EXPLANATORY MEMORANDUM TO

THE IMMIGRATION AND NATIONALITY (FEES) (No.2) REGULATIONS 2010

2010 No. 2807

1. This explanatory memorandum has been prepared by the UK Border Agency of the Home Office and is laid before Parliament by Command of Her Majesty.

This memorandum contains information for the Joint Committee on Statutory Instruments.

2. Purpose of the instrument

- 2.1 These regulations set the fees for some of the applications, processes and services for which the Secretary of State has stated in the Immigration and Nationality (Fees) Order 2007 (S.I. 2007/807), as amended by the Immigration and Nationality (Fees) (Amendment) Order 2008 (S.I. 2008/166), as amended by the Immigration and Nationality (Fees) (Amendment) Order 2009 (S.I. 2009/420), known as the "Fees Order 2007", that he intends to charge a fee.
- 2.2 These regulations also set out the consequences of failing to pay the specified fees.

3. Matters of special interest to the Joint Committee on Statutory Instruments

- 3.1 The fees specified in these regulations are in respect of those matters specified in the Fees Order 2007, for which:
 - a) the fee will be set at an amount above the administrative cost of making the application, in reliance of section 42(1) (as amended by section 20 of the UK Borders Act 2007 ('the 2007 Act')) of the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004 ('the 2004 Act'); or for which:
 - b) the fee will contain an element of cross subsidisation of other applications which are to be charged below the administrative cost, in reliance of section 42(2A) (as inserted by section 20 of the 2007 Act) of the 2004 Act.
- 3.2 These regulations specify fees above the administrative cost of an application, process or service in line with the Government's charging model. By charging above the administrative costs of the service on the application types referred to in this instrument, the Home Office is able to set fees for other application types at or below cost recovery in support of wider Government objectives, particularly where it is believed that a cost recovery fee would be so high as to damage international competitiveness in this area (e.g. for tourist visas).

3.3 Fees for the matters specified in the Fees Order 2007 which will be charged at or below the administrative cost are set separately, in regulations subject to the negative resolution procedure.

4. Legislative Context

- 4.1 Section 51(3) of the Immigration, Asylum and Nationality Act 2006 provides that where an Order under that section provides for a fee to be charged, regulations made by the Secretary of State shall specify the amount of the fee.
- 4.2 Section 42(1) of the 2004 Act enables the Secretary of State, when prescribing a fee under section 51 of the 2006 Act, to prescribe an amount which is intended to:
 - a) exceed the administrative costs of determining the application or undertaking the process and;
 - b) reflects the benefits that the Secretary of State thinks are likely to accrue to the person who makes the application, to whom the application relates or by or for whom the process is undertaken, if the application is successful or the process is completed.
- 4.3 Section 42(2A) of the 2004 Act enables the Secretary of State to cross subsidise between applications made for entry clearance, leave to remain, transit visas, certificates of entitlement to the right of abode in the UK, letters which confer status of the migrant in the UK, or other claims, services, applications processes set out in an order made under section 51 of the 2006 Act.
- 4.4 Section 51(3) of the 2006 Act enables the Secretary of State to, amongst other things, provide for exceptions and make provision about the consequences of failure to pay a fee. Section 52(3) also enables the Secretary of State, to make different provision for different cases or circumstances.
- 4.5 A draft of these Regulations must by virtue of section 42(7) of the 2004 Act be laid before and approved by resolution of each house of Parliament.
- 4.6 The Secretary of State has, in prescribing fees for the applications covered by these regulations, in reliance on section 41(1) of the 2004 Act, prescribed an amount intended to exceed the normal administrative costs of determining an application and reflect the benefits that he thinks are likely to accrue to the applicant or the person to whom the application relates, if the application is successful.
- 4.7 In prescribing the fees for leave to remain, entry clearance, sponsorship licences and certificates of sponsorship, the Secretary of State has, in reliance on section 42(2A) of the 2004 Act (which was inserted as of 31 January 2008 by section 20 of the 2007 Act), prescribed an amount that is intended to cross subsidise the fees that are set at levels below the administrative cost of such applications:
 - a) in the case of leave to remain applications, other applications for leave to remain;
 - b) in the case of entry clearance applications, other applications for entry clearance;

- c) in the case of sponsorship licences, other applications for sponsorship licences;
- d) in the case of Tier 2 certificates of sponsorship, other applications for certificates of sponsorship or confirmation of acceptance for studies and sponsorship licences.

5. Territorial Extent and Application

5.1 This instrument applies to all of the United Kingdom.

6. European Convention on Human Rights

The Minister of State for Immigration has made the following statement regarding Human Rights:

"In my view the provisions of the Immigration and Nationality (Fees) (No.2) Regulations 2010 are compatible with the European Convention on Human Rights."

7. Policy background

What is being done and why

- 7.1 The fees contained in these regulations are set above the administrative cost of providing the application, process or service in line with the Government's flexible charging model. By charging above the administrative cost of delivery on the application types referred to in this instrument, the UK Border Agency is able to generate sufficient revenue to secure the border and control migration for the benefit of the UK. This enables us to fund the necessary improvements to the immigration service, and also to set fees for certain application types below cost recovery in support of wider Government objectives. (e.g. for tourist visa applications where it is believed that a cost recovery fee would be so high as to damage international competitiveness in this area).
- 7.2 In summary our proposals are to better align the fee paid by main visa applicants overseas, with those paid when leave entitlements are extended in the UK on economic routes. This is consistent with our strategy to reduce volumes through economic routes; and, to better align the fee paid for dependent applications incountry (to one fifth to one third of main application fee) with those paid for dependent applications overseas (where dependents generally pay the same fee as the main applicant). We believe it is right that the cost of processing multiple applications and the benefits accrued by dependants are paid for by those who are benefited by them.
- 7.3 Our overall aim is to ensure our fees make an appropriate contribution to the end-to-end costs of the immigration system in terms of the price paid for consideration of the application with respect to the interests of the general UK taxpayer, who will continue to support the immigration system that brings benefits

and enrichment to this country. Our method of fee setting will continue to help to protect some routes from significant fee increases and will contribute to the additional revenue needed to fund enforcement and other necessary improvements to the immigration system.

- 7.4 Fees are set over cost to reflect the benefits that the Secretary of State thinks are likely to accrue to the person who makes the application, if the application is successful or the process is completed. Those benefits are the various entitlements which each route would bring if their application were successful. For Tier 1 for example, there is the entitlement to access the UK labour market without the need for a sponsor, a route to apply for settlement, the ability to bring in dependants who can also work without restriction, etc. Tier 5 does not bring the same entitlements to applicants (no route to settlement, sponsor required etc.) and is priced accordingly. We propose focused increases on those areas where there are major benefits to the applicant.
- 7.5 We believe these proposals are in the best interests of the UK. Securing the border brings with it an irreducible core of cost, especially as we seek to maintain the level of customer service in our visa functions: something which other Government Departments and customers tell us is key to the lifeblood of the UK economy. Nevertheless, the Chancellor's Emergency Budget set out publicly the state of the nation's finances and demonstrated the very difficult choices that must be made as a result.
- 7.6 We have also published indicative unit costs for each application for 2010/11. The unit cost is the estimated average cost to UK Border Agency of processing each application. We have provided these costs to Parliament to ensure transparency. Although our unit costs are not fixed over the course of the financial year, publishing unit costs in this way will enable applicants to see which fees we set over cost and by how much. Full details, are available at http://www.ukba.homeoffice.gov.uk/
- 7.7 The tables below set out the current fee levels and the new proposed fees, for products that are set above cost, by these regulations:

Visa Fees

	Non PB	S Visas		
		Current		Dependant
Products	Unit Cost	Fees	New Fee	Fee
Visit visa - long 2 year	£140	£230	£245	£245
Visit visa - long 5 year	£141	£420	£450	£450
Visit visa - long 10 year	£155	£610	£650	£650
Settlement	£249	£644	£750	£750
Other Visa	£115	£230	£245	£245
	PBS	Visas		
Tier 1 (Gen, Investor, Ent)	£332	£690	£750	£750
Tier 1 (Gen & Ent) CESC	£332	£629	£700	£750
Tier 2	£197	£270	£350	£350
Tier 2 CESC	£196	£250	£300	£350

In UK – Leave to Remain and Nationality Fees

Nationality Applications - Migrants In UK					
	Unit	Current	Current	New	New
Products	Cost	Fee	Dep Fee	Fee	Dep Fee
Naturalisation 6 (1) Single	£208	£655	N/A	£700	N/A
Naturalisation 6 (1) Joint	£231	£770	N/A	£850	N/A
Naturalisation 6 (2)	£208	£655	N/A	£700	N/A
Nationality Registration Adult	£208	£470	N/A	£500	N/A
Nationality Registration Single					
Minor	£208	£470	N/A	£500	N/A
Nationality Registration Multiple					
Minors	£255	£567	£97	£600	£150
Non- PBS	Routes - I	Migrants in t	he UK		
	Unit	Current	Current	New	New
Products	Cost	Fee	Dep Fee	Fee	Dep Fee
ILR Postal	£341	£840	£129	£900	£250
ILR PEO	£256	£1,095	£154	£1,250	£350
ILR Postal CESC	£341	£767	£121	£850	£250
ILR PEO CESC	£256	£992	£144	£1,100	£300
ILR Dependant Relative PEO	£256	£1,930	N/A	£2,050	N/A
LTR Non Student Postal Main	£419	£475	£92	£500	£150
LTR Non Student PEO Main	£348	£730	£118	£800	£200
FLR (IED) (Postal)	£210	£400	£85	£500	£150
FLR (IED) (PEO)	£210	£650	£110	£800	£200
FLR (IED) (BUS)	£210	£800	£125	£850	£250
Transfer of Conditions PEO	£341	£578	£57	£600	£150
Employment LTR outside PBS					
Postal	£419	£475	£92	£500	£150
Employment LTR outside PBS PEO	£348	£730	£118	£800	£200

In – UK PBS fees

PBS	PBS Routes - Migrants In UK						
Products	Unit Cost	Current Fee	Current Dep Fee	New Fee	New Dep Fee		
Tier 1 General, Investor & Ent - Postal	£317	£840	£129	£850	£250		
Tier 1 General, Investor & Ent PEO	£288	£1,095	£154	£1,150	£300		
Tier 1 General/Ent - Postal CESC	£317	£767	£121	£770	£250		
Tier 1 General/Ent PEO CESC	£288	£992	£144	£1,000	£300		
Tier 1 (Post Study) - Postal	£317	£550	£100	£550	£150		
Tier 1 (Post Study) - PEO	£325	£800	£125	£850	£250		
Tier 1 Transition Postal	£259	£408	£85	£500	£150		
Tier 1 Transition PEO	£275	£663	£111	£700	£200		
Tier 2 - Postal	£344	£475	£92	£500	£150		
Tier 2 - PEO	£330	£730	£118	£800	£200		
Tier 2 - Postal CESC	£344	£434	£88	£450	£150		
Tier 2 - PEO CESC	£330	£669	£111	£700	£200		
Tier 4 - PEO	£374	£628	£107	£650	£150		
Tier 5 - PEO	£369	£578	£57	£600	£150		
Tier 5 - PEO CESC	£380	£521	£52	£550	£150		

Long term visit / Other Visas

- 7.8 Long term visit visas are issued to frequent travellers, and entitle the applicant to visit the UK as often as they like over the two, five or 10 year period granted, staying for a maximum of six months on any single visit. Applicants benefit from the convenience of not having to make multiple visa applications, each requiring their biometrics to be taken.
- 7.9 We believe this route continues to offer excellent value to the customer. We believe that fees of £245 / £450 / £650 better reflect that value.
- 7.10 The 'Other' visa category includes dependants of applicants who entered under old employment visas, business visitors, parents of an EEA national child. The 'Other' visa fee still compares well to other visa routes. We propose an increase from £230 to £245 to better reflect the value of this route to successful applicants.

Settlement Visa

7.11 We propose an increase to family settlement visa fee from £644 to £750. Where settlement visa applicants are not immediately granted indefinite leave, we still believe it is right to set the fee at this level. This better reflects the accelerated route to settlement under this category of visa, whereby the majority of applicants need not apply for further temporary leave to remain in the UK, before settlement. This fee

will also better align with fees we charge on economic routes, where applicants pay separately for a visa and any further leave to remain in the UK.

Tier 1 and Tier 2 Applications

- 7.12 Tier 1 applications are from migrants who are highly skilled and therefore do not require a sponsor. They have unlimited access to the labour market. Tier 2 migrants are sponsored skilled workers who come to the UK to work for a named sponsor.
- 7.13 We propose increasing the fee for a Tier 1 visa from £690 to £750 and an in-UK application from £840 to £850. We also propose increasing the Tier 2 visa fee from £270 to £350 and the fee for an in UK application from £475 to £500.
- 7.14 These increases, are in line with our broader policy to better align our fees structure overseas and in the UK and to better reflect the benefits of the route where the entitlements, such as the ability to come and work in UK and the eligibility to bring in dependants who will have unlimited access to the labour market.

Nationality Applications

- 7.15 Nationality applications are for migrants who want to claim British Nationality. We propose increasing the fee for Nationality applications in line with our strategic policy to help spread the overall contribution of fee increases across all routes. Fees for these applications are charged at levels above normal cost recovery, reflecting the entitlements and benefits Nationality brings. Applicants under these routes obtain a good set of entitlements, such as the right to vote in General elections and eligibility to apply for a British passport.
- 7.16 Before 1 January 1983, children born to British fathers automatically became British citizens by descent. By contrast, children born to British mothers could not acquire citizenship by descent. This situation was rectified by the British Nationality Act 1981 which provided for **both** British men and women to be able to pass on British citizenship by descent to children born to them after 1 January 1983. However, this change to nationality law did not capture those who had been born to British mothers before 1 January 1983. Section 4C was introduced into the British Nationality Act 1981 in April 2003 to allow persons born before 1983 that had been denied British nationality at birth when born to a British mother, to apply to register as British Citizens.
- 7.17 We propose introducing a fee waiver where a person makes an application for a Nationality registration in reliance upon section 4C of the British Nationality Act 1981 to better align the position of those applicants to that of applicants born to British fathers Registering as British Citizens.

Indefinite & Limited Leave Applications

- 7.18 The Indefinite leave to remain applications are for migrants currently in one of the eligible immigration categories (i.e. Tier 1, Tier 2 etc) and have been living in the UK in a relevant category for five years. Nationality applications are for migrants who want to claim British Nationality.
- 7.19 We propose increasing the fee for ILR and LTR applications in line with our strategic policy to help spread the overall contribution of fee increases across all routes. Fees for these applications are charged at levels above normal cost recovery, reflecting the entitlements and benefits LTR or ILR brings. Applicants under these routes obtain a good set of entitlements, such as limited or indefinite leave to remain in the UK.

Applications made at a Public Enquiry Office of the UK Border Agency

7.20 We propose an increase to the fees for applications made in person at a Public Enquiry Office in the UK. We believe the increases reflect the added benefit customers receive from this optional service, that enables them to get a quicker decision than if they applied by post. The proposal is in line with our strategic approach to help spread the overall burden of fee increases across all routes.

Dependants Applying to Extend their Leave in the UK

- 7.21 At present dependants pay approximately 10% of the main applicants' fee, if they are submitted at the same time as the main application. We propose to increase this ratio to approximately between one fifth to one third of the main applicant fee. This continues our agreed policy to better align UK-based fees structure with that applied at visa posts overseas (where all dependants pay the full fee). This is to reflect the fact that each individual within any given application bears a processing cost to us (as well as sometimes an independent set of entitlements for the individual).
- 7.22 The majority of respondents to our consultation were not in favour of charging an additional, separate fee for each dependant, with only a third in favour. We think it is fair to just increase their contribution between one fifth to one third of the main applicant's fee. This helps to reduce the amount of cross-subsidy and then over time we would look to further align our dependant charging in the UK with the visa model overseas, but we plan keep volumes under close review to manage this transition carefully.

Fees for Sponsorship under the Points Based System

7.23 We recognise the importance of keeping direct costs to sponsors under the Points Based System as low as possible, particularly in the current economic climate. As such we propose to continue to hold the fees for acting as a sponsor and the certificate of sponsorship fee at the same level, whilst also maintaining our existing

concessions for small businesses, charities, education providers and the arts and entertainment sectors. This is in line with our approach to set fee levels flexibly to take account of the UK's international competitiveness. This is a challenging time for the global economy; and particular pressure is being felt by UK industry at this time.

Council of Europe Social Charter Fee Reductions

- 7.24 For certain work routes, we have set new reduced fees for nationals of countries that have ratified the Council of Europe Social Charter 1961 (the CESC), for applications for leave to remain in the UK under work routes.
- 7.25 These reduced fees will apply to nationals of Croatia, the Former Yugoslav Republic of Macedonia, and Turkey.

Migration Impact Fund (MIF)

- 7.26 For certain routes, since April 2009, the fees incorporated a contribution to a fund to manage the transitional impacts of migration; this was in accordance with the previous Government's policy to create a fund to help local service providers deal with transitional pressures of migration.
- 7.27 The fees no longer include a contribution to the MIF as this is being suspended by the Department for Communities and Local Government, with effect from 1 October 2010. Whilst the Government will no longer consider new bids for funding, the UK Border Agency will continue to support current projects already committed to by continuing to raise funds after the 1 October up until these regulations come into force.

Consolidation

- 7.28 There have been no amendments to the Immigration and Nationality (Fees) Regulations 2010.
- 7.29 These Regulations revoke and replace the Immigration and Nationality (Fees) Regulations 2010 (S.I. 2010/778) to improve their legibility for all stakeholders, customers, practitioners and officials.

8. Consultation outcome

8.1 We published a full public consultation on Charging for Immigration and Visa Applications on 1 September 2009 and contacted over 30,000 stakeholders. The consultation ran for 12 weeks till 1 December 2009 and we received a total of 98 responses. This represents the lowest response rate on a charging consultation, despite a high level of engagement and communication on the UK Border Agency's behalf.

- 8.2 In response to our consultation, an overwhelming majority of respondents who replied (over 90%) agreed that UK Border Agency should continue to set fees flexibly by taking into account wider policy objectives, such as attracting specific groups of migrants that are beneficial to the UK.
- 8.3 The formal Government response to the public consultation was published on 14 January 2010 at the UK Border Agency website http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/consultations/charging09/
- 8.4 A targeted consultation exercise on fees and charges to support the Points Based System and for biometric identity documents was held from 24 October to 9 November 2007. We consulted key stakeholders, based around but not limited to the membership of the UK Border Agency's existing stakeholder taskforces which include representative bodies and umbrella organisations. We set out a number of proposals in a letter sent to 493 bodies and individuals which received 132 written responses. We met with 119 individuals at consultation meetings. Further details are available on request. Feedback from this exercise was used to set fees for the new services provided to migrants and sponsors under the Points Based System in 2008.
- 8.5 A public consultation exercise on charging for immigration and nationality applications was undertaken from 30 October to 22 December 2006, supported by the publication of *A consultation on a new charging regime for immigration & nationality fees*. The consultation document was made available on the Home Office website and was also sent to 3,000 people. The formal Government response to the public consultation was published on 7 March 2007, and is published at: http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/consultations/newchargingregime/
- 8.6 The consultation established the principle that from April 2007 onwards, UK Border Agency will operate a flexible pricing approach to setting fees for immigration services. This allows fees to be set in order to maintain competitiveness where needed, but also to ensure that the immigration system overall generates the revenue needed, rather than seeking to fund necessary improvements via general taxation. 87% of respondents to the consultation agreed we should set fees flexibly to take into account wider policy objectives and 79% agreed that new fees should reflect a range of factors, not only those of value to the migrant.
- 8.7 During the course of 2003/04, following full public consultation, the Home Office introduced charges for a range of immigration applications to ensure that those who use and benefit from the UK system met the cost of delivering the administrative service provided.

9. Guidance

9.1 We will publish full details of the new fee levels and their commencement dates in a Written Ministerial Statement. Full details of each fee and guidance to customers on how to apply under each route will be published on the UK Border Agency website.

10. Impact

10.1 A full Impact Assessment is attached at Annex A to this Explanatory Memorandum and will also be published at www.ukba.homeoffice.gov.uk.

11. Regulating small business

11.1 The legislation does not apply to small business.

12. Monitoring & review

12.1 We will closely monitor the impact of fees for the application and services contained in these Regulations. We review fees and charges for Immigration and Nationality applications annually, and application trends are monitored by UK Border Agency on a monthly basis. Analysis of application trends is monitored by the cross-Whitehall fees committee to ensure that fee levels generate sufficient revenue to cover UK Border Agency delivery costs but do not adversely impact on the UK economy. We would seek to amend these fee levels were there evidence of such adverse impact.

13. Contact

13.1 Samantha Layne at the Charging Programme of the UK Border Agency, [Tel: 0208 604 6658 or email: <u>Samantha.Layne2@homeoffice.gsi.gov.uk</u>] can answer any queries regarding the instrument.

Title:

Impact Assessment of Fee Changes for Settlement visas, Long term visit visas, Tier 1 visas and Tier 2 visas & in-UK applications, Nationality, In UK LTR and ILR Applications and In UK Dependant Applications.

Lead department or agency: UK Border Agency

Other departments or agencies: N/A

Impact Assessment (IA)

IA No: HO009

Date: 14/07/2010

Stage: Final

Source of intervention: Domestic

Type of measure: Secondary Legislation

Summary: Intervention and Options

What is the problem under consideration? Why is government intervention necessary?

New Government proposals to limit net migration and the economic circumstances means that it is harder to predict the numbers of migrants that will come to the UK. Continuing to offer these fees at current levels carries an increased risk that the UK Border Agency may not recover its costs, thereby increasing the burden on the UK taxpayer, and reducing the UK Border Agency's ability to secure the border and control migration for the benefit of the UK.

What are the policy objectives and the intended effects?

The Government's charging policy objectives are:

- 1. That those who benefit directly from our immigration system (migrants, employers & others) should contribute to the costs of the system and balance this with the interests of the taxpayer;
- 2. That we align more of our In UK and overseas fees; and
- 3. That we keep our fees fair, sustainable and competitive.

The specific objective for fees covered in this impact assessment is that applicants should pay more than the administrative cost of their application in recognition of the benefits they receive from that application.

What policy options have been considered? Please justify preferred option (further details in Evidence Base) Option 1: Do Nothing, Retain current fee levels for Settlement visas, Long term visit visas, Tier 1 & 2 visas, Nationality and In UK Dependant Applications.

Option 2: Increase the fee for Settlement visas to £750, increase Long term visit visas, Tier 1 visas to £750, Tier 2 visas to £350 & in UK to £500, increase Nationality, LTR and ILR to spread the burden of fee increases across all routes and increase UK Dependant fee by approximately one fifth to one third of main applicant fee.

The preferred option is option 2, as this will generate the revenue to fund the wider immigration system and to cross subsidise lower fees to support wider Government objectives (such as offering tourist visas below administrative cost in recognition of the economic benefits tourism brings to the UK).

When will the policy be reviewed to establish its impact and the extent to which the policy objectives have been achieved?	It will be reviewed 04/2011
Are there arrangements in place that will allow a systematic collection of monitoring information for future policy review?	Yes

Ministerial Sign-off_For final proposal stage Impact Assessments:

I have read the Impact Assessment and I am satisfied that (a) it represents a fair and reasonable view of the expected costs, benefits and impact of the policy, and (b) the benefits justify the costs.

Signed by the responsible Minister:	Dumus	Green	Date: 14	171	2010
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Summary: Analysis and Evidence

Description: Increase the fee for Settlement visas to £750, increase Long term visit visas, Tier 1 visas to £750, Tier 2 visas to £350 & in UK to £500, increase Nationality, LTR and ILR to spread the burden of fee increases across all routes and increase UK Dependant fee by approximately one fifth to one third of main applicant fee.

Price Base	PV Base	Time Period	No	et Benefit (Present V	/alue (PV)) (£m)
Year 2010	Year 2010	Years 5	Low: - £27.4m	High: £85.8m	Best Estimate: £9.8m

COSTS (£m)	Total Tra (Constant Price)	nsition Years	Average Annual (excl. Transition) (Constant Price)	Total Cost (Present Value)
Low	£0m		£0m	£0m
High	£0m	1	£28.5m	£113.1m
Best Estimate	£0m		£19.0m	£75.9m

Description and scale of key monetised costs by 'main affected groups'

The economy is estimated to lose £74.7m (PV) from a reduction in the number of migrants coming to or remaining in the UK to work or visit. UKBA is estimated to lose £1.2m (PV) from a net decrease in the volume of applicants applying to come to the UK.

Other key non-monetised costs by 'main affected groups'

N/A

BENEFITS (£m)	Total Tra (Constant Price)	nsition Years	Average Annual (excl. Transition) (Constant Price)	Total Benefit (Present Value)
Low	£0m		£21.1m	£85.6m
High	£0m	1	£21.2m	£85.8m
Best Estimate	£0m		£21.2m	£85.7m

Description and scale of key monetised benefits by 'main affected groups'

Higher immigration and visa fees will increase fee income to the UK for those out of country applicants who still apply to come to the UK.

Fees from applicants inside the UK are transfers from applicants to UKBA and are discussed in the Evidence Base below.

Other key non-monetised benefits by 'main affected groups'

Public confidence in secure borders and that migration is controlled for the benefit of the UK.

Key assumptions/sensitivities/risks

Discount rate (%)

3.5

Wage elasticity of labour supply of 0.5 for PBS routes Tiers 1 and 2 and nationality products; and airfare elasticity of -0.46 for long term UK Visitor visas and Other Visas were used to estimate the likely decrease in numbers of applications as a consequence of the proposed fee increases. The range used below is between -1.1 and 0 based on price and wage elasticities (see Annex 2).

The low estimates for costs are associated with the high estimates for benefits, and vice versa: lower elasticities imply smaller reductions in volumes, generating lower costs in terms of lost revenue and output and higher revenue benefits from those who continue to apply.

Impact on admin burden (AB) (£m):		Impact on policy cost savings (£m):	In scope	
New AB: 0	AB savings: 0	Net: 0	Policy cost savings: 0	No

Enforcement, Implementation and Wider Impacts

What is the geographic coverage of the policy/option?				Worldwide		
From what date will the policy be implemented?			Mid-November 2010			
Which organisation(s) will enforce the policy?			UK Borde	er Ag	ency	
What is the annual change in enforcement cost (£m)?			0			
Does enforcement comply with Hampton principles?			Yes			
Does implementation go beyond minimum EU requirem	ents?		N/A			
What is the CO ₂ equivalent change in greenhouse gas emissions? (Million tonnes CO ₂ equivalent)			Traded:	- 1	Non-t	raded:
Does the proposal have an impact on competition?			No			
What proportion (%) of Total PV costs/benefits is directly attributable to primary legislation, if applicable?			Costs:		Ben 0	efits:
Annual cost (£m) per organisation (excl. Transition) (Constant Price)	Micro 0	< 20 0	Small 0	Med 0	Medium Large 0	
Are any of these organisations exempt?	No	No	No	No		No

Specific Impact Tests: Checklist

Does your policy option/proposal have an impact on?	Impact	Page ref within IA
Statutory equality duties ¹	No	
Statutory Equality Duties Impact Test guidance		
Economic impacts		
Competition Competition Assessment Impact Test guidance	No	
Small firms Small Firms Impact Test guidance	No	
Environmental impacts		* * * * * * * * * * * * * * * * * * * *
Greenhouse gas assessment Greenhouse Gas Assessment Impact Test guidance	No	Pri E
Wider environmental issues Wider Environmental Issues Impact Test guidance	No	
Social impacts		
Health and well-being Health and Well-being Impact Test guidance	No	
Human rights Human Rights Impact Test guidance	No	
Justice system Justice Impact Test guidance	No	
Rural proofing Rural Proofing Impact Test guidance	No	
Sustainable development	No	
Sustainable Development Impact Test guidance		

¹ Race, disability and gender Impact assessments are statutory requirements for relevant policies. Equality statutory requirements will be expanded 2011, once the Equality Bill comes into force. Statutory equality duties part of the Equality Bill apply to GB only. The Toolkit provides advice on statutory equality duties for public authorities with a remit in Northern Ireland.

Evidence Base (for summary sheets) – Notes

References

No.	Legislation or publication
1	http://webarchive.nationalarchives.gov.uk/20100422120657/http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/consultations/charging09/
2	http://webarchive.nationalarchives.gov.uk/20100422120657/http://www.ukba.homeoffice.gov.uk/sitecontent/documents/managingourborders/pbsdocs/
3	http://www.opsi.gov.uk/stat
4	

⁺ Add another row

Evidence Base

Annual profile of monetised costs and benefits* - (£m) constant prices

	Y ₀	Y ₁	Y ₂	Y ₃	Y ₄
Transition costs	0.0	0.0	0.0	0.0	0.0
Annual recurring cost	7.0	18.8	18.8	18.8	18.8
Total annual costs	7.0	18.8	18.8	18.8	18.8
Transition benefits	0.0	0.0	0.0	0.0	0.0
Annual recurring benefits	7.9	21.2	21.2	21.2	21.2
Total annual benefits	7.9	21.2	21.2	21.2	21.2

^{*} For non-monetised benefits please see summary pages and main evidence base section

Evidence Base (for summary sheets)

1. PROBLEM UNDER CONSIDERATION

Securing our border and controlling migration for the benefit of the UK incurs costs of over £2 billion per annum. We believe it is right that those who use the system make an appropriate contribution to meeting these costs, to help balance the interest of with the UK taxpayer, and recover a contribution through the fees.

We set application fees based on a number of factors, working within strict financial limits agreed with HM Treasury and Parliament. We currently set fees flexibly. Some fees are set above the cost of delivery, to reflect the value of the product. Charging above the cost of delivery helps to raise the revenue required to fund the overall immigration system and cross-subsidise fees below cost for certain other immigration routes where a lower fee supports wider government objectives (e.g. a lower short term visit visa fee to support tourism).

New Government proposals to limit net migration and the economic circumstances means that it is harder to predict the numbers of migrants that will come to the UK. Continuing to offer these fees at current levels carries an increased risk that the UK Border Agency may not recover its costs, thereby increasing the burden on the UK taxpayer, and reducing the UK Border Agency's ability to secure the border and control migration for the benefit of the UK.

2. RATIONALE FOR GOVERNMENT INTERVENTION

We want to make sure that the charging system as a whole continues to contribute towards the costs of running the immigration system, however, in the current economic climate it is harder to predict the numbers of migrants that will apply to come to the UK. This increases risk to the UK Border Agency, and maintaining fees at current levels would not allow us to fully support the immigration system, maintain public confidence, and ensure that migration is managed for the benefit of the UK. We also need to manage the risk to UK Border Agency's income so that we balance this with the interests of the general UK taxpayer. We have considered a number of fees options to reduce the risk.

3. POLICY OBJECTIVES

The Government's policy objectives on charging for immigration are:

- That those who benefit directly from our immigration system (migrants, employers and educational institutions) should contribute to the costs of the system and balance this with the interests of the taxpayer;
- That we align more of our In UK and overseas fees; and
- That we keep our fees fair, sustainable and competitive.

We have sought to focus our proposed increases in a way which continues to build on the existing UK Border Agency fees policy and which supports broader UK Government policy objectives (for example preserving the cross-subsidy for short-term visit visas in order to keep them priced at levels which remain internationally competitive).

We have used this opportunity to simplify the fee structure by rounding many of the fees to the nearest £50 or £100. The proposed fee increases will also help to spread the overall burden across all routes.

This Impact Assessment examines the costs and benefits of the different options considered for the fees for:

- 1. Settlement visas
- 2. Long term visit & other visas
- 3. Tier 1 visa
- 4. Tier 2 visa and in UK applications
- 5. In UK Indefinite & Limited Leave Applications
- 6. Nationality

7. In UK Dependant Applications

We have not carried out an Impact Assessment for routes covered by the Council of Europe Social Charter and Tier 1 Transition. Volumes under these routes are negligible and we have therefore assumed them to be zero. We have also not carried out an Impact Assessment for routes where the fee increase is below inflation or for any of the in person applications submitted at a Public Enquiry Office as these are optional services, offered for the benefit of the applicant.

Settlement Routes

The settlement applications are for husband, wife, civil partner or unmarried/same-sex partner and family members of a British citizen or someone who is settled here.

We propose a £106 increase to the fee for settlement visa to £750. We recognise this is a significant increase on the current fee of £644. We have increased the cost of a settlement visa to better align it with fees paid under economic routes into the UK, and to better reflect the benefits associated with this route (i.e. accelerated and sometimes immediate rights to permanent settlement).

Where settlement visa applicants are not immediately granted indefinite leave, we still believe it is right to set the fee at this level. This reflects the benefits of an accelerated route to settlement under this category of visa, whereby the majority of applicants need not apply for further temporary leave to remain in the UK, before settlement. This fee will also better align with fees we charge on economic routes, where applicants pay separately for a visa and any further leave to remain in the UK.

Long Term Visit Visas & Other Visas

These allow applicants to make multiple visits to the UK within a 2, 5 or 10 year period. Other visas includes various categories, for example, off shore workers, overseas domestic worker - private household, EC business association agreement, sole representative etc.

We propose increasing the fee for these applications in line with our strategic policy to help spread the overall burden of fee increases across all routes.

Applicants benefit from the convenience of not having to make multiple applications, each requiring their biometrics to be taken. We believe this route continues to offer excellent value to the customer. If we are to continue to offer the product — which is rare in the international market - then we need to ensure it is priced correctly. We believe that the suggested fees of £245, £450 and £650 are appropriate levels, anything lower risks impacting significantly on the Agency's income in lost 'renewals' of shorter-term visit visas.

Tier 1 Visas and In UK Applications

The Tier 1 category allows highly skilled people to come to the UK to look for work or self-employment opportunities.

We propose a £60 increase to the fee for Tier 1 visas to £750. We believe this increase better aligns this fee with that of Tier 1 applications made in the UK.

Migrants under this route obtain a good set of entitlements, they are not required to have a confirmed job offer to come to the UK and have full unrestricted access to the employment market. Furthermore, dependants under this route also get unrestricted access to the labour market.

Tier 2 Visas and In UK Applications

The Tier 2 category allows people coming to the UK with a skilled job offer to fill a gap in the workforce that cannot be filled by a settled worker.

We propose a £80 increase to the fee for Tier 2 visas to £350 and a £25 increase for Tier 2 applications in the UK to £500. We propose increasing the fee for these applications in line with our strategic policy to help spread the overall burden of fee increases across all routes.

Migrants under this route obtain a good set of entitlements, they can work in the UK for an employer who has sponsored them and their dependants have unrestricted access to the labour market.

In UK Indefinite & Limited Leave Applications

The Indefinite leave to remain applications are for migrants currently in one of the eligible immigration categories (i.e. Tier 1, Tier 2 etc) and have been living in the UK in a relevant category for five years. The limited leave applications cover various categories e.g. residual work permit leave applications and employment outside PBS applications.

We propose increasing the fee for ILR and LTR applications in line with our strategic policy to help spread the overall burden of fee increases across all routes.

Migrants under the indefinite leave category obtain a good set of entitlements; they have unrestricted access to the labour market and can remain in the UK indefinitely without the need to make any further immigration applications.

Nationality

British citizenship is one of the six different forms of British nationality. Some of these were defined in the British Nationality Act 1981, which came into force on 1 January 1983. Other forms of British nationality have existed, but they are not current.

We propose increasing the fee for Nationality applications in line with our strategic policy to help spread the overall burden of fee increases across all routes.

Migrants under this route obtain a good set of entitlements; they have the ability to apply for a British passport that provides them with free movement rights which allows them to work or live in any part of the EU.

In UK Dependant Fee

The In UK Dependant category covers all dependant applications submitted at the same time as the main applicant. We propose increasing the fee for dependents from approximately 10% of the main applicant fee to approximately one fifth to one third of the main applicants' fee. This Impact Assessment covers dependant applications for Tier 1, Tier 2, and all indefinite and leave to remain applications.

We introduced a nominal 10% dependent fee in the UK on 6 April 2010. The fee better reflected the fact that each individual within any given application bears an additional processing cost to us (as well as sometimes an independent set of entitlements for the individual). Prior to 6 April 2010, UK Border Agency processed applications from dependants free of charge if they were submitted at the same time as the main application.

This new fee helps further reconcile our UK-based application fee structure with those prices we apply for visas, where individuals applying from overseas (including dependants) each pay a separate fee, and we wish to move to the same model in the UK.

This is being done in stages to keep volumes under close review and to manage the transition carefully. This supports the charging principle that those who benefit from the system should make an appropriate contribution.

4. OPTIONS

The different immigration routes and the complexity of inter-related factors involved means that there are a number of ways this could be done within our flexible approach to charging. To keep this impact assessment workable, we have narrowed this scope to considering two options:

Option 1: Do Nothing, Retain current fee levels for Settlement visas, Long term visit visas, Tier 1, Tier 2 visas, Nationality and In UK Dependant Applications.

Option 2: Increase the fee for Settlement visas to £750, increase Long term visit visas, Tier 1 visas to £750, Tier 2 visas to £350 & in UK to £500, increase Nationality, LTR and ILR to spread the burden of fee increases across all routes and increase UK Dependant fee by approximately one fifth to one third of main applicant fee.

The preferred option is option 2, as this will generate the revenue to fund the wider immigration system and to cross subsidise lower fees to support wider Government objectives (such as offering tourist visas below administrative cost in recognition of the economic benefits tourism brings to the UK). It will also help reduce the level of risk to the UK Border Agency where the numbers of migrants applying to come to the UK is uncertain, and will also and balance this with the interests of the taxpayer. The preferred option also meets the UK Border Agency's three Charging Policy objectives.

5. COSTS AND BENEFITS

A model was developed to examine the **additional** costs and benefits to society and the economy of Option 2 compared with Option 1 over a four and a half-year period (10/11 to 14/15). Option 1 is denoted as the 'Do Nothing' option with no additional costs and benefits and is the baseline used for comparison.

5.1 Impact on Volumes

The key impact of increasing fees will be that productive migrants will be deterred from coming to the UK, or remaining in the UK, to study and work. Initial modelling based on a number of uncertain assumptions has been used to estimate the potential impacts of additional fees on volumes of migrants willing to supply their labour to the UK or demanding to come to the UK for study purposes. Forecast volumes are based on internal UKBA application volumes which are uncertain and subject to change. These may not match those used in the Limits Consultation Impact Assessment, which are based on actual historic approvals volumes.

For the fee changes in option 2 which fall upon the dependant; we assume zero economic loss in terms of output and income forgone to the UK economy from a reduction in the number of applicants. However, we still estimate expected annual earnings for the principal applicant in order to calculate percentage change in dependent volumes given that we assume both the principal and dependant have similar elasticities i.e. the dependant is equally as responsive as the principal when it comes to price changes. This is because we assume the principal makes the ultimate decision on whether or not to apply for a UK visa or immigration product.

To work out the impact of additional fees on application volumes; elasticities were applied to the proposed routes. For the Long-term UK Visitor visa routes, and Other Visas, which include some visitor routes, we used an airfare elasticity of demand of -0.46²; while for all other migrant routes a wage elasticity of labour supply of 0.5 is applied to the full expected wage during their stay in the UK, which is consistent with previous fee impact assessments. However, no empirical studies on the wage elasticity of migrant labour supply and price elasticity of high education to the UK have been found so general studies on these respective elasticities are used as an estimate: see Annex B for sources.

5.2 Net Benefits

The increase in fees is estimated to result in a decrease in output of £74.7m (Present Value) over the expected length of stay, and a loss in fee revenue of £1.2m (PV) over 4.4 years, from those out of country applicants who no longer come to the UK. It is estimated that the economy will benefit from an increase in government revenue of £85.7m (PV) over 4.4 years raised due to higher fees.

However, an increase in UKBA fees implies a transfer from applicants to UKBA for those who continue to apply. The Impact Assessment process counts this as a cost for UK residents (i.e. in-country applicants), but not those applying from overseas. The loss in fees from those in-country who are deterred from applying represents a financial saving to in-country applicants. These transfer costs are

²Based on DfT study - UK Air Passenger Demand and CO2 Forecasts (2009)

not included in the costs and benefits because they cancel each other out exactly. They are not costs and benefits to the economy.

Transfer Payments

Transfers	Central Estimate (PV) 2010/11 – 2014/15
Increase in UKBA Fee income from in country applications	£129m
Additional cost of application fees to in country applicants	-£129m
Saving from deterred in-country applicants	£62,000
Lost UKBA revenue from deterred in-country applicants	-£62,000
Total	0

The NPV calculation is therefore £9.8 million over 4.4 years. The NPV range based on the above elasticity assumptions is - £27.4m to + £85.8m.

The total estimated fee income to UKBA is £214m (PV) over 4.4 years.

The key costs and benefits associated with option 2 are set out below:

Key Costs and Benefits of Fee Increases

Key Monetised Costs

To economy

- Reduction in fee income from deterred applications: income to UK economy (UKBA) from overseas may be deterred as a result of fee increases
 - Option 2: This is estimated at £100,000 for 2010/11 and £1m (PV) over the next four years.
- Reduction in output from deterred migrants: costs of lost productive output and income where migrants are deterred from coming to or remaining in the UK for work, study or visit.
 - Option 2: This is estimated at £6.9m for 2010/11 and £68m (PV) over the next four years.

Key Non- Monetised Costs

Risks to UK economy of significant impact on volumes

Key Monetised Benefits

To economy

- Increased fee income to the UK: higher immigration and visa fees will increase fee income to the UK from those that still apply to come to the UK
 - Option 2: This is estimated at £7.9m for 2010/11 and £78m (PV) over the next four years.

Key Non- Monetised Benefits

 Option 2: Public confidence in secure borders and that migration is controlled for the benefit of the UK.

Full results of Cost Bei	nefit Analysis
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	2010/11	2011/12	2012/13	2013/14	2014/15	Total
Benefits						
Net Revenue raised from fee changes for those who continue to apply	£7,900,000	£21,000,000	£21,000,000	£21,000,000	£21,000,000	£93,000,000
Total benefits (PV)	£7,900,000	£20,000,000	£20,000,000	£19,000,000	£18,000,000	£86,000,000
Costs						
Revenue from net decrease in the volume of applications as a result of fee changes	-£100,000	-£300,000	-£300,000	-£300,000	-£300,000	-£1,000,000
Output loss from net decrease in migrants coming/ remaining in the UK	-£6,900,000	-£18,000,000	-£18,000,000	-£18,000,000	-£18,000,000	-£81,000,000
Total costs (PV)	-£7,000,000	-£18,000,000	-£18,000,000	-£17,000,000	-£16,000,000	-£76,000,000
Net benefit (PV)	£1,000,000	£2,000,000	£2,000,000	£2,000,000	£2,000,000	£10,000,000

Numbers may not sum due to rounding.

Under option 2, there is a potential net benefit to the economy of £1m in 2010/11 and £8m over the next four years (present value). The benefits to the economy exceed the costs from the fee increases. Overall we expect volumes to decrease by approximately 4,500 over 4.4 years for these routes in response to the rise in price.

6. SENSITIVITY ANALYSIS

Assuming elasticities of demand and supply of 0 for all products results in no volume changes. In this scenario, there is a net benefit of £85.8m (PV) over 4.4 years through additional revenue from fees.

Assuming elasticity of labour supply of -1.1 and elasticity of demand for air travel of -1, the estimated reduction in volumes is 9,600 over the period of the IA. Revenue gained from fees, after transfer payments, is estimated at £85.6m (PV). Revenue lost from those out of country who no longer apply is assumed to be £2.6m (PV), and output loss is assumed to be £110m (PV). This results in a potential net cost of £27.4m (PV) over 4.4 years.

7. MONITORING and EVALUATION

The effectiveness of the new regime would be monitored by the UKBA Charging Policy team and will cover in year checks of volumes and revenue, used to inform the annual review of fees.

8. FEEDBACK

Information gained from the monitoring process will be fed back into the annual review of fees.

Annexes

Annex 1: Post Implementation Review (PIR) Plan

Basis of the review: The basis of the review is statutory (forming part of the legislation), and we carry out a review every year when we change the existing fee levels.
Review objective: We regularly review our volumes of applications against projected demand with the assumption of fee changes where necessary, to reflect the cost changes or significant demand impacts.
Review approach and rationale: We do an in-depth evaluation whenever we produce an Impact Assessment for new fees. But we generally monitor data/trend, ask for stakeholder views through our taskforces etc as part of our day-to-day business and incorporate them into any new fee proposals.
Baseline: The current position against which the change introduced by the legislation can be measured by the volume of applications received and income generated through these fees.
Success criteria: We regularly review of volumes of applications against projected demand with the assumption of fee changes to reflect the cost changes or significant demand impacts.
Monitoring information arrangements: We have existing arrangements in place that will allow us to systematically collect and monitor information for future review. This is done by producing 3 to 5 yearly forecasts of expected volumes and we compare this with actuals for each year. From this information we then create a charging model which helps us generate the income required through fees.
Reasons for not planning a PIR: N/A

Annex 2: Elasticities of Labour Supply

Table 1: Empirical studies of the wage elasticity of labour supply

Source	Estimate of wage elasticity of labour supply*	Measure
R. E Lucas and L. A. Rapping, "Real Wages, Employment and Inflation", <i>Journal of Political Economy</i> , 77 (1969).	Short run: 1.12 – 1.13 (95% significance)	Change in real wages on labour supply using US data 1929-1965
	Long-run: -0.07 - 0.58	
Y. Chang and S. Kim, "On the aggregate labour supply", Federal Reserve Bank of Richmond Economic Quarterly Volume 91/1 Winter 2005.	1.0	Aggregate labour supply elasticity
L. Osberg and S. Phipps, "Labour Supply with Quantity Constraints: Estimates from a Large Sample of Canadian Workers", Oxford Economic Papers, New Series, Vol. 45, No. 2. (Apr., 1993), pp. 269-291.	Between +0.1 and -0.1	Wage elasticity of labour supply in the Canadian Labour Market
P. Bingley and G. Lanot, "The Incidence of Income Tax on Wages and Labour Supply", National Centre for Register-based Research (NCRR), Version 5.002 31 October 2000	-0.4	Elasticity of labour supply in the Danish Labour Market

^{*}Note that the estimated wage elasticity of labour supply includes negative values indicating backward sloping or backward bending labour supply curve. This is due to the income effect outweighing the substitution effect. For a higher wage, individuals can decrease labour supply and enjoy the same level of consumption.