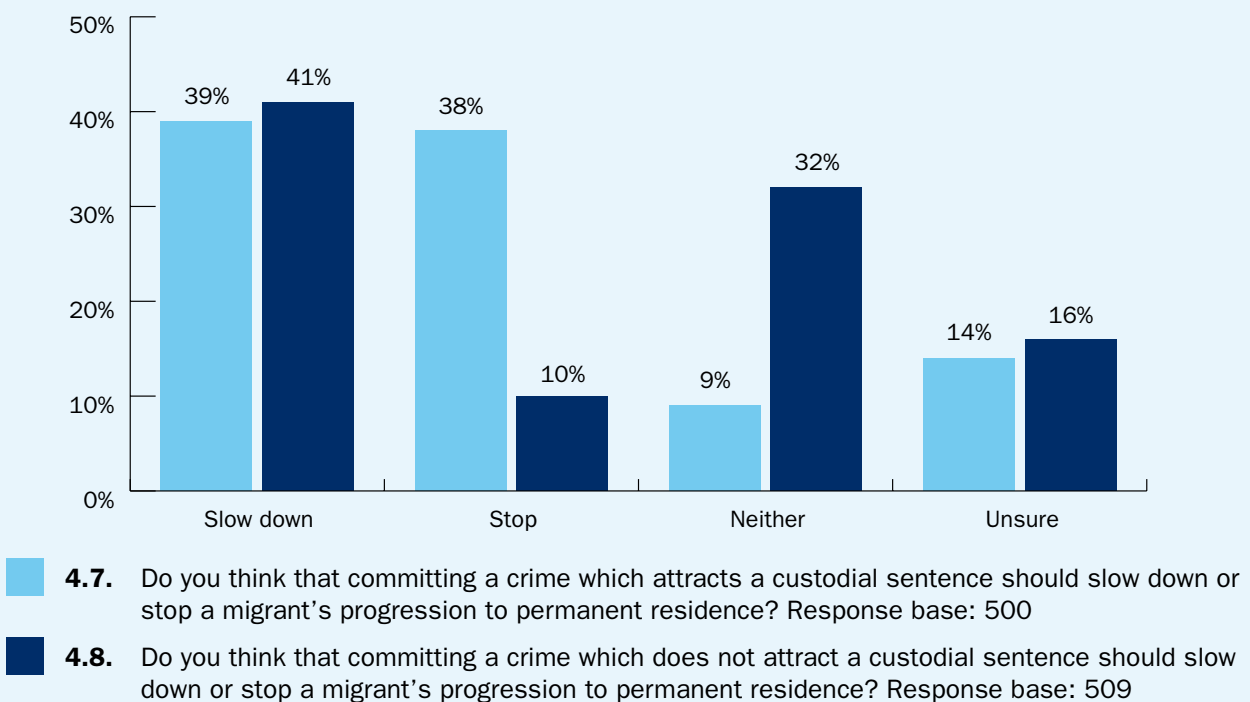
Further comments on this question were provided by 158 respondents, some raising multiple themes.

- A total of 109 (69% of those who commented) felt that any slowing down or stopping of the journey to permanent residence should depend on

the circumstances, type and severity of the crime committed. Eighteen of this group felt that there should not be set penalties for custodial and non-custodial sentences but that the nature of the crime should be taken into account.

- Twenty-three (15% of those who commented) wanted strong measures including exclusion from permanent residence and deportation for migrants given a custodial sentence.
- Twenty (13% of those who commented) said any effect on the journey to permanent residence should depend on the number of offences committed. Seven stated that there should not be set penalties for custodial and non-custodial sentences.
- Eleven (7% of those who commented) thought that slowing down or stopping the journey to permanent residence if an offence is committed would send a clear message to migrants about the seriousness of criminality.

**Figure 21.** Questions 4.7 and 4.8: Do you think that committing a crime which attracts a custodial sentence should slow down or stop a migrant’s progression to permanent residence?



#### Question 4.9

#### Do you think progression should be stopped or delayed for those whose children commit criminal offences?

Of the 512 respondents who answered this question, 211 (41%) felt that progression should be neither stopped nor delayed if children of migrants commit criminal offences. A third (33%, 168) thought that progression should be delayed. Sixty-five (13%) wanted to see progress stopped and the same proportion (13%, 68) were unsure. These results are shown in Figure 22.

Further comments on this question were provided by 145 respondents. Of these, the 107 who felt that the acts of children should not affect their parent's progression to citizenship raised the following themes.

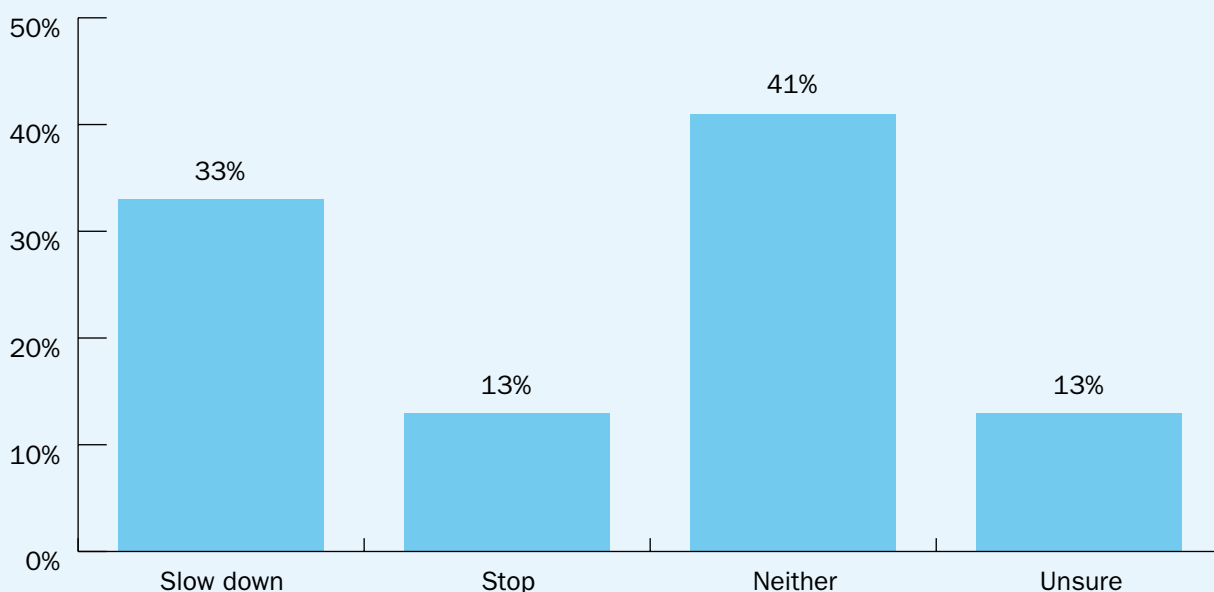
- Sixty-four (44% of those who commented) felt that children are responsible for their own actions. They argued that parents should not be penalised for acts committed by their children.
- Twenty-one (14% of those who commented)

thought that any effect that criminal activity by a child could have on their parents' journey to citizenship should depend on the nature and severity of the crime.

- Seventeen (12% of those who commented) felt that the proposal was discriminatory or against human rights. Several of these respondents cited the lack of responsibility UK families have for their children and did not see why migrants should have different responsibilities.
- Five (3% of those who commented) stated that further help and support should be given to families to try and prevent further problems before any action was taken.

Thirty-eight (26% of those who commented) respondents who felt that criminal activity by migrant's children should stop or delay their progress provided further comments. All felt that parents should take responsibility for their children. For some this meant slowing down the passage to citizenship, whilst for others it meant stopping the process and deportation.

**Figure 22.** Question 4.9: Do you think progression should be stopped or delayed for those whose children commit criminal offences?



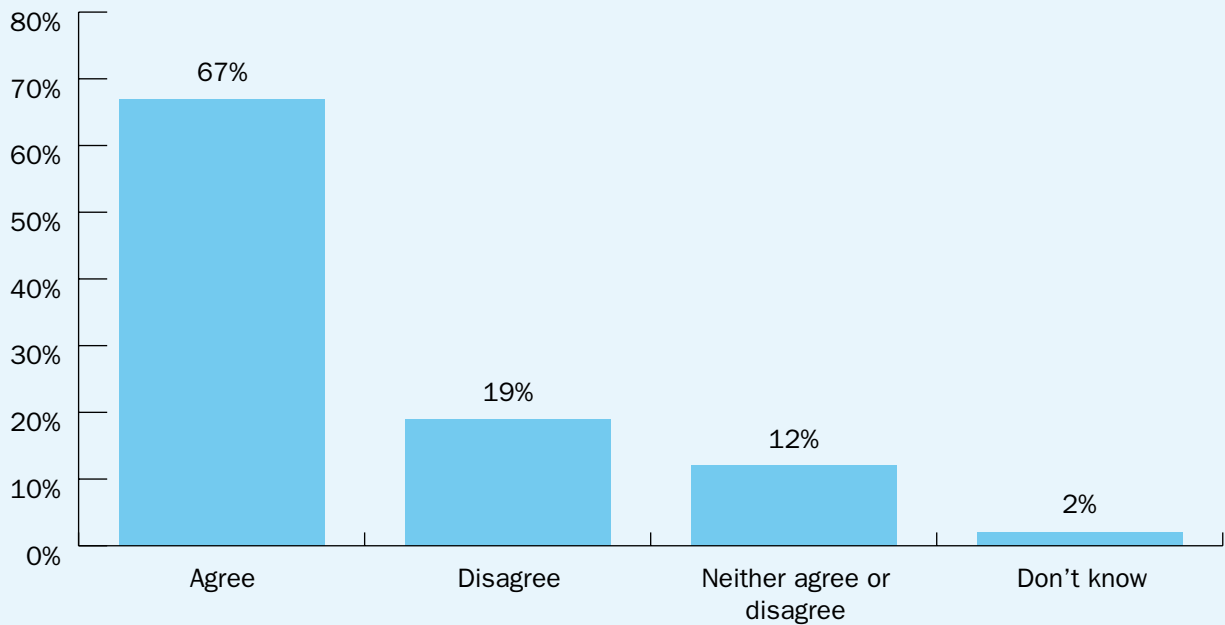
Response base: 512

**THE IMPACT OF MIGRATION AND ACCESS TO BENEFITS AND SERVICES**

Interviews conducted by Ipsos MORI

- The majority (67%) agreed that migrants should not have full access to benefits until they become citizens. This result is shown in Figure 23.
- When asked to list up to four requirements that migrants should have to meet before they can become British citizens, 46% of respondents stated that migrants should have the means to live here without claiming benefits. This result is shown in Figure 4.

**Figure 23.** MORI Question 1, Statement 3: To what extent do you agree or disagree with the following statement: “Migrants should not have full access to benefits until they become citizens”?



Response base: 2072

**Question 5.1**

**Should probationary citizens who have entered the UK through the economic or family routes have access to benefits in addition to those based solely on contributions made through the National Insurance scheme?**

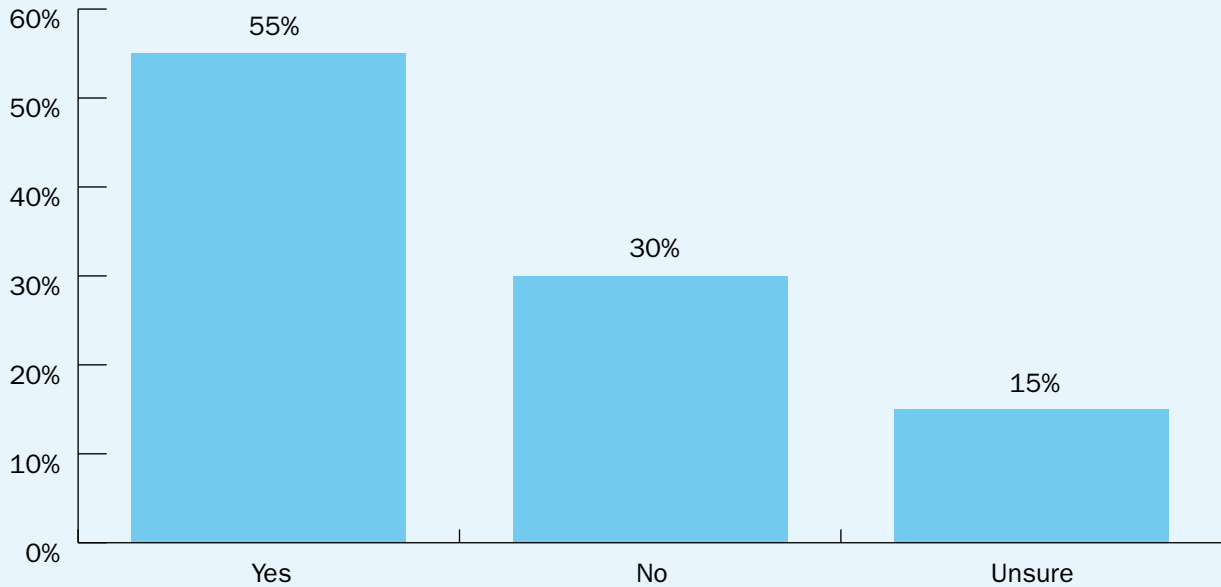
Of the 516 respondents who answered this question, 286 (55%) agreed that access to additional benefits should be granted to probationary citizens. Under a third disagreed (30%, 154)

and the remaining 76 (15%) were unsure. These results are shown in Figure 24. Some respondents gave an impression that the distinction between contributory and non-contributory benefits had not been fully understood. Nevertheless, all responses have been included in the analysis.

A total of 170 respondents commented further on this question, some raising multiple themes. Ninety who supported probationary citizens being able to access additional benefits raised the following themes.

- 
- Sixty (35% of those who commented) felt that if probationary citizens are contributing to the tax and National Insurance systems, then they should get some return from the benefits available.
  - Thirty-four (20% of those who commented) felt that access to additional benefits should depend on the individual's circumstances and only certain benefits should be available.
  - Eighteen (11% of those who commented) stated that it is unfair if migrants have contributed 'financially and otherwise' for five years. The 'contribution' mentioned was not limited to financial contributions, but also encompassed individuals' contribution to society.
  - Twenty-two (13% of those who commented) expressed concern that denying access to benefits would create inequality and a 'two tier' citizen structure.
  - Fourteen (8% of those who commented) referred to the impact of not allowing migrants access to additional benefits. They felt that treating migrants differently to British citizens may have a detrimental effect on the whole immigration process and integration, and even act as a disincentive to come to the UK.
  - Thirteen (8% of those who commented) were concerned that not allowing migrants additional benefits may put people at risk, for example if a job is lost or there is a loss in the family, or those with a disability or dependants. Eleven of this group specified that child benefits should be accessible to all.
  - Twelve (7% of those who commented) set conditions on giving probationary citizens access to additional benefits. It was felt that access to benefits should be determined by specific factors, such as the stage in the immigration process, or that a 'qualifying period' should be introduced.
  - Seven (4% of those who commented) highlighted that often migrants are contributing as much or more than the average British citizen.
- Thirty-one who did not agree that further benefits should be available to probationary citizens raised the following points, some raising multiple themes.
- Twenty-five (15% of those who commented) believed that continuing to limit access to benefits in this way would encourage progression to the next stage (21 referred to citizenship and 4 to permanent residence).
  - Eight (5% of those who commented) believed that the onus is on individuals to ensure they are economically stable when entering the UK.
  - Four (2% of those who commented) believed that allowing access to additional benefits would create an attractive proposition to migrants, leading to 'abuse' of the benefits system.
  - Three (2% of those who commented) simply said that additional benefits should not be available to migrants.
-

**Figure 24.** Question 5.1: Should probationary citizens who have entered the UK through the economic or family routes have access to benefits in addition to those based solely on contributions made through the National Insurance scheme?



Response base: 516

**Question 5.2A**

**At which stage in the journey to citizenship do you think Further Education for the same fees as British nationals (rather than the higher ‘overseas’ rate) should be available?<sup>6</sup>**

Of the 473 respondents to this question, half (50%, 236) thought that ‘home fees’ for Further Education<sup>7</sup> should be available at the temporary residence stage. A total of 129 (27%) thought ‘home fees’ should be available at the probationary citizenship stage, and 73 (15%) thought they should not be available until the permanent residence/British citizenship stage. The remaining 35 (7%) were unsure. These results are shown in Figure 25.

<sup>6</sup> The full consultation document referred specifically to the provision of ESOL (English for Speakers of Other Languages) further education at the home rate of fees.

<sup>7</sup> Further education takes place after the age of 16, but before degree level.

### Question 5.2B

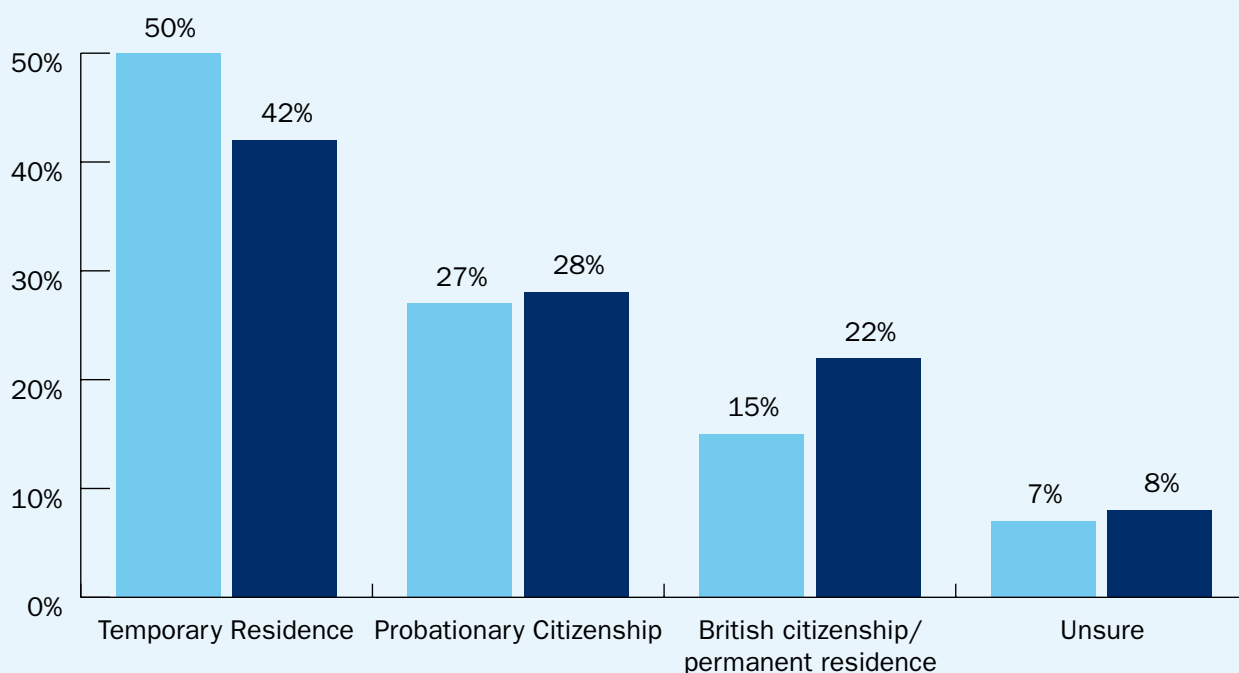
#### At which stage in the journey to citizenship do you think Higher Education for the same fees as British nationals (rather than the higher 'overseas' rate) should be available?

Of the 477 respondents who answered this question, 201 (42%) thought that Higher Education<sup>8</sup> at the home rate should be made available at the temporary residence stage. A total of 134 (28%) thought it should be available at the probationary citizenship stage whilst 104 (22%) thought Higher Education should not be available until the British citizenship or

permanent residence stage. A small number (8%, 38) were unsure. These results are shown in Figure 25.

Further comments were not specifically requested on these questions but some respondents used the next available free text box to make comments on the provision of further and higher education at the home rate. These comments were distinct from others made on the relevant question and were separated out at the analysis stage. Thirty-four further comments were identified and analysed as a response to this question, one response included more than one theme.

**Figure 25.** Questions 5.2A and 5.2B: At which stage in the journey to citizenship do you think Further Education and Higher Education for the same fees as British nationals (rather than the higher 'overseas' rate) should be available?



- 5.2A.** At which stage should Further Education be available for the same fees as for British nationals?  
Response base: 473
- 5.2B.** At which stage should Higher Education be available for the same fees as for British nationals?  
Response base: 477

<sup>8</sup> Higher education generally takes place after the age of 18. It is of a higher academic standard than A-level or National Vocational Qualification Level 3.

- Twenty-seven highlighted the benefits of education to the economy, the individual and society as a whole. Five of these said they felt access to language courses would speed up integration.
- Five were unclear on the differences between further and higher education.
- Two stated that it would be unfair to deny this right as the migrants already paid the necessary taxes.
- One stated that it is up to the person entering Britain to learn the language and that it is not the responsibility of the British government to provide reduced rate English tuition.

### Question 5.3.

#### **Should non-EEA migrants entering through the family and economic routes pay an additional charge on top of existing application fees in order to create a fund which would be used to alleviate short-term pressures on local public services caused by migration?**

32% of British citizens responding to the Green Paper said that non-EEA migrants should be required to pay an additional charge on top of existing application fees, 59% said they should not be required to pay an additional charge and 9% were not sure. Once responses from migrants and organisations were added in, a little over three-quarters (76%, 392) of the 513 respondents who answered this question said that non-EEA migrants should not be required to pay an additional charge on top of existing application fees. However, 70 (14%) thought that additional charges should be implemented and 51 (10%) were unsure. Responses from British citizens and Non-British citizens are shown separately in Figures 26 and 27.

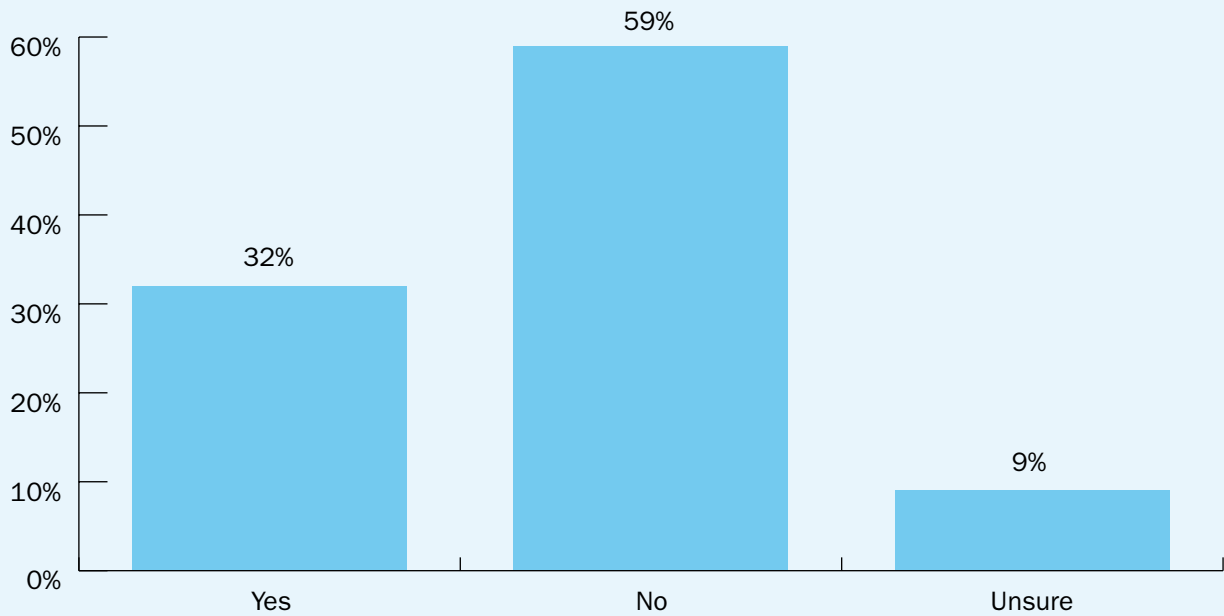
Further comments on this question were provided by 162 respondents. Some raised multiple themes. Of these, 156 who disagreed with the imposition of an additional charge raised the following themes.

- Ninety-seven (60% of those who commented) said that charging additional fees would be an act of discrimination or would be unfair or immoral. Thirty-two of these respondents considered that EEA rather than non-EEA migration places higher pressures on public services.

- Ninety-three (57% of those who commented) felt that current tax contributions by economic migrants were sufficient not to warrant additional charges being incurred.
- Nine (5% of those who commented) referred to the difficulty that migrants may have with finding funds to pay for additional charges, and seven of these respondents felt that such additional charges were likely to alienate individuals and damage community relations.

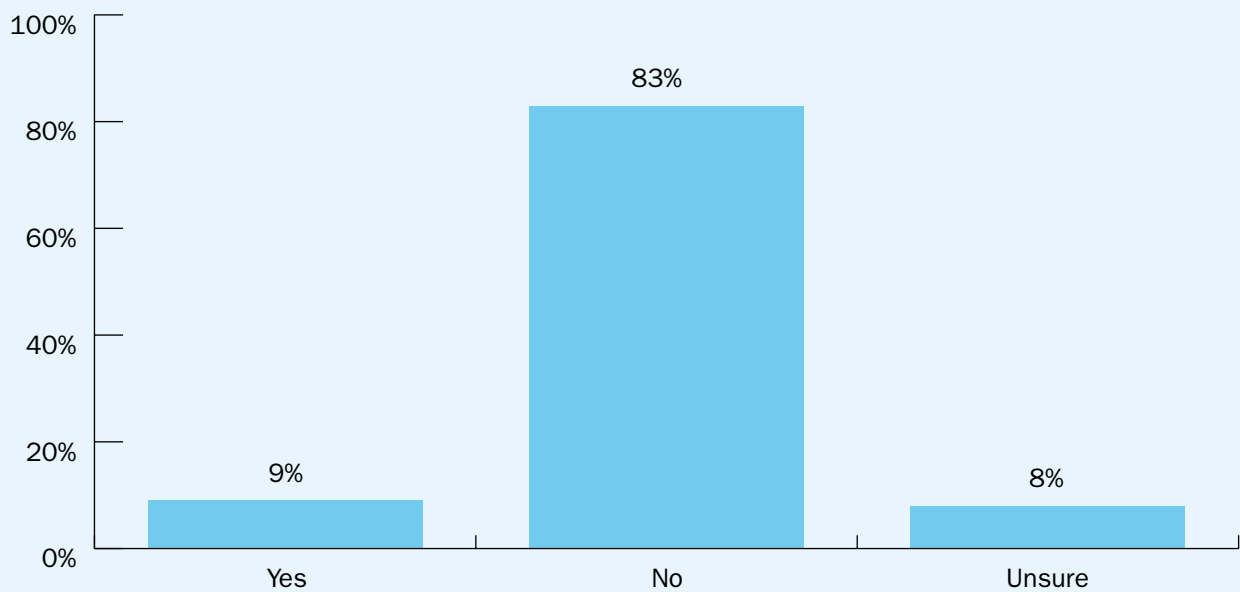
Only six respondents (4% of those who commented) who supported an additional charge made further comments, to the effect that implementing additional charges would be acceptable in the case of migrants who met certain criteria. The criteria on which this should be based were specified by one respondent and included: old age, having children or existing physical or mental issues or disabilities.

**Figure 26.** Question 5.3: Should non-EEA migrants entering through the family and economic routes pay an additional charge on top of existing application fees in order to create a fund which would be used to alleviate short-term pressures on local public services caused by migration? Response of British citizens.



Response base: 107

**Figure 27.** Question 5.3: Should non-EEA migrants entering through the family and economic routes pay an additional charge on top of existing application fees in order to create a fund which would be used to alleviate short-term pressures on local public services caused by migration? Response of non-British citizens.



Response base: 325

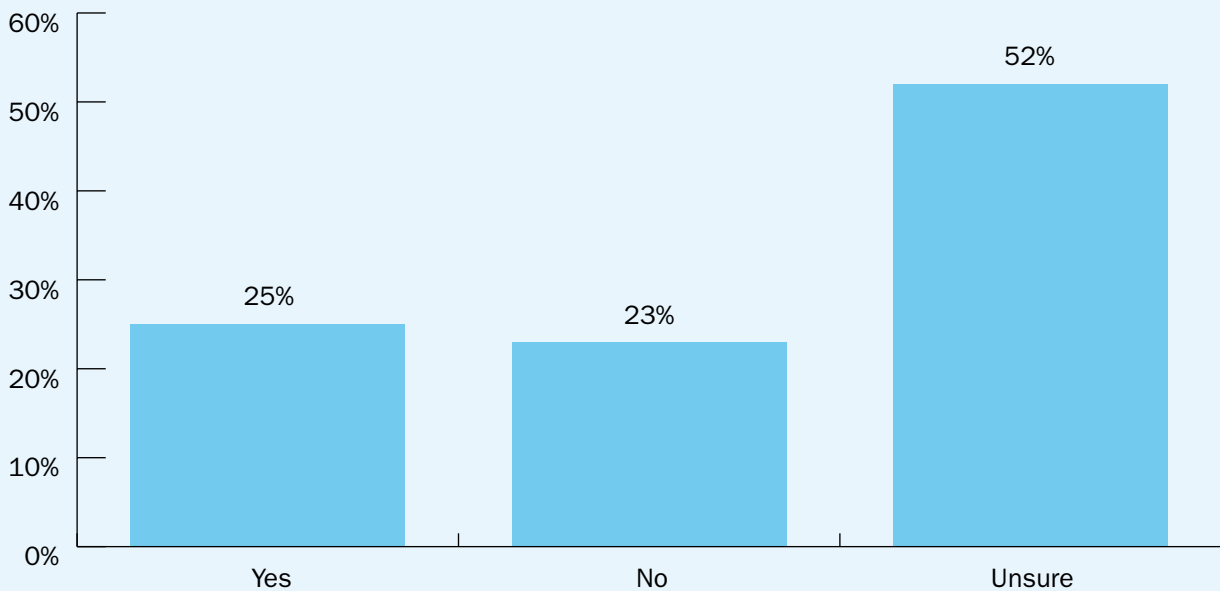
**SIMPLIFICATION**

**Question 7.1A**

**Overall are the simplification proposals set out in Chapter 7 of the green paper in keeping with the simplification proposals outlined in paragraph 223?**

A little over half of the 482 respondents to this question (52%, 252) were unsure whether the simplification proposals were in keeping with paragraph 223. A quarter (121) thought they were in keeping, while a similar proportion (23%, 109) thought they were not. These results are shown in Figure 28.

**Figure 28.** Question 7.1A: Overall are the simplification proposals set out in Chapter 7 of the green paper in keeping with the simplification proposals outline in paragraph 223?



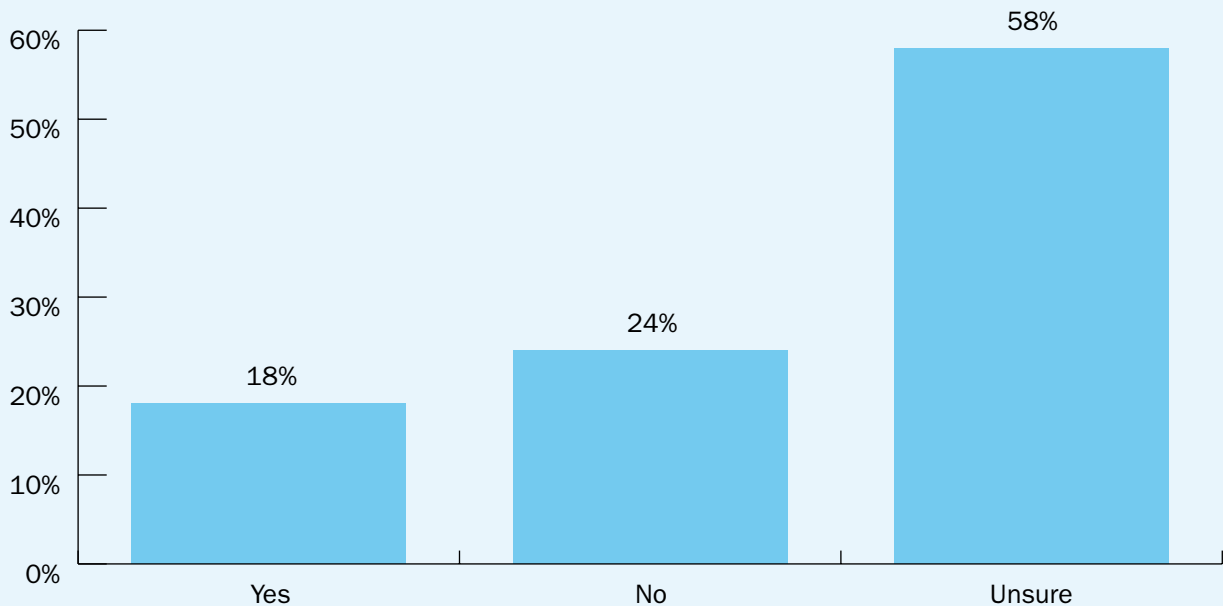
**Response base: 482**

**Question 7.1B**

**Are there any simplification proposals that you feel are not in keeping with the simplification principles in paragraph 223?**

Of the 462 respondents who answered this question, 58% (270) were unsure if there were any simplification proposals not in keeping with the simplification principles. Almost a quarter (24%, 109) said there were no simplification procedures not in keeping, but (18%, 83) said there were simplification proposals not in keeping with the simplification principles. These results are shown in Figure 29.

**Figure 29.** Question 7.1B: Are there any simplification procedures that you feel are not in keeping with the simplification principles in paragraph 223?



**Response base: 462**

Respondents were asked which proposals they felt were not in keeping with the principles. Some used this opportunity to express general opinions. Seventy-five respondents provided comments on this question. Forty-one of these (55% of those who commented) commented on their view that the proposals were not in keeping with the simplification principles, some raising multiple themes.

- Seventeen thought that the simplification proposals would make the current immigration system more complex. This applied particularly to the additional stages to citizenship and associated requirements.
- Thirteen were specifically concerned about the nature of the probationary stage; they felt that the additional stage adds complexity rather than simplifying the system.
- Twelve stated they preferred the current system and expressed concern about the implications of the proposed changes for current migrants.

- Seven felt the new proposals are not transparent enough.
- Three felt the success of the proposals will depend on their administration, operation and monitoring.
- Five suggested that the simplification proposals are aimed at creating a barrier to keep migrants out of the country.

Eleven respondents (15% of those who commented) commented on their agreement that the simplification proposals set out in Chapter 7 of the green paper are in keeping with the simplification principles. These comments were largely qualification of the respondent's agreement.

- Four were concerned that there could be further simplification and two of these respondents thought that probationary citizenship was a complication.
- Three did not want any new system to apply to existing migrants.

- Two gave general support to the new system but one was concerned at the potential removal of the ancestry route.
- Two felt the success of the system will depend on its operation.
- One sought greater transparency feeling there were inconsistencies in the system.
- Six were concerned that the process was not simplified, raising issues such as probationary and active citizenship and the effect on existing migrants.
- Three felt the issue of simplification would become clearer when the new system was in operation.
- One did not want the proposals to affect existing migrants and another had concerns about the probationary stage.

Twenty-two respondents (29% of those who commented) who were unsure whether the proposals were in keeping with the simplification principles provided further comments.

- Eleven felt the proposals were not sufficiently transparent and sought more detail and explanation of specific aspects. One respondent thought the proposals too vague and lacked clarity.

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### **Question 7.2**

#### **Do you have any further thoughts or comments on the simplification proposals set out?**

Further comments were provided by 118 respondents.

- Forty felt that the system would not be simplified by the proposals. In addition they felt some aspects were poorly defined.
- Twenty-six referred to the need to judge each migrant applying for permanent residence or citizenship individually, considering personal circumstances and needs.
- Twenty-five expressed concern over the negative impact the simplification proposals may have on the 'hard-working', 'professional', 'skilled migrants' working in the UK.
- Fifteen felt the aim of the simplification proposals was to keep migrants out by creating a barrier and making systems less accessible.
- Twelve raised the concern that the simplification proposals did not address the issue of an increasingly unsustainable population, and the subsequent pressure on local services and funds.

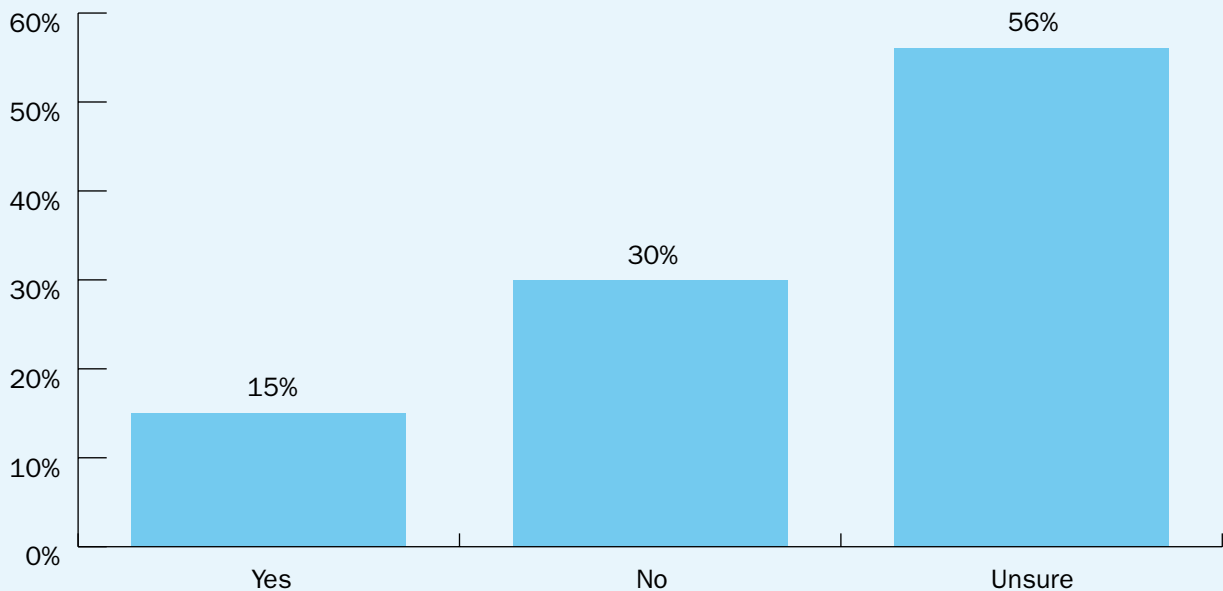
## IMPACTS OF GREEN PAPER PROPOSALS

### Question C1

**Do you think that the scope of the identified costs and benefits in Annex C is correct?**

Of the 473 respondents who answered this question, 263 (56%) were unsure if the scope of the identified costs and benefits in Annex C was correct. Sixty-nine (15%) thought it was correct, but 141 (30%) thought it was not correct. These results are shown in Figure 30.

**Figure 30.** Question C1: Do you think that the scope of the identified costs and benefits in Annex C is correct?



**Response base: 473**

Further comments on this question were provided by 27 respondents. Some mentioned more than one theme.

- Thirteen suggested that the citizenship application fees were excessive.
- Ten felt the cost to Britain and British citizens had been underestimated. The impact on migrants and their families of having to wait for full citizenship was mentioned as well as costs to the Government through services, administration and monitoring.
- Three felt that, generally, the scope is much larger than is outlined in the consultation paper.
- Three doubted that there would be a benefit to the voluntary sector as a result of 'active citizenship' and expressed concern over the attitude of those undertaking it.

## **APPENDIX A:**

# **IPSOS MORI INTERVIEW RESULTS**

### **UK Border Agency British Citizenship Survey June 2008**

#### **Topline 27/06/2008**

- Results are based on 2,072 face-to-face interviews with people aged 15+ in GB
- Fieldwork dates 20th-26th June 2008
- Where results do not sum to 100, this may be due to multiple responses, computer rounding, the exclusion of don't knows/not stated or weighting
- Results are based on all respondents
- Results are presented as percentages
- An asterisk (\*) represents a value of less than one half of one per cent, but not zero
- Please note that data have been weighted to the known profile of the population
- A difference of +/- 3 percentage points between different waves is statistically significant. However, this is based on a pure random sample. This survey uses a quota sampling approach so this should be used as a guide

**Q1. SHOWCARD I am now going to read a list of statements and would like you to tell me to what extent, if at all, you agree or disagree with each statement.**

IF RESPONDENT SAYS AGREE/DISAGREE: **Is that strongly or tend to agree / disagree?**

READ OUT STATEMENTS. SINGLE CODE ONLY FOR EACH STATEMENT.  
ROTATE ORDER OF STATEMENTS.

	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	Don't know	Total Agree	Total Disagree	Net Agree
Immigrants in Britain should be made to learn English	50	32	8	7	2	1	83	9	74
Newcomers should earn the right to stay in Britain	37	33	15	9	4	2	70	12	57
Migrants should not have full access to benefits until they become citizens	43	24	12	12	7	2	67	19	48
To be allowed to settle in the UK, people should have to pass a test about the British way of life	35	28	13	14	7	2	63	22	41

**Q2. Some immigrants living in the UK choose to settle here permanently and apply to become British citizens. Some people think that immigrants should have to meet certain requirements before they are granted British citizenship, whereas others do not.**

**SHOWCARD Which of the following requirements, if any, do you think immigrants living in the UK should have to meet before they can become British citizens?**

MULTICODE OK APART FROM CODE 'NONE' OR 'DON'T KNOW'. CODE UP TO FOUR.

Obey the UK's laws	69
Have a good standard of English	61
Have the means to live here without claiming benefits	46
Have worked and paid taxes in the UK for several years	46
Have lived in the UK for several years	32
Pass a test to show they have a good level of knowledge about life in the UK	27
Be involved in local community activities or volunteering	10
Pay additional fees or taxes to help local communities deal with the pressures of migration	10
There should be no requirements apart from the fact that they want to be British citizens	2
Other	*
None of these	1
Don't know	1

\* denotes a value of between zero and one half of one per cent.

**Q3. SHOWCARD Still thinking about immigrants who choose to permanently settle in the UK and apply to become British citizens, which of these statements do you think best applies to immigrants who commit minor offences whilst they are here? By minor offences, we mean crimes that do not result in a jail sentence, like minor fraud.**

INTERVIEWER READ THE STATEMENTS FOR CLARITY.  
SINGLE CODE ONLY.

They should not be allowed to apply for citizenship	27
They should have their citizenship applications slowed down	40
A minor offence should not influence their citizenship application	28
Don't know	5

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**Q4. SHOWCARD To what extent do you agree or disagree with the following statement: “Newcomers who help out in their local community should be able to qualify more quickly for British citizenship than those who do not”**

SINGLE CODE ONLY.

Strongly agree	10
Tend to agree	38
Neither agree nor disagree	26
Tend to disagree	15
Strongly disagree	9
Don't know	2
<b>Total Agree</b>	<b>48</b>
<b>Total Disagree</b>	<b>24</b>
<b>Net Agree</b>	<b>24</b>

## APPENDIX B

### METHODOLOGY

The consultation document and questionnaire were made available on both the UK Border Agency and Home Office websites. The majority of responses were received in questionnaire format (534) and the remainder (64) were received as free-form text. Responses were received either as emails (526) or hard copy written responses (72). Responses that comprised solely abuse and/or no discernable comment or relevant response to the consultation were excluded from the analysis. Some identified stakeholders were contacted to alert them to the consultation and encourage response. Reminders were sent to increase response rates.

The results are based on 598 responses to the consultation. Where possible, we integrated additional information from free-form responses with the relevant questionnaire responses. Responses are represented as either 'agreed', 'disagreed' or 'unsure' within this report. We grouped open-ended responses into key themes and, where appropriate, determined a quantitative response according to whether the response appeared to be agreeing or disagreeing with the proposal. Many respondents qualified their 'yes' and 'no' responses with additional comments; however, free-form responses did not always provide clear closed answers. Where there was ambiguity, we coded the response as 'unsure'.

Quality assurance played an important part in each stage of the analysis. We carried out independent checks to ensure that free-form responses were correctly inserted under relevant question headings. In identifying key themes, independently produced lists of responses were compiled and these were discussed and consolidated into the main themes for each question.

The number of responses (the response base) was not the same for each consultation question. Questions on active and probationary citizenship (over 530 responses) and abolition of the UK ancestry route (529 responses) had the highest number of responses whilst questions on the simplification proposals had fewer responses (462).

In answering a particular question, respondents may have made comments pertinent to more than one theme and their comments may therefore be included more than once in relation to any particular issue.

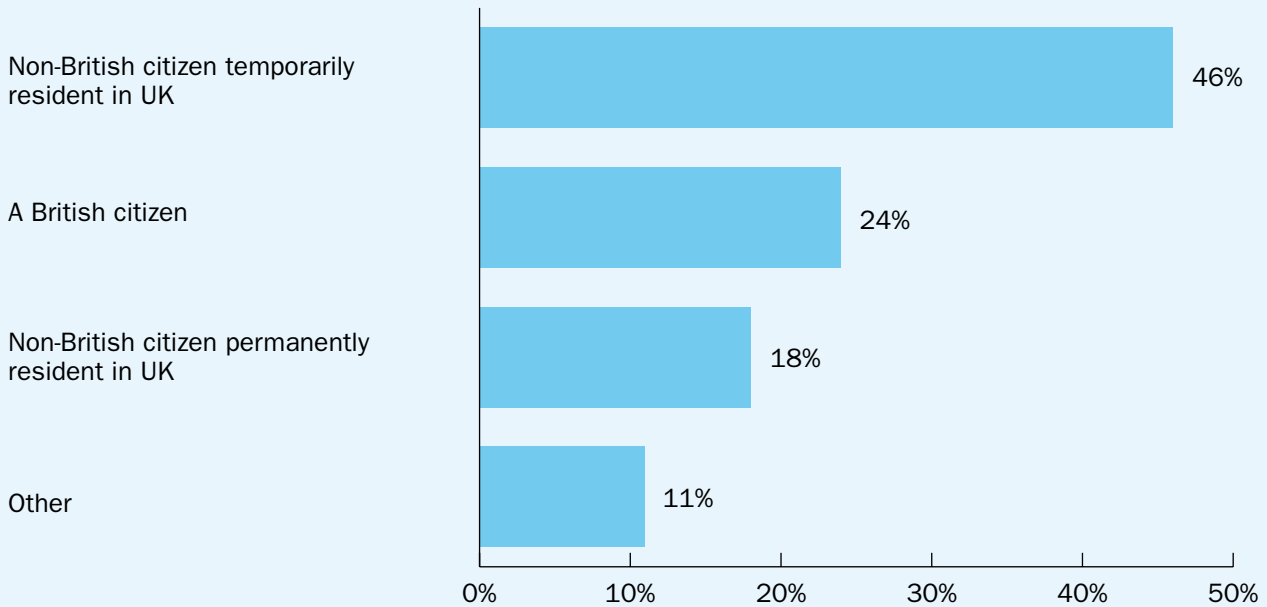
The findings are based on the responses of a self-selected group who are not a random sample. Therefore the findings cannot necessarily be considered representative of the general population. As would be expected for a public consultation of this sort, it serves to show the range of perspectives that exist, to inform consideration of policy.

### RESPONDENT CHARACTERISTICS

#### Citizenship Status of Respondents

Figure 1 shows the citizenship status of the 468 individual respondents who provided details of their citizenship. A large proportion were non-British residents (64%, 301) including 216 non-British citizens temporarily resident in the UK (46%) and 85 (18%) non-British citizens permanently resident in the UK. Under a quarter were British citizens (24%, 114) and the remaining 53 respondents (11%) had 'other' citizenships. This category represents those living outside the UK and included 24 Australians, 12 New Zealanders, 6 respondents from other Commonwealth countries, and 11 from non-Commonwealth countries.

**Figure 31.** Citizenship of respondents



**Response base: 468**

## GROUPS REPRESENTED

One hundred responses (17%) came from organisations<sup>6</sup>, and the remaining 498 respondents (83%) said they were a member of the public or were classified in this group according to their response to the consultation. Organisations responding comprised 37 voluntary or community organisations or charities, 18 local government organisations, 9 immigration advisors or law practitioners, 5 educational institutions, 4 employers and trade associations, 2 members of parliament, 2 central government organisations and an employment agency. The remaining 22 organisations categorised themselves as ‘other’.

Sixty-seven organisations provided details of their industrial sector. The largest proportion (23 organisations) categorised themselves as providing ‘other services’. Eleven provided education and cultural services and eleven were Government organisations. Nine were involved in social care and seven in law-related services. The remaining six were from administration, business and management services, computer services, construction and land services and retail services.

<sup>6</sup> See Appendix B for a full list of responding organisations.

## APPENDIX C: RESPONDING ORGANISATIONS

Al-Furqan Mosque (on behalf of Scottish Mosques)  
 Abaseen Enterprises  
 Ardwick Surestart Children's Centre  
 Association of Chief Police Officers  
 British Red Cross  
 British Sikh Consultative Forum  
 British Trust for Conservation Volunteers  
 Child Poverty Action Group  
 Chinese Liberal Democrats  
 Church Communities UK  
 Church of England  
 Citizens & Migrants Rights  
 Computrad Europe Ltd  
 Convention of Scottish Local Authorities Strategic  
     Migration Partnership  
 Community Service Volunteers  
 Denbighshire County Council  
 Discrimination Law Association  
 Dudley Metropolitan Borough Council  
 East Midlands Strategic Migration Partnership  
 Embassy of Japan  
 Equality and Diversity Forum  
 EU UK Lawyers Ltd  
 Farley and Associates  
 Fawcett Society  
 Ferguson Snell  
 Gangmasters Licensing Authority  
 Homelessness Advice Section (Rochdale  
     Metropolitan Borough Council)  
 Immigration Law Practitioners Association  
 Institute of Community Cohesion  
 Iraqi Association  
 Islington Refugee Integration Service  
 Joint council for Welfare of Immigrants  
 Kanlunan, alliance of Filipino organizations  
 Kingsley Napley  
 Lancashire County Council  
 Learning and Skills network  
 Learning Disability Alliance Scotland  
 Leeds City Council  
 Liberty  
 Local Government Association  
 London Civic Forum  
 Lowestoft College  
 Fiona Mactaggart MP (Slough)

Anne McGuire MP (Stirling)  
 Magistrates Association  
 Manchester City Council  
 Merseyside Fire and Rescue service  
 Metropolitan Support Trust  
 Migrant Workers North West  
 Migration and Law Network  
 Muslim Council of Scotland  
 Myoe UK Ltd  
 National Aids Trust  
 National Association for Teaching English  
 and other Community Languages to Adults  
 National Governors Association  
 National Institute of Adult Continuing Education  
 Network of National Volunteer Involving Agencies  
 New Camden Residents' Association  
 Newport & District Refugee Support  
 No Recourse to Public Funds Network  
 Northern Ireland Human Rights Commission  
 Nottinghamshire Police  
 Oxfam UK Poverty programme  
 Pizza Hut  
 Praxis community projects  
 Refuge  
 Refugee & Migrant Forum Manchester  
 Refugee Action  
 Refugee Council  
 Refugee Integration programme (Yorkshire and  
     Humberside)  
 Refugee Voice Wales  
 Rotherham Diversity Forum  
 Runnymede Trust  
 Sarah Buttler Associates  
 Scottish Refugee Council  
 Shelter  
 Southall and West London College  
 Southend-on-Sea Borough Council  
 Stonewall  
 Suffolk Forum for Refugees and Asylum Seekers  
 The Immigration Advisory Service  
 The Law Society  
 The Scottish Interfaith Council  
 Timebank  
 UK-Y advocacy group  
 UK Council for International Student Affairs

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UK Homecare Association  
UN High Commissioner for Refugees  
UNISON  
Union of Shop, Distributive and Allied Workers  
Visa London  
Voice of Britain's Skilled Immigrants  
Volunteer Development Scotland  
Volunteering England  
Wales Strategic Migration Partnership  
Welsh Association of Chief Police Officers  
Welsh Language Board  
Welsh Local Government Association  
Welsh Refugee Council  
Yorkshire & Humber Regional Migration Partnership

