Moving forward…
Improving Pathways to Citizenship

A report by the
Australian Citizenship Test Review Committee

August 2008

From this time forward, under God*
I pledge my loyalty to Australia and its people
whose democratic beliefs I share,
whose rights and liberties I respect, and
whose laws I will uphold and obey

* A person may choose whether or not to use the words ‘under God’
# Report on the *Australian Citizenship Test Review*

**Letter to the Minister**  

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Letter to the Minister

Senator the Hon Chris Evans
Minister for Immigration and Citizenship
Parliament House
CANBERRA ACT 2600

Dear Minister

On behalf of the members of the Australian Citizenship Test Review Committee, I am pleased to present you with our Report.

Australia is a work in progress, changing and evolving. Over the last 220 years all Australians, except the Aboriginal people and Torres Strait Islanders, have come from somewhere else. We are all immigrants, refugees, or the descendants of immigrants, refugees or transported convicts. For the majority of residents home is now here. We have come together to forge a multicultural society in this ancient continent, which is part of the increasingly inter-related, globalised world of the 21st century.

Modern Australia, still a relatively young nation, is a country of great potential. Immigration, as a key part of nation building, is essential to realise that potential. Moreover, citizenship is an important concept closely linked to nation building through the strengthening of national identity.

It is important to define what is expected of an Australian citizen, for all Australians no matter how they became citizens, and the best way in which this can be achieved. The objectives of citizenship need to be considered in this context. If our aim is social cohesion and inclusion, which we consider it must be, then any test or assessment should be designed to provide an opportunity for individuals to learn about the responsibilities and privileges of Australian citizenship. This is separate from what may simply be useful knowledge about this country to assist individuals in integrating into the community.

Discussion about citizenship is good for the nation and that is why the Committee has not adopted a narrow focus and has attempted to develop a broad, forward-looking agenda to improve the pathways to citizenship.

The Committee members wish to thank you for the opportunity to be involved in the review of the citizenship test. For all of us, Minister, the experience of being on this Committee has been educational, mind-broadening and rewarding.

Our consultations have exposed many national issues and concerns including, for example, the need for a compassionate society to address the special requirements of its refugee and humanitarian entrants. All of these issues and concerns are addressed in our report, which follows, by way of specific recommendations and observations.

Yours sincerely

Richard Woolcott AC
Chair
Australian Citizenship Test Review Committee
5 August 2008

Australian Citizenship Test Review 1
1 Executive Summary

The review of the Australian citizenship test was undertaken to assist the government in examining aspects of the content and operation of the current citizenship test to ensure that it is achieving its purpose of providing an effective pathway for residents to become Australian citizens.

In developing this report, the Committee undertook an extensive consultation process leading to a number of key findings and recommendations which are set out below. The Committee has also been moved to make a range of observations outside our terms of reference on issues that were presented to us, often passionately, throughout this process. These are reflected in Chapter 12 – Further Observations beyond the Terms of Reference.

1.1 Key Findings

- Citizenship is a valued and important concept and is a key factor in nation building. Its acquisition should be encouraged and facilitated by government.
- The purpose of any citizenship test should be to assess whether a person who wants to become a citizen is conscious of the main responsibilities underpinning the Citizenship Pledge of Commitment.
- The present test is flawed, intimidating to some and discriminatory. It needs substantial reform.
- The legislative requirements for a “basic knowledge of the English language” and an “adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship” require definition before a revised and more appropriate test can be established.
- Alternative and improved education pathways to acquire citizenship need to be established for different categories of people seeking citizenship.
- The special situations of refugee and humanitarian entrants and other disadvantaged and vulnerable people seeking citizenship must be addressed.
- The test questions (at present confidential) should be published in any revised test.
- The content of the resource book should contain relevant, clearly defined testable information.
- The resource book should be re-written in basic English by professional educators.
- There should be a more coordinated whole-of-government approach to civics and citizenship policy and programs.
1.2 Recommendations

Objectives of a Citizenship Test

Recommendation 1: The objectives of a citizenship test be:

a. To determine if a person has satisfied the legislative requirements for becoming a citizen under the *Australian Citizenship Act 2007*, and

b. To demonstrate to the general public that people applying for citizenship have satisfied the legislative requirements when making the Pledge of Commitment.

Recommendation 2: The objectives of a citizenship test be included and made transparent in any promotional material associated with a citizenship test.

Defining Basic Knowledge of the English Language

Recommendation 3: The legislative requirement for citizenship applicants “to possess a basic knowledge of the English language” be understood as having “a sufficient knowledge of English to be able to exist independently in the wider Australian community”, and this definition should be in the Australian Citizenship Instructions (ACIs).

Recommendation 4: The definition of a “basic knowledge of the English language” as understood in the ACIs should guide the development of resources to support prospective citizens prepare for the citizenship test.

Defining Adequate Knowledge of Australia and Responsibilities and Privileges of Australian Citizenship

Recommendation 5: The legislative requirement to have an “adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship” be linked to concepts and information people need to understand in order to make the Pledge of Commitment (as detailed in paragraph 6.4) and this understanding be stated in the ACIs.

Recommendation 6: All of the information required to meet the legislative requirement to have “an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship” be contained in one resource book.

Recommendation 7: Broader information on Australia which may be of interest to prospective citizens should continue to be made available as part of the resource book but should not be tested.

Recommendation 8: The revised resource book be developed in two separate sections – testable and non-testable information.

Recommendation 9: The resource book be rewritten and/or edited by professional educators with experience in civics and citizenship education.

Recommendation 10: The government commit to reviewing the content of the book at regular intervals given the evolving nature of Australian society.

Recommendation 11: There should be no mandatory questions in the revised test.

Recommendation 12: The required pass mark for the citizenship test remain at 60%.
Pathways to Citizenship

Recommendation 13: The range of government funded pathways to citizenship set out in Table 1 – Pathways to Citizenship, be provided to assist and support individuals to prepare to become Australian citizens.

Recommendation 14: Each citizenship pathway be firmly aligned to the proposed method of testing.

Recommendation 15: The testing and assessment framework be developed by educational testing professionals to ensure consistency across all pathways, and that it be drawn from, and coordinated with, the development of new (both basic English and other language) educational resources.

Recommendation 16: Testing methods include a range of formats including computer based, oral and paper based tests, and competency based assessment.

Recommendation 17: Preparatory material be available in English and community languages and provided in a range of multimedia formats including audio, visual and written.

Recommendation 18: All citizenship test questions, regardless of the pathway, be made publicly available and educational experts be consulted on the number of questions to be in the bank.

Exemptions and Earned Citizenship

Recommendation 19: Section 21(3)(d) of the Australian Citizenship Act 2007 be amended in the spirit of the Act to include an inability to demonstrate a basic knowledge of English and an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship due to mental incapacity, resulting in those individuals not being required to sit a test.

Recommendation 20: A concept of “earned” citizenship be introduced as outlined in Table 2 - Earned Citizenship.

Recommendation 21: Earned citizenship be decided by a Citizenship Referee, delegated that responsibility by the Minister, to determine according to transparent criteria whether a person is eligible for citizenship by virtue of having satisfied the earned citizenship pathway.

Accessibility, Administration and Resourcing

Recommendation 22: The regional testing network be expanded and consideration be given to involving organisations which have a broad reach into regional and remote Australia.

Recommendation 23: Citizenship testing continue in Australian missions overseas and where there is no Department of Immigration and Citizenship (DIAC) officer available, this be undertaken by an Australian based Department of Foreign Affairs and Trade (DFAT) consular official.

Recommendation 24: An individual be required to be residentially eligible to sit a formal test.

Recommendation 25: Processes be streamlined and realigned to combine citizenship testing with the citizenship application.
Raising Community Awareness of the Citizenship Test

Recommendation 26: DIAC develops and implements a coordinated information campaign to provide accurate information to prospective citizens to assist them through the citizenship testing and application process.

Recommendation 27: DIAC substantially strengthens its efforts in promoting the acquisition of citizenship by long-term eligible permanent residents.

The General Community and Citizenship – Beyond the Terms of Reference

Recommendation 28: The Australian Government endorse that knowledge of Australian citizenship and civic responsibilities is important for all Australians no matter how they became citizens.

Recommendation 29: A nationally consistent education program on civics and citizenship should be implemented in all schools commencing at primary level.

Recommendation 30: DIAC leads a whole-of-government approach to the promotion of civics and citizenship in the general community.

Recommendation 31: A Citizenship Convention be held in 2009 to mark the 60th Anniversary of the enactment of the Australian Citizenship Act 1948.

Interim Measures

Recommendation 32: Until this report is implemented, the complete bank of current test questions should be published as soon as practicable.

Recommendation 33: Until this report is implemented, the number of correctly answered mandatory questions should be reduced from three to two.

Recommendation 34: Citizenship test administrators be kept up-to-date with new Minister’s Determinations and changes to the ACIs through regular training, and through staff messages and staff meetings.
2 Establishing the Review

2.1 Background and purpose of the Review

The Australian Citizenship Act 2007 sets out how a person becomes an Australian citizen, the circumstances in which a person ceases to be a citizen, and some other procedural matters related to citizenship. This essentially is what the purpose of Australian citizenship legislation has been since it was enacted on 26 January 1949.

There are two different ways a person can become an Australian citizen: automatically or by application. Citizenship by application means just that - a person needs to make an application to become an Australian citizen. This includes citizenship by conferral for people who have migrated to Australia.

This report is primarily concerned with those people who have migrated to Australia and who apply for citizenship by conferral, as citizenship testing is currently directed to that group of people.

On 11 December 2006 the Australian Government announced its intention to introduce a citizenship test. The Australian Citizenship Amendment (Citizenship Testing) Bill 2007 was introduced into Parliament on 30 May 2007 and was passed by Parliament on 12 September 2007.

The current citizenship test was implemented on 1 October 2007.

The amendment provided that applicants for citizenship must have successfully completed a test, before making an application for citizenship, to demonstrate that they meet the following legislative requirements:

- possessing a basic knowledge of the English language
- having an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship
- understanding the nature of the citizenship application.

The questions in the current citizenship test are based on information contained in the resource book, Becoming an Australian citizen. These include questions on:

- responsibilities and privileges of Australian citizenship
- Australian values
- Australia’s national symbols and emblems
- Australian history, culture and geography
- Australia’s parliamentary system of government.

On 28 April 2008 the Minister for Immigration and Citizenship, Senator Chris Evans announced the appointment of an independent committee to conduct a review of the Australian citizenship test since its implementation on 1 October 2007.

The objective of the review was to identify any unintended consequences arising from the introduction of a citizenship test, including any barriers which may have been created to the acquisition of Australian citizenship by migrants and refugee and humanitarian entrants to Australia (regardless of background, education, skills or literacy), and to make recommendations to address these.

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1 Australian Citizenship Amendment (Citizenship Testing) Act 2007.
The terms of reference for the review are at Appendix 1 – Terms of Reference of Review.

Following the announcement of the establishment of the Committee, Senator Evans released the latest snapshot statistics covering citizenship testing in the six months to the end of March 2008. These statistics were provided to the Committee to assist them in their deliberations.

2.2 The current test

The current citizenship test is computer based and consists of 20 multiple choice questions drawn randomly from a bank of 101 questions. The pass mark is 60%, including answering correctly, three mandatory questions on the responsibilities and privileges of Australian citizenship. People can take the test as many times as required in order to pass.

Test questions have been designed to assess knowledge of material contained in the citizenship test resource book, Becoming an Australian citizen, which has been translated into 29 community languages commonly used in Australia and is available for download from the DIAC website.

Since the enactment of the Australian Citizenship Amendment (Citizenship Testing) Act on 1 October 2007, successful completion of the citizenship test is the only way people applying for citizenship by conferral under general eligibility criteria are able to demonstrate they meet the legislative requirements of:

- understanding the nature of their application
- possessing a basic knowledge of the English language
- having an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship.²

Some people are not required to sit a test including:

- those who suffer from a permanent physical or mental incapacity that means they are not capable of understanding the nature of their citizenship application
- those who are aged under 18 years or those aged 60 years and over
- those with a permanent loss or substantial impairment of hearing, speech or sight
- those born to former Australian citizens
- those born in Papua before 16 September 1975
- those born in Australia who are stateless.³

There are two tests in operation - the Standard Test (limited to 45 minutes in duration) and the Assisted Test (which involves the test administrator reading aloud the test questions and possible multiple choice answers, and is limited to 90 minutes in duration).

² Section 23A provides that the Minister must, by written determination, approve a test for the purpose of s 21(2A) (about general eligibility for citizenship). The note to that requirement states the test must be related to the eligibility criteria referred to in s 21(2)(d), (e) and (f).
³ These groups do not fall under general eligibility and are provided for in s 21(3), (4), (5), (6), (7) and (8).
The ACIs state that test administrators may provide assistance with sitting the Standard Test to “a person who has difficulty operating within a computer-based testing setting”, or “people with poor or no computer or literacy skills who may have difficulty in sitting the Standard Test, and to people with a physical or cognitive impairment that prevents them from sitting the Standard Test independently”. Feedback from consultations and the Committee’s own observations of citizenship testing do not reflect the consistent provision of this service.

The Assisted Test is only available to permanent residents who have completed a minimum of 400 hours of English language tuition under the Adult Migrant English Program (AMEP) and been assessed by the AMEP provider as having “less than basic reading skills in English”. An Assisted Test must be requested at the time of making an appointment to sit a citizenship test. People who present with a physical or cognitive impairment (permanent or temporary) that prevents them from sitting the Standard Test, even with the assistance as described above, may be eligible for an Assisted Test.

In order to monitor citizenship test results DIAC produces statistics on the citizenship test through the Australian Citizenship Test Snapshot Report. The report is regularly updated and published on DIAC’s website.

These statistics highlight that since the current test commenced the number of people applying for citizenship has considerably decreased. This trend, should it continue, is contrary to the bipartisan objective of promoting the taking up of citizenship.

The snapshot report for the period of 1 October 2007 to 31 March 2008, released on the same day the citizenship test review was announced, shows that:

- 25 067 people born in more than 172 countries sat the test and 23 781 (or 94.9%) of them passed the test on their first or subsequent attempt
- on average, there are 1.2 tests administered per client
- people who came to Australia under the Skilled Stream of the Migration Program accounted for 46.1% of all test participants. 99% of these people have passed the test on their first or subsequent attempt (up from 97% to 31 December 2007)
- people who came to Australia under the Family Stream of the Migration Program accounted for 22.4% of all test participants. 91% of these people have passed the test on their first or subsequent attempt (up from 90% to 31 December 2007)
- people who came to Australia under the Humanitarian Program accounted for 12.9% of all test participants. 82% of these people have passed the test on their first or subsequent attempt (up from 80% to 31 December 2007)
- people who last entered Australia as holders of Resident Return visas or Special Category visas (New Zealand citizens) accounted for 18.6% of all test participants. 99% of these people have passed on their first or subsequent attempt (up from 97% to 31 December 2007)
- the top 10 countries of birth for people who have sat the test are The United Kingdom, China, India, Iraq, South Africa, New Zealand, The Philippines, Afghanistan, Sri Lanka and Sudan.

3 Conduct of Review

3.1 Australian Citizenship Test Review Committee

An independent seven-member committee was appointed by the Minister for Immigration and Citizenship, Senator Chris Evans, to review the current Australian citizenship test.

The Committee was chaired by Mr Richard Woolcott AC. Mr Woolcott was Secretary of the Department of Foreign Affairs and Trade from 1988 to 1992.

Other members of the Committee were:

Ms Rechelle Hawkes OAM, former captain of the Australian Women’s Hockey Team, the Hockeyroos

Ms Paula Masselos, Director of SBS Radio

Ms Juliana Nkrumah, Board member of the Australian National Committee on Refugee Women

Mr Warren Pearson, Chief Executive Officer of the National Australia Day Council

Vice Admiral Chris Ritchie AO RANR, former Chief of Navy

Professor Kim Rubenstein, Director of the Centre for International and Public Law in the ANU College of Law, Australian National University.

3.2 Community input into the Review

In developing this report the Committee undertook an extensive public consultation process to seek community views on the operation of the current citizenship test. This included face to face and telephone consultations with representatives from a range of government, non-government, business and community groups, as well as refugee and humanitarian entrants, linguistic experts, education research providers and Teachers of English to Speakers of Other Languages (TESOL).

The Committee wrote to over 700 organisations and individuals, inviting written submissions. The Committee also established a website to assist members of the public and interested parties to lodge online submissions to be considered by the Committee. The website also provided information on the terms of reference for the review, as well as details on the Chair and the other members of the Citizenship Test Review Committee.

The consultation period ran for approximately six weeks, closing on 5 June 2008.

The Committee was provided with the results of a number of research projects undertaken by DIAC, independent to the review. This included research regarding DIAC clients’ perceptions of citizenship information and its delivery, and community attitudes to Australian citizenship and reasons for people wanting/not wanting to become Australian citizens.

The views of all contributors have been crucial to the development of this report.
3.3 Summary of consultations

The Committee undertook community consultations across Australia. In particular, great care was taken to re-engage those organisations and individuals who had contributed to the consultation process before the test was introduced in 2007. In all, 130 organisations and individuals were consulted, either face to face or by telephone.

It is noteworthy in our experience and in the original consultations undertaken prior to the implementation of the test that organisations linked to migrant support programs generally oppose any form of citizenship testing, while individual contributors tend to support some form of test. Many individuals are themselves products of the Australian immigration system and see an inherent value in the notion that citizenship is something to be earned. This particular observation strengthened our resolve to recommend a fair and equitable way of testing for conferral of Australian citizenship.

The vast majority of consultations took place in the form of meetings with up to 15 representatives of interested organisations and a varying number of Committee members assisted by the Secretariat. Meetings were conducted in Adelaide, Melbourne, Perth, Kalgoorlie, Wagga Wagga, Brisbane, Toowoomba, Sydney, Parramatta, and Hobart. Consultations with organisations in Darwin and Canberra were conducted by telephone. Initially, the consultations were purely of an information gathering nature, but as the Committee came to form opinions on the issues at hand, various options for the future were discussed with a view to testing their validity.

Throughout the consultations we were struck by the predominance of those representing arrivals in the refugee/humanitarian stream, a group that we soon came to recognise as the most disadvantaged, both by their circumstances and the nature of the current citizenship test which effectively discriminates against them. Our findings are necessarily influenced by those organisations who responded to our invitations to consultation.

Conversely, we recognise that a large percentage of prospective citizens have little problem with the current testing arrangements. Being aware of the problems that this might present to the report’s credibility, the final consultation in Sydney was designed to test our findings against those who quite legitimately might have a different point of view. We again found that there was no great difference in the issues presented to us and the manner in which people thought that they should be dealt with.

Opening statements during consultations generally began with firm opposition to any form of testing. Once it was clarified that the government intended to retain some form of test, people generally agreed on the need for a system of testing that is fairer and more accessible to all migrants including the most disadvantaged. There was some contention that the current test was biased towards those who were literate in the English language when the legislation requires only a basic knowledge of the English language, and in fact, was exclusionary in nature.

Considerable emphasis was placed on the need to give every opportunity to achieve citizenship to those who were at the greatest disadvantage and perhaps had the greatest desire for citizenship. These include:

- the illiterate or uneducated in any language
- those who are prevented by language, culture and/or family responsibilities from attending English and citizenship education
• those who are stateless
• those who through the experience of torture or trauma have difficulties learning or adjusting to change.

Another commonality in the consultation process was the need for education in the civic responsibilities required of Australian citizens and the desirability of community involvement in providing this education. Community involvement ranged from the most popular notion of teaching of Australian democratic concepts and beliefs in languages other than English, to a less commonly expressed, but nevertheless powerful notion that the community at large should be actively engaged in the teaching and promotion of citizenship.

The view was that with the demise of the government funded Let’s Participate civics program on introduction of the current test, there is currently no government funded means of educating people in the requirements of citizenship. It should be noted that consultations were held prior to the release of the government funded Citizenship Support Grants Program in June 2008.

The resource book, Becoming an Australian citizen, from which the citizenship test questions are taken, was widely criticised. While many said that the book was interesting and provided information of which they had been unaware, most said that it represented a particular view of Australian society and history that might not be shared by all Australians. As a basis for a test, it was seen to contain too much that was irrelevant to citizenship. There was agreement that the book should be rewritten and divided into testable and ‘nice to know’ sections. Of particular interest to the Committee was a view put forward by English teachers and language and educational experts that the book was written at a level of English that was far too high for its intended audience.

There was also a strongly promoted view that educational materials should be provided in multimedia format. In its simplest form, this idea is embodied in the notion that a picture is worth a thousand words, particularly if a person has no education or literacy in any language, but does have a strong desire to belong and to contribute.

As the Committee developed its ideas they were tested with the consultation groups. These proposals are developed in the following chapters but the most important to mention are:

• to limit the testable knowledge for citizenship to the elements contained in the Citizenship Pledge and to make any questions public
• to give meaning to the legislative requirement for a basic knowledge of the English language
• to widen the groups who will be exempt from any requirement for citizenship testing

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4 The exemption of testing under the heading “Statelessness” in s 21(8) of the Act is only available to those born in Australia. See Chapter 2, Section 2.2.

5 In June 2008 the Australian Government endorsed a $3.4 million grants program to help people who require special assistance in preparing for the citizenship test. 33 community based organisations, including migrant resource centres, English language service providers and Technical and Further Education (TAFE) bodies across Australia will be funded in the 2008/09 financial year to deliver these services on a pilot basis. Assistance will include advice and explanation of the concepts included in the resource book and basic computer training. Assistance will be provided in other languages where required.
• to develop alternative pathways to testing for citizenship by conferral. There is also an obligation on the Australian Government to provide education in both English and civics to those it encourages to settle in this country.

There was overwhelming support for these proposals.

A list of organisations and individuals with whom the Committee consulted is at Appendix 2 – Organisations and Individuals with whom the Committee Consulted.

3.4 Submissions received

A total of 179 submissions were received. This was in response to a letter of invitation from the Chair to lodge a submission, information provided on the website and information provided in the media. These submissions have all been carefully considered and used, in conjunction with Committee consultations and discussions, to develop this report and recommendations.

Submissions marked ‘to be published’ will be made available on the Committee’s website at www.citizenshiptestreview.gov.au.

A list of organisations and individuals who provided written submissions to the review is at Appendix 3 – Organisations and Individuals who provided Written Submissions.
4 Objectives of a Citizenship Test

In order to make recommendations about citizenship testing, we believe we need to be clear and transparent as a Committee about our view of the objectives of citizenship testing.

4.1 Background

Testing before October 2007

The Nationality and Citizenship Act, later to become the Australian Citizenship Act 1948 was enacted on 26 January 1949. Section 12(1)(d) and (e) and section 15(1)(a) required that people seeking naturalisation (the term used at that time for citizenship by conferral) have an “adequate knowledge” of English and “if he has not such a knowledge, that he has resided in Australia or New Guinea, or partly in Australia and partly in New Guinea, for a continuous period of not less than twenty years” and had “an adequate knowledge of the responsibilities and privileges of Australian citizenship”.

From the inception of the statutory status of ‘citizen’ the Minister responsible for administering the Act had to be satisfied that those criteria had been fulfilled. In this sense, there has always been some form of a ‘test’.

Until 1 October 2007 the test was an oral test, conducted by a delegate of the Minister during an interview with the candidate. Applicants for Australian citizenship by conferral under general eligibility criteria were required to attend an interview. At the interview they needed to demonstrate that they met three legislative criteria:

- an understanding of the nature of their application for Australian citizenship
- a basic knowledge of the English language
- an adequate knowledge of the responsibilities and privileges of Australian citizenship.

Applicants were asked to answer questions in simple English regarding their personal particulars such as how long they had lived in Australia. To meet the responsibilities and privileges of Australian citizenship requirements, applicants answered ‘yes’ or ‘no’ or replied in simple English to factual questions on this subject.

When discussing this method of former testing in consultations many acknowledged that this process was relatively subjective.

Testing since October 2007

Changes to the Australian Citizenship Act 2007 implemented in the Australian Citizenship Amendment (Citizenship Testing) Act 2007 marked the introduction of a computer based test, which is the subject of this review.

The citizenship test began on 1 October 2007 and replaced the citizenship interview. The government of the day stated that the test would provide a more objective method of assessing whether prospective citizens met the legislative requirements listed above. At the same time, the legislative requirement that prospective citizens demonstrate an adequate knowledge of Australia was introduced.
The legislative framework provides that only those who apply under the general eligibility section must undertake a test.6

The test must be related to the following legislative criteria:

- understands the nature of the application
- possesses a basic knowledge of the English language
- has an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship.7

4.2 Comments received from consultations / submissions

A common view expressed was that the current test is either not clear or is misguided in its objectives, and that people did not necessarily understand the purpose of citizenship testing.

For many, the content of the resource book and the nature of the current testing indicated that the test's objective was to examine a person's general knowledge about Australia rather than being a test to examine their understanding of what it meant to be a citizen. There was a strong feeling that the objectives of the test should be made clear and that any testing be clearly linked to the objectives of citizenship testing.

An overwhelming number of contributions also referred to the fact that the current book is not written in ‘basic English’ and the test questions are not written at a level of ‘basic English’, yet they understood that ‘basic English’ was all that was required to become an Australian citizen. As a consequence, for people with low levels of English, the resource book mitigates achieving an understanding of Australian citizenship, or any other particular objective of Australian citizenship.

When the Committee asked participants at the consultations for their views on the purpose of citizenship testing, many referred to the fact that it provides an opportunity for people to understand the Pledge they take on becoming a citizen and the responsibilities and privileges of citizenship. For many from the refugee community an appreciation of the opportunity to learn more about Australia was commonly stated. Others stated that the introduction of citizenship testing was not just policy for new citizens, but also about providing assurance to existing citizens that new citizens understood what they were pledging when becoming an Australian citizen.

4.3 Discussion

As a matter of law, the objective of the citizenship test must be to meet the legislative requirements. Both the community consultations and our own assessment of the test indicated strongly that the current testing framework does not sit well with the legislative requirements, in particular, “the basic knowledge of the English language”. This is discussed further in Chapter 5 – Defining Basic Knowledge of the English Language.

6 Section 21(2) of the Act. See Chapter 2, Section 2.2 for the explanation of who is not required to sit the test.

7 The note accompanying s 23A of the current Act states: “The test must be related to the eligibility criteria referred to in paragraphs 21(2) (d), (e) and (f)”.

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The Committee considers that demonstrating to the general public that people applying for citizenship have satisfied the legislative requirements when making the Pledge of Commitment is an important aspect to citizenship testing. It is one way (but not the only way) of contributing to a socially cohesive society. The pathways to citizenship suggested in this report should provide greater assurance to the Australian community that new citizens have been provided with relevant material and learning methods appropriate to ensuring they understand what they are pledging when they make their Pledge of Commitment as a citizen of the Commonwealth of Australia.

There was overwhelming support for the government to provide all people living in Australia with the opportunity to learn more about citizenship in Australia.

4.4 Conclusion

As a result of the community views the Committee considers that the following two objectives provide a firm foundation to moving forward in making recommendations about the future of citizenship testing.

**Objectives of citizenship testing:**

1. To determine if a person has satisfied the legislative requirements for becoming a citizen under the *Australian Citizenship Act 2007*\(^8\)
2. To demonstrate to the general public that people applying for citizenship have satisfied the legislative requirements when making the Pledge of Commitment.

These two objectives underpin the discussion and proposals of this review. All aspects of our recommendations relate to the objectives of citizenship testing and what a test seeks to achieve.

The Committee considers that the government should encourage permanent residents to become citizens and be included as full legal members of the nation. To that end, any testing process should be encouraging participation and a sense of inclusion by learning more about Australia and the meaning of the Pledge, rather than excluding people or preventing them from taking the Pledge to become Australian citizens.

4.5 Recommendations

- The objectives of a citizenship test be:
  1. To determine if a person has satisfied the legislative requirements for becoming a citizen under the *Australian Citizenship Act 2007*, and
  2. To demonstrate to the general public that people applying for citizenship have satisfied the legislative requirements when making the Pledge of Commitment.

- The objectives of a citizenship test be included and made transparent in any promotional material associated with a citizenship test.

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\(^8\) Not all applicants are required to sit a test. See Chapter 2, Section 2.2.
5 Defining Basic Knowledge of the English Language

5.1 Background

Legislative background

As explained in Chapter 4 – Objectives of a Citizenship Test there has been a legislative requirement for “knowledge of English” since the Act was enacted in 1949. The original terminology required people to have “an adequate knowledge of English”.\(^9\)

In 1984 the words were changed to “basic knowledge of the English language”.\(^{10}\) The Hansard at the time indicates that a lower threshold was introduced in order to enable those with limited English “who have lived in Australia for some time and who would take pride in becoming citizens” to do so.\(^{11}\) This lower threshold was generally supported by those involved in the consultative processes undertaken by the Committee.

Section 21(2) of the *Australian Citizenship Act 2007* states that a person (within the general eligibility category) needs to possess “a basic knowledge of the English language”.\(^{12}\)

Legal meaning

“Basic knowledge of the English language” is not defined in the *Australian Citizenship Act 2007* and has not been defined in earlier versions of the Act. As no case has been argued in the Federal Court dealing with the definition of the term under the Act there is no judicial decision about the meaning of the term.

Other Acts such as the *Migration Act 1958* refer to English levels; however the term “functional English”\(^{13}\) rather than “basic English” is used. The Committee sought legal advice on where the term is used in other legislation, however, other examples are minimal.\(^{14}\)

Another source for a definition comes from the Administrative Appeals Tribunal (AAT) which has responsibility for reviewing certain decisions made under the *Australian Citizenship Act 2007* including unsuccessful applications under section 21.\(^{15}\) This was the case for the analogous provisions under the previous Act, and there are some AAT decisions under the old Act that considered the term.

The AAT’s definition has a relatively low threshold. It is satisfied when a person has a “sufficient knowledge of English to be able to exist independently in the wider

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\(^9\) *Nationality and Citizenship Act 1948* (Cth) s 12(1)(d).

\(^{10}\) *Australian Citizenship Act 1984* (Cth) s 13(1)(g).

\(^{11}\) Commonwealth, *Parliamentary Debates*, House of Representatives, 7 December 1983 (Stuart John West, Minister for Immigration and Ethnic Affairs).

\(^{12}\) See Chapter 2, Section 2.2 which explains who does not have to satisfy this requirement.

\(^{13}\) Regulation 2.08C of the *Migration Regulations 1994* (Cth). The *Migration Act 1958* also defines functional English under s 5(2) as someone who passes a test determined by the Minister.

\(^{14}\) Levels of English are prescribed for aircraft flight crew in the context of civil aviation – see Civil Aviation Order 40.0 under the *Civil Aviation Regulations 1998*. No legislative or judicial consideration of “basic English” was found in the context of education.

\(^{15}\) By virtue of s 24 and s 52 of the *Australian Citizenship Act 2007*. 

relevant policy on “basic knowledge of the English language”

For the period prior to the introduction of the citizenship test on 1 October 2007, when the same wording was used in the legislation, the ACIs stated the following:

- Applicants should be given the opportunity at interview to respond to simple questions on aspects of their application. It is important that an applicant's ability to understand and respond to questions is not hampered by the use of complex words or sentences.
- People who have completed 300 hours or more tuition with the AMEP, or have been awarded the Certificate in Spoken and Written English (CSWE) at Level II, and can respond in simple English on aspects of the application are taken to meet this requirement.

Since the introduction of the new test on 1 October 2007, the policy for possessing a basic knowledge of the English language is satisfied by the successful completion of the test.

The then Minister released a new Determination on 16 October 2007 to provide assistance to clients sitting the Standard Test who had reasonably good levels of oral English but no literacy skills, or those with cognitive disabilities and/or learning difficulties, such as dyslexia. The consultations did not reflect community knowledge of this change and the experience of the Committee did not assure them that DIAC officers consistently applied these instructions.

5.2 Comments received from consultations / submissions

A consistent theme was expressed throughout the consultations that as a general principle a “basic knowledge of the English language” is necessary to become an Australian citizen. It was said this basic knowledge was important in order to become a part of the Australian community.

Many voiced the view that the level of English should not be too high, as there were many active and productive members of the Australian community who have made valuable contributions as Australian citizens, without more than a basic knowledge of English. The legislative requirement regarding “basic” English was therefore generally understood to mean that some English, is important to become a citizen.

A significant number of contributions referred to the fact that the current testing framework does not reflect the requirement in the legislation of a “basic knowledge of the English language”. Many also referred to the current resource book not being written in “basic English” and the test questions and framework of testing not being at a level of “basic English”. The Committee was reminded often that the current testing framework presumes literacy.

Concerns were also raised relating to the substantial levels of grammar, vocabulary and literacy required to read and understand the resource book and the test questions.

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16 See Liu and Minister for Immigration and Multicultural Affairs [1999] AATA 251 per Senior Member Allen.
developed from it. Linguistic experts advised that it is a difficult text that cannot be understood by a reader with basic English skills and many agreed that it demands a level of English proficiency significantly greater than this.

While there is no standard technical definition of “basic knowledge of the English language” it generally refers to simple English sentence structures people use on a daily basis to fulfil their basic needs and undertake basic day-to-day tasks.

The Committee was referred to the Common European Framework for Reference (CEFR) which was designed as a framework of reference for people in the European Union to ensure consistency in teaching and testing language in a multiple language environment. The CEFR is a useful tool for setting standards in language competency. It has six broad levels of competence:

- **A1 - A2** – Basic English
- **B1 - B2** – More complex English
- **C1 - C2** – Highly professional English.

In distinguishing between A1 and A2, A1 is low level English involving an understanding and use of familiar expressions and very basic phrases aimed at satisfying concrete needs. A person with A1 English can interact in a simple way when conversation is slow and clear. They can introduce themselves and ask and answer questions about personal details such as where they live, people they know and things they have. A1 English is akin to what tourists need to get by on a visit to a country.

A2 is a slightly higher level involving an understanding of sentences and frequently used expressions relating to areas of immediate relevance. A person with A2 English can perform tasks requiring simple and direct exchange of information on familiar and routine matters. They can describe in simple terms aspects of their background, immediate environment and matters regarding immediate need. A2 English also refers to basic sentence structure, reading short simple texts and short personal letters as well as understanding emergency scenarios.

Some experts told us that the level of English required to sit and pass the current test requires more tuition than what is currently available in English programs such as AMEP.

**Testing Basic Knowledge of the English Language**

Several submissions supported the view that a “basic knowledge of the English language” is essentially oral and that literacy is not a part of what is required for a basic knowledge of the English language.

Moreover, if testing a person’s knowledge of Australia and of the responsibilities and privileges of Australian citizenship is part of the test, this requires, in many experts’ view, a level higher than basic knowledge of English.

Many submissions expressed the view that it would be possible, and in some cases desirable, to separate English language testing from knowledge of Australia and of the responsibilities and privileges of Australia citizenship.
5.3 Discussion

In order to satisfy the objectives of citizenship testing for both government and the general public, it is important that the responsibilities and privileges of Australian citizenship be understood by those taking the Pledge.

It is therefore necessary for those with only a basic knowledge of the English language to have the opportunity to learn about these concepts in their preferred language.

While in most cases, the testing for a “basic knowledge of the English language” can be combined with the testing for “an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship”, it is possible to meet the objectives of the Act and the objectives of citizenship testing by having separate tests for each requirement. This would only need to be the case for those who, while having a basic knowledge of English, are unable to demonstrate their understanding and knowledge of Australia and of the responsibilities and privileges of Australian citizenship in English due to the sometimes complex nature of these concepts.

Of course, for those in the community who take a test as English speakers, or skilled migrants with more than a basic knowledge of English, this aspect of the report is less significant, and our following chapters deal with these differences in the alternative pathways suggested.

5.4 Conclusion

The Committee believes that the legislative requirement for a basic knowledge of the English language (noting and supporting the current exemptions) is important for prospective citizens as it enables them to exist, be self sufficient and participate in Australian society, which are all valuable aspects of Australian citizenship.

The Committee considers that the current test exceeds this legislative requirement.

The Committee considers that a basic knowledge of the English language is having a sufficient knowledge of English to be able to exist independently in the wider Australian community and that it resembles the A1/A2 level of English in the CEFR.

While we have not been moved to recommend that the term “a basic knowledge of the English language” be defined in the Act, we believe there is support for a definition to be placed in policy reflecting a lower threshold than that which is implied by the level needed for the current testing process. This definition should be used to frame the way citizenship testing occurs in developing resources to support prospective citizens prepare for the test.

The Committee strongly considers that experts in English language testing should be involved in developing material to ensure that testing sits well with the requirement for “a basic knowledge of the English language”, and that, if required, English testing be separated from other testing for citizenship.

All of this suggests to us that different testing pathways be made available for those with different levels of English. This is discussed further in Chapter 7 – Pathways to Citizenship.
5.5 Recommendations

- The legislative requirement for citizenship applicants “to possess a basic knowledge of the English language” be understood as having “a sufficient knowledge of English to be able to exist independently in the wider Australian community”, and this definition should be in the ACIs.

- The definition of a “basic knowledge of the English language” as understood in the ACIs should guide the development of resources to support prospective citizens prepare for the citizenship test.
6 Defining Adequate Knowledge of Australia and Responsibilities and Privileges of Australian Citizenship

6.1 Background

Legislative Background

When the *Nationality and Citizenship Act 1948* was enacted, people seeking to become naturalised as Australian citizens were required to have “an adequate knowledge of the responsibilities and privileges of Australian citizenship”.¹⁷ This has been a continuing requirement in Australian legislation for those applying for citizenship, subject to various exemptions.

On 1 October 2007, the *Australian Citizenship Amendment (Citizenship Testing) Act 2007* amended the general eligibility criteria for citizenship, introducing an added requirement that an applicant must have an “adequate knowledge of Australia”.¹⁸

There is no definition of either phrase in the legislation and it is a matter of government policy how this requirement is currently defined.

Policy background

In its submission to the Standing Committee on Legal and Constitutional Affairs, DIAC stated that the “knowledge and understanding” of Australia “will ensure that new citizens are familiar with Australia and our values with the aim of helping them to better integrate and participate in Australian society”.¹⁹

In the second reading of the *Australian Citizenship Amendment (Citizenship Testing) Bill 2007*, the then Minister also stated that:

“By having the knowledge and more importantly an appreciation of events that have shaped this country and the institutions that have been established as a result will help foster a nation of people with a common purpose.”²⁰

6.2 Comments received from consultations / submissions

A strong view was expressed throughout the consultations that the testing of “an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship” should be structured around the Pledge of Commitment. This would provide assurance to the wider community that prospective citizens understood the concepts in the Pledge to which they were committing.

¹⁷ *Nationality and Citizenship Act 1948* s 12(1)(e).
¹⁸ *Australian Citizenship Amendment (Citizenship Testing) Act 2007* (Cth) s 3.
When invited to suggest what should be tested, a clear view evolved that it only be material relevant to the Pledge. Most often this material was expressed in the nature of common values and the practical nature of civics.

Many people stated there is a big difference between providing necessary information for becoming an Australian citizen and providing people with interesting information about Australia.

Some people expressed the view that matters relevant to successful settlement should also be testable, but the Committee considers that these issues are part of an earlier process that takes place before citizenship.

6.3 Discussion

Given the overwhelming agreement in the community consultations on the importance of subjects like democracy and the rule of law, we turn to the Pledge to think through what should be tested in determining “an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship”.

The Pledge states:

“How from this time forward, under God*
I pledge my loyalty to Australia and its people
Whose democratic beliefs I share,
Whose rights and liberties I respect, and
Whose laws I will uphold and obey.”

*A person may choose whether or not to use the words “under God”.

This means that the central issues for testing should revolve around the Pledge and the fulfilment of the legislative requirements.

The ideas underpinning the Pledge and the legislative requirements linked to the responsibilities and privileges of citizenship may evolve and change, and so to that extent, this information should be reviewed periodically.

The Committee considers that in providing information to prospective citizens, we should be mindful to focus on information that assists people to commit to making the Pledge. We should also separate out material that provides interesting information about Australia from the testable section of material linked to the Pledge.

6.4 Conclusion

The Committee considers that the following aspects linked to the Pledge should be testable: democratic beliefs, responsibilities and privileges of Australian citizenship, and the requirement to uphold and obey the laws of Australia. These elements are expanded in the following paragraphs.

Values that are important in Australia and form part of our democratic beliefs include:

- respect for the equal worth, dignity and freedom of the individual
- freedom of speech
- freedom of religion and secular government
- freedom of association
- support for parliamentary democracy and the rule of the law
• equality under the law
• equality of men and women
• equality of opportunity
• peacefulness
• tolerance, mutual respect and compassion for those in need.

Given that the Pledge is made in front of the Australian flag and the national anthem is sung, people should know these symbols when becoming Australian citizens and should be tested on their recognition of these symbols.

While the Committee recognised that the responsibilities and privileges of Australian citizenship are not easily defined, there are some aspects of citizenship presently enshrined in legislation that should be tested such as:

• voting in federal, state and territory elections and at referendum
• seeking election to Parliament
• applying for an Australian passport and to enter Australia freely
• registering children born overseas as Australian citizens by descent
• seeking full consular assistance form Australian diplomatic representatives while overseas
• seeking the full range of employment opportunities in the Australian Defence Force and the Australian Public Service
• serving on a jury if called to do so
• defending Australia should the need arise (subject to the same rights and exemptions as Australian-born citizens).

Finally, an understanding of the system of government in Australia which creates the laws that we are all bound to uphold should also be testable.

### 6.5 Development of resources

The resource book in its current format is structured in a way that demands a reading of the whole book because the information required to pass a test is not clearly defined. Much of the information was considered ‘trivial’ by many and detracted from the importance of citizenship. The views provided to the Committee suggest that the resource book should be divided into two separate categories: testable and non-testable information, and that this be developed by professional educators who are experienced in civics and citizenship education.

By dividing the resource book into two categories, the fear of sitting a test would be lessened as the material to be studied would be in the one place, not scattered throughout the book. This would also assist community and educational organisations in formulating programs that provide avenues of learning that lead to becoming an Australian citizen.
6.6 Mandatory questions

In the current test, a person must correctly answer 12 out of 20 randomly selected questions including correctly answering all three questions (drawn from topic one of the resource book) on the responsibilities and privileges of Australian citizenship.

Given that the testable information is recommended to be narrowed to information relating to the Pledge, the Committee considers it is no longer necessary that mandatory questions be included in the test.

6.7 Pass mark

The Committee considers that the current pass mark of 60% meets the legislative requirements relating to adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship.

6.8 Recommendations

- The legislative requirement to have an “adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship” be linked to concepts and information people need to understand in order to make the Pledge of Commitment (as detailed in paragraph 6.4) and this understanding be stated in the ACIs.
- All of the information required to meet the legislative requirement to have “an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship” be contained in one resource book.
- Broader information on Australia which may be of interest to prospective citizens should continue to be made available as part of the resource book but should not be tested.
- The revised resource book be developed in two separate sections – testable and non-testable information.
- The resource book be rewritten and/or edited by professional educators with experience in civics and citizenship education.
- The government commit to reviewing the content of the book at regular intervals given the evolving nature of Australian society.
- There should be no mandatory questions in the revised test.
- The required pass mark for the citizenship test remain at 60%.
7 Pathways to Citizenship

7.1 Background

For many migrants and refugee and humanitarian entrants resident in Australia, citizenship is a highly sought after and valuable status. While many who sit the current test pass, there is a core group of applicants who may not easily gain their citizenship for a number of reasons.

An assertion made through the submissions that lawful Australian residents cannot feel included in our society if they are denied citizenship through an unduly onerous testing regime resonated with the Committee.

The Committee also agrees with the strong sentiment expressed in both the consultations and written submissions that gaining citizenship should be an enabling, positive and welcoming process for applicants and one which is seen to contribute to building a cohesive and dynamic nation.

Community concerns have been raised about the equity and fairness of the current test. Of particular concern are those applicants who may not pass the test, irrespective of the level of support and assistance they receive, including refugee and humanitarian entrants and some family stream migrants who may:

- have received little or no formal education
- be illiterate in their first language and English
- have limited or no experience with computers
- experience difficulty performing within a formal testing regime
- have diminished capacity to learn and retain the volume of information contained in the present citizenship resource book.

The only assistance currently available to this group is through the assistance of a DIAC officer who may read aloud the test questions and/or operate the computer mouse. The Assisted Test has not been widely utilised, with only 314 tests administered in the first six months of operation. This could be due to the perceived stigma associated with sitting an Assisted Test as opposed to a Standard Test or a lack of knowledge that this option was available.

Statistics show that people who came to Australia under the Humanitarian Program have more difficulty than others in passing the current test. In the first six months of the citizenship test's operation, 99% of people from the skilled stream and 91% from the family stream passed the test on their first or subsequent attempt. Humanitarian entrants accounted for 12.9% of all test participants. Of this group, 82% passed the test on their first or subsequent attempt. On average 1.2 tests are administered per client, however for people from the humanitarian stream this figure rises to 1.7 tests.

Introducing alternative pathways would address community concerns and assist this group from being excluded from obtaining citizenship. These pathways are discussed further in this chapter.
7.2 Comments received from consultations / submissions

The Committee received overwhelming feedback calling for a range of pathways to citizenship which do not discriminate against migrants and refugee and humanitarian entrants with poor literacy or education levels, or who may have no knowledge or experience of computers and computer based testing.

Women have also been seen to be particularly disadvantaged by the present testing arrangements. The notion of “split families” was tendered by several submissions stating that spouses of skilled migrants who have no opportunities to learn English could lead to families having some members passing the test while others fail. It was also highlighted that presenting barriers to citizenship for partners of skilled migrants could act as a disincentive for these migrants to come to Australia.

Women involved in childrearing, or caring for aged or disabled family members while being dependant upon their spouses, are perceived as being especially vulnerable as they are often unable to attend formalised education programs.

As citizenship is gained through some form of testing, a range of appropriate education processes, materials and support needs to be made available. Submissions have highlighted the fact that many migrants and refugee and humanitarian entrants are eager to learn about Australia and its systems, society and values. Supported education pathways ensure this understanding is facilitated and also assists in successful settlement.

Education pathways were perceived by many to offer a just, fair, and flexible approach in preparing for a test. It was felt that participation in courses and discussions relating to shared values and attributes would help prospective citizens gain the knowledge required to pass a test in a safe learning environment.

Many community organisations cited the value of the AMEP course, Let’s Participate. The course utilised 20 hours of the student’s AMEP entitlements and covered a range of topics including cultural customs and beliefs, systems of government and citizens’ rights and responsibilities. There was a resounding call for the reinstatement of this government funded program as an alternative pathway.

Suggestions for the format of the alternative pathways included the use of community facilitators and bilingual community assistants in the learning process, the use of role plays, drama, pictures etc and the presentation of information using multimedia, audio (CDs) and visual material (DVDs) in a range of languages.

7.3 Discussion

Alternative pathways are proposed as a means of enhancing the citizenship test and fulfilling its objectives in a manner which is equitable to all prospective citizens. The pathways include the manner of learning and the linked testing method. The Committee is strongly of the view that conventional testing, i.e. the current computer based test, is only one means of determining the fulfilment of these objectives.

Multiple choice testing (primarily used in the current computer based test) is not a form of assessment that is commonly encountered by some migrants and refugee and humanitarian entrants in their countries of origin. Continuing to have a test based solely on this format may put this group at a disadvantage.

It is not intended to dispense with the current method of testing and we expect that many prospective citizens would still choose this pathway. However, ongoing
competency based assessment, certificates of participation and interviews with a Citizenship Referee (see *Chapter 8 – Exemptions and Earned Citizenship*) are proposed as alternative testing methods in line with modern educational practices and with social inclusion principles.

The pathways attempt to cater to the variety of literacy skills, life experiences and personal circumstances of the different groups of prospective citizens.

With the exception of the Citizenship Education Program which is delivered in languages other than English, pathways are able to be self selected.

Regardless of the nature of the pathway or the linked assessment method, all assessment will be drawn from the testable information contained in the revised resource book to ensure consistency.

The Committee expects that providing alternative pathways will promote confidence in the testing process and therefore boost the number of applicants for citizenship. The pathways are detailed in *Table 1 – Pathways to Citizenship*. 
<table>
<thead>
<tr>
<th>Applicant group</th>
<th>Pathway</th>
<th>Testing/Assessment method to meet legislative requirement to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Literate in English.</td>
<td>Self directed learning using the revised English version of the resource book.</td>
<td>Computer based test in English generated from a bank of publicly available questions to test all legislative requirements. This would be available as a paper based test where required eg. remote localities.</td>
</tr>
<tr>
<td>2 No or low literacy in English but can understand and respond in at least basic oral English. It includes those who:</td>
<td>Self directed learning using approved study resources in community languages.</td>
<td>Oral based test in English generated from a bank of publicly available questions to test all legislative requirements.</td>
</tr>
<tr>
<td>▪ are illiterate in English or any other language</td>
<td></td>
<td></td>
</tr>
<tr>
<td>▪ are literate in other language/s</td>
<td></td>
<td></td>
</tr>
<tr>
<td>▪ have no experience of formal tests, or understanding of formal test processes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>▪ have limited or no experience with computers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>▪ are unable to attend a formalised education program.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>OR</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Citizenship Education Program in English delivered by an accredited education provider. This program is based on the testable information contained in the revised resource book.</td>
<td>Ongoing competency based assessment in English built into the program.</td>
</tr>
<tr>
<td></td>
<td>OR</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Citizenship Education Program in languages other than English delivered by community organisations. This program is based on the testable information contained in the revised resource book.</td>
<td>A Certificate of Participation, attained through completion of this Program will need to be provided to a Citizenship Referee as evidence of meeting the legislative requirement to have an &quot;adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship&quot;.</td>
</tr>
<tr>
<td></td>
<td>This pathway is unable to be self selected.</td>
<td>Basic knowledge of the English language will be assessed through an interview with a Citizenship Referee in English. The interview will be based on a bank of publicly available questions which will determine if a person has sufficient knowledge of the English language to be able to exist independently in the wider Australian community.</td>
</tr>
</tbody>
</table>
**Alternative pathways**

**Pathway One**

Self directed learning using the English version of the revised resource book.

This offers a pathway for applicants who have English literacy skills, have sufficient oral English capacity, are educated, competent in the use of computers, and confident and familiar with a range of testing formats including multiple choice questions.

Prospective citizens who have sufficient English literacy skills would continue to sit a computer based test. The questions will be drawn from the revised resource book and developed by educational testing and assessment professionals to ensure consistency across all pathways. Those lacking in computer skills, living in regional areas, or who feel more comfortable with the written format would have the opportunity to sit a paper based test.

**Pathway Two**

This pathway is provided for people who have low or no English language literacy but can understand and respond in at least basic oral English. Some applicants in this group may be literate in another language, have no experience of formal tests or no understanding of a formal testing process. Others may be unable to attend educational activities outside the home.

The pathway provides options for prospective citizens to learn either in English or in their preferred language.

Those who have some knowledge of English and who are seeking to improve their English literacy will have the option of undertaking an English language Citizenship Education Program delivered by an accredited education provider.

Those with low or no literacy in any language can choose to attend education programs delivered by community organisations in their preferred language. The Committee considers that in order to have an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship some applicants should be able to learn the required information in their preferred language.

There are three options in Pathway Two:

a. **Self directed learning using resources in languages other than English**

An applicant can elect to engage in self directed learning using translated resources. While limited resources (translated copies of the resource book) are presently available, a review of the range of resources and languages should be undertaken to meet the needs of the proposed testing regime and take into consideration the migrant and refugee groups coming to Australia. Applicants choosing this option will sit an oral test, administered in English, by a DIAC officer or delegated third party. The questions for this oral test will be drawn from the bank of publicly available questions and will replicate the computer based test used for Pathway One.
b. Citizenship Education Program in English

Rather than the self directed learning pathway, applicants may choose to undertake a Citizenship Education Program in English delivered by an accredited education provider. This program would be similar in format to the former Let’s Participate course and would be based on the revised resource book.

The program should be implemented to provide the capacity to reach people who may be geographically isolated through distance learning. Various formats for delivery should also be considered including classroom based or online learning with support materials.

Assessment for this pathway would be through ongoing competency based assessment built into the learning program and based on the bank of publicly available questions.

c. Citizenship Education Program in languages other than English

A third option, a Citizenship Education Program delivered in languages other than English is suggested for those applicants unable to avail themselves of options ‘a’ or ‘b’. This program would be delivered through community based organisations (which may include tutoring in the home) using officially supplied and translated materials. This program cannot be self selected.

The benefit of this pathway is that difficult and often unfamiliar concepts that people need to understand are explained in their preferred language. Applicants would work closely with the community organisations in their own timeframe to complete the workbook materials.

To enhance the learning for this group and ensure delivery of accurate information, a range of multilingual multimedia formats should be used in the delivery of the information. Such formats should include community media, audio CDs and DVDs where role plays and sketches would serve as discussion starters to support the learning process.

This is the one option that requires the separation of testing of basic knowledge of the English language from testing of an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship.

A Certificate of Participation attained through completion of this Program will need to be provided to a Citizenship Referee as evidence of meeting the legislative requirement to have an “adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship”.

Basic knowledge of the English language will be assessed through an interview with a Citizenship Referee in English. The interview will be based on a separate bank of publicly available questions which will determine if a person has sufficient knowledge of the English language to be able to exist independently in the wider Australian community.

7.4 Conclusion

Education pathways which support and facilitate understanding of Australian citizenship, will encourage prospective citizens to obtain the knowledge they need to make the Pledge of Commitment, thereby meeting the objectives of a citizenship test. This positive educational approach will assist and empower prospective citizens to contribute to, and participate in, the community and in Australian society.
7.5 Publishing the questions

Several written submissions proposed that the questions be published. When the Committee tested the concept of publishing the questions in consultations, there was an overwhelming consensus that this would significantly ease the fear and apprehension of the test and that it would better direct the study efforts of prospective citizens.

The Committee also received several suggestions that the answers should be made public. There was, however, general consensus from the consultations, supported by professional educators, that publishing the answers would encourage rote learning, compromising any true understanding of the ideas and concepts being tested.

The Committee sought advice from testing experts as to the educational validity of publishing the questions. While there is little practical research in this area, the suggestion was made that publishing the questions, but not the answers, would promote learning and understanding. Knowing the questions would show the scope of the tested material to the candidate but they would then need to research the answers from the published resources, thereby increasing the learning outcomes.

International practice on publishing questions and answers varies. In the USA both the questions and answers are published; in Canada just the questions are published, and in the UK neither are published. The Committee was advised that in the UK the confidentiality of the questions has led to the development of a coaching industry where people can purchase what are claimed to be genuine questions and answers. The Committee is concerned as there is some evidence that the same situation is developing in Australia.

The Committee seeks to make clear that there will be two publicly available banks of questions. Pathway one and Pathway two (a) and (b) will utilise a bank of questions based on the testable information contained in the revised resource book. Pathway two (c) will utilise a bank of questions to determine if a person meets the legislative requirement to have a basic knowledge of the English language. These questions will be framed around an ability to be able to exist independently in the wider Australian community.

7.6 Conclusion

The Committee considers that all citizenship test questions, regardless of the pathway, should be made publicly available. This will reduce the fear and apprehension felt by many candidates and will assist in promoting learning. Publishing the questions also reduces the possibility of cheating and fraud, and removes the possibility of exploitation by private coaching organisations. The Committee also suggests that educational experts be consulted on the appropriate number of questions in the bank.
7.7 Recommendations

- The range of government funded pathways to citizenship set out in Table 1 – Pathways to Citizenship, be provided to assist and support individuals to prepare to become Australian citizens.
- Each citizenship pathway be firmly aligned to the proposed method of testing.
- The testing and assessment framework be developed by educational testing professionals to ensure consistency across all pathways, and that it be drawn from, and coordinated with, the development of new (both basic English and other language) educational resources.
- Testing methods include a range of formats including computer based, oral and paper based tests, and competency based assessment.
- Preparatory material be available in English and community languages and provided in a range of multimedia formats including audio, visual and written.
- All citizenship test questions, regardless of the pathway, be made publicly available and educational experts be consulted on the number of questions to be in the bank.
8 Exemptions and Earned Citizenship

8.1 Exemptions

The Act

The Act already includes provisions for certain individuals to be exempt from citizenship testing.21

Those exempt from testing include people between the ages of 18 and 60 years, who have a permanent physical or mental incapacity .... that means the person is not capable of understanding the nature of the application at that time22 and also people aged 18 or over who are suffering from a permanent loss or substantial impairment of hearing, speech or sight at that time.23

8.2 Comments received from consultations / submissions

Throughout the consultation process many people raised concerns relating to “mental incapacity” and the definition of this in the Act. It was highlighted that a person who had been traumatised and who was not in a mental state strong enough to sit a test but who understood the nature of the application, would not be eligible for this exemption.

The Committee was advised that many survivors of torture and trauma suffer from disorders that impair their ability to learn and acquire new skills. Many display severe symptoms consistent with chronic and complex post-traumatic stress disorder, anxiety and depression. These symptoms have a severe impact on their ability to retain and recall information.

The Act states, in part, that “a permanent physical or mental incapacity means that the person is not capable of understanding the nature of the application at that time”. The Committee considers that many of these individuals would understand the nature of their application; however, their mental state does not enable them to demonstrate that they have a basic knowledge of the English language, and/or an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship.

The Committee was also advised that these conditions are not necessarily classified as a “permanent” mental incapacity by the medical profession, even though they preclude a person becoming a citizen due to mental and physical incapacity, thus excluding this group from the exemption provisions.

8.3 Discussion

In looking closely at the legislation, the Committee believes that there is scope for improving the exemption provisions regarding “mental incapacity”.

For survivors of torture and trauma, the use of a formal test which requires a high level of English proficiency, a large amount of study and familiarity in the use of a computer, significantly disadvantages them. There are many people who come to Australia under the Humanitarian Program who fall into this category.

21 See Chapter 2, Section 2.2 for the explanation of who is not required to sit the test.
22 Section 21(3)(d).
23 Section 21(4)(a)(ii).
The Committee considers the current exemption criteria do not take into consideration the effect of severe and chronic symptoms resulting from the experience of torture and trauma. These may include strong anxiety associated with learning difficulties, and while some symptoms are permanent, others, though severe, are not necessarily permanent.

Section 23A sets out the process for a citizenship test and it states in the note that the test must be related to the eligibility criteria referred to in paragraphs 21(2)(d) understanding the nature of the application, (e) a basic knowledge of the English language and (f) an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship.

Therefore, “mental incapacity” is only being used as an exemption in relation to section 21(2)(d) (understanding the nature of the application) but is not included in section 21(2)(e) and (f) which require a basic knowledge of the English language and an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship. However, they are all relevant to citizenship testing.

Moreover, permanent physical and mental incapacity uses the words “at that time” in relation to when an application for Australian citizenship is lodged. The Committee considers that the use of “permanent” and “at that time” are contradictory when discussing mental incapacity, and in light of the consultations, is of the view that the physical and mental incapacity may not need to be permanent to satisfy the principle underpinning this exemption.

The Committee believes there will be people in this enlarged group who may never fit into the suggested alternative pathways discussed earlier in this report because their past traumatic experiences affect their ability to retain the necessary information required to pass a test.

It is suggested that section 21(3)(d) could be amended in the spirit of the existing Act to read:

“has a physical or mental incapacity at that time means the person is not capable due to the physical or mental incapacity of:

- understanding the nature of the application at that time; or
- demonstrating a basic knowledge of the English language at that time; or
- demonstrating an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship at that time.”

8.4 Earned citizenship

Earned citizenship introduces the concept of formally recognising the valuable contribution that many migrants make over a long period of time. The Committee was concerned to ensure that this valuable contribution to Australia is recognised within Australian citizenship processes.

When researching how citizenship tests and assessments were administered in other countries (USA, Canada, Germany, New Zealand and the UK), the Committee was made aware of the adoption, in various forms, of the concept of earned citizenship. Within this concept, certain categories of people are able to attain citizenship by conferral through a process other than the pathways recommended in this report.
8.5 Comments received from consultations / submissions

The concept of earned citizenship was raised by consultation participants and through research into the citizenship processes of other countries.

A common concern has been raised by children of migrants who were strongly of the view that their parents, while excellent Australian citizens, could not, and would never have been able to pass the citizenship test because they had never achieved a basic level of English proficiency.

The Committee also received submissions from long term residents, often educated in Australia, who, because of their contribution to Australia, felt it an affront to be asked to sit the citizenship test.

There was also a strong view that a compassionate society should provide a safety net for those who, despite repeated attempts, are unable to pass the test.

8.6 Discussion

In Australia, the Committee recognises that there are essentially three different categories for whom the concept of earned citizenship could apply. These are:

1. those who have been educated in Australia and have remained long term residents
2. those who have been resident within Australia for at least 15 years, have made a contribution to Australian society but have not achieved a basic knowledge of the English language
3. those who despite repeated attempts are unable to pass the citizenship test.

To be conferred citizenship, individuals in these categories will be interviewed by a Citizenship Referee. The Citizenship Referee is a person delegated by the Minister to assess eligibility for earned citizenship based on specific criteria.

8.7 Conclusion

The Committee considers earned citizenship an appropriate substitute for the other pathways for citizenship suggested in this report for the identified categories above.

The Citizenship Referee would assess eligibility for citizenship based on the criteria set out in Table 2 – Earned Citizenship.
Table 2 – Earned Citizenship

<table>
<thead>
<tr>
<th>Applicant group</th>
<th>Proposed amendment to legislation</th>
<th>Evidence requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Prospective citizens who have had a minimum of four years schooling in the Australian education system between Years 5 to 12 and have remained long term residents of Australia.</td>
<td>Amendments to legislation in the Australian Citizenship Act 2007 will be required to reflect earned citizenship criteria.</td>
<td>Educational certificates/school reports providing evidence of a minimum of four years schooling in the Australian education system between Years 5 to 12.</td>
</tr>
</tbody>
</table>
| 2 Prospective citizens, who do not possess a basic level of the English language, are under 60 years of age and have been lawfully resident in Australia for 15 years or more. | Amendments to legislation in the Australian Citizenship Act 2007 will be required to reflect earned citizenship criteria. | Evidence of being under 60 years of age, and having been a lawful resident of Australia for a minimum of 15 years must be provided.  
In order to satisfy the Citizenship Referee of earned citizenship, a person may provide the following evidence: referee reports (from recognised community groups/organisations with whom the person has volunteered); evidence of having paid tax in Australia; other documents/certificates evidencing community service/voluntary work; evidence of operating (having operated) a local business and/or employing (having employed) Australian citizens; evidence of having served as a councillor in local government; records of having served in any Commonwealth of Australia or State Public Service; children’s birth certificates revealing Australian citizenship; any other evidence of having made a contribution that has been of benefit to Australia. |
| 3 Prospective citizens who fail the test three times and are also unable to pass either of the Citizenship Education Programs. | Amendments to legislation in the Australian Citizenship Act 2007 will be required to reflect earned citizenship criteria. | A person is registered in DIAC systems as having failed the test at least three times and failed to pass either of the Citizenship Education Programs. These people would be scheduled for an appointment with a Citizenship Referee.  
Refer to the second paragraph in the box above for evidence requirements for earned citizenship. |
8.8 Recommendations

- Section 21(3)(d) of the *Australian Citizenship Act 2007* be amended in the spirit of the Act to include an inability to demonstrate a basic knowledge of English and an adequate knowledge of Australia and of the responsibilities and privileges of Australian citizenship due to mental incapacity, resulting in those individuals not being required to sit a test.

- A concept of “earned” citizenship be introduced as outlined in *Table 2 - Earned Citizenship*.

- Earned citizenship be decided by a Citizenship Referee, delegated that responsibility by the Minister, to determine according to transparent criteria whether a person is eligible for citizenship by virtue of having satisfied the earned citizenship pathway.
9 Accessibility, Administration and Resourcing

9.1 Background

Prior to the implementation of the current citizenship test in October 2007, the test of a person’s proficiency in English and their understanding of the responsibilities and privileges of citizenship, was incorporated in the citizenship application process. This combined process was undertaken by DIAC officers in DIAC state and territory offices and Australia Post was contracted to provide these services in regional and remote locations. Those applying in overseas locations were interviewed by a delegated officer at the overseas post in the same manner as applicants in Australia.

To streamline the testing process and increase access to citizenship, this chapter addresses two issues:

1. regional and overseas access
2. requirement to be residentially eligible.

9.2 Regional and overseas access

To understand the operational challenges of the testing process, the Committee observed the current testing arrangements in DIAC offices and regional test centres as well as discussing procedures with DIAC officers at an overseas post. The Committee was also provided with feedback from clients through DIAC’s internal complaints service, as well as copies of Ministerial correspondence relating to issues on the testing process.

DIAC has received many complaints about access challenges including the large distances between a person’s place of residence and the nearest test centre. This was noted as a particular concern in remote areas such as northern Western Australia and also in regional locations in New South Wales and Queensland. The limited access to test centres in regional and remote areas of Australia was also raised in a number of written submissions.

The Committee observed that the testing conducted in DIAC offices appeared to be quite efficient, providing timely professional service to applicants. However, the service in remote and regional areas, appeared to be less efficient.

In remote and regional locations DIAC staff are required to make use of counter/office facilities provided at designated Medicare Australia and Centrelink offices but use DIAC Information Technology (IT) equipment to administer the test because of the confidentiality of the questions. The facilities are often inadequate in relation to privacy for DIAC clients. The Committee observed that the IT and physical infrastructure supporting these regional arrangements meant that the staff, while efficient, were not always able to provide the level of service offered in DIAC offices.

Of particular concern is the fact that testing in regional sites is limited by the availability of DIAC staff to travel to these areas, resulting in several problems for the testing process. Often, appointment schedules are fully booked well in advance, with waiting periods of up to three months common in remote areas.
Regional testing is usually undertaken on laptop computers with the ability to mark the test as if the person was in a DIAC office. If the equipment or software fails, the person must then complete a paper based test. As with the overseas posts these tests are forwarded to DIAC in Canberra for marking, resulting in a person who has failed not being able to re-sit the test on the same day as they would otherwise be able to do. This is of particular concern where a person has travelled long distances to sit the test. If the questions were made public this situation would be avoided and a more client focussed service could be provided by DIAC.

The current business process requires people to have passed the test prior to applying for citizenship. The Committee observed that due to the current processes in place, identity verification conducted at the time of testing needs to be repeated when people apply for citizenship. This duplication of processes unnecessarily requires additional effort and inconveniences both the applicant and DIAC.

Publishing the questions has been previously addressed in Chapter 7 – Pathways to Citizenship of this report. Acceptance of the recommendation to publish the questions will result in increased access and efficiency gains for DIAC. The Committee expects that these resource savings will go some way to offsetting a possible increase in demand on resources made by other recommendations in this report.

Publicly available questions means that access to the sensitive data will reduce the barriers to better service in regional, remote and overseas locations and enable DIAC to delegate testing authority more easily to officers of other government departments.

9.3 Requirement to be residentially eligible

In the current testing arrangements people need not be residentially eligible for citizenship prior to sitting the test. The Committee spoke with a number of people who sat the test well in advance of being residentially eligible as they were concerned about appointment waiting times, a fear of failing, and possibly having to re-sit the test. This creates distortion in the demand for testing services, resulting in unnecessary challenges for the efficient administration of the test.

The current administrative arrangements require an individual to sit and pass the test and then, subject to being residentially eligible, apply for citizenship. The Committee observed that for the majority of individuals the registration and identity checking was far more resource intensive than the test itself. The Committee considers that the different eligibility requirements for citizenship testing and the application process have resulted in additional travel and time for the applicant, and duplication of resources for DIAC.

9.4 Conclusion

To overcome access barriers the Committee considers that the regional testing network should be expanded. Consideration should be given to outsourcing the testing and citizenship application processes to organisations that have a broad reach into regional and remote Australia. Further, that in offshore locations, citizenship testing be available in all Australian missions and where there is no DIAC officer available, this be undertaken by a DFAT consular official.

The Committee found a need to streamline and combine the citizenship test and application processes including the requirement that an individual be residentially eligible to sit the formal test.
9.5 Recommendations

- The regional testing network be expanded and consideration be given to involving organisations which have a broad reach into regional and remote Australia.

- Citizenship testing continue in Australian missions overseas and where there is no DIAC officer available, this be undertaken by an Australian based DFAT consular official.

- An individual be required to be residentially eligible to sit a formal test.

- Processes be streamlined and realigned to combine citizenship testing with the citizenship application.
10 Raising Community Awareness of the Citizenship Test

10.1 Background

The Committee observed a lack of knowledge as well as confusion around the current citizenship test, and believes that enhancing community awareness about the value of citizenship will reduce barriers and fears of the test. This would also build a sense of social inclusion as well as contribute to social cohesion.

There are two target audiences:

- Prospective citizens actively seeking citizenship
- Prospective citizens not actively seeking citizenship.

Australia’s migration policy serves to build the wealth and social fabric of the nation. Australia is a net immigrant nation and actively recruits migrants across a range of visas from skilled migrants to refugees. A citizenship test should be fair as it is the final phase of a person’s inclusion in the Australian community. A test should not deter eligible permanent residents from applying for citizenship.

The consequence of misinformation and lack of information has been the exclusion of numbers of individuals from citizenship. There was a strong consensus in the consultations that providing accurate and meaningful information to prospective citizens would enhance the uptake of Australian citizenship and result in a more inclusive Australian community.

Refugee and humanitarian entrants generally take out Australian citizenship as soon as they are eligible to apply. For this group, Australian citizenship provides freedom to make decisions, to participate in elections without fear and to integrate into Australian society. On the other hand, those who are long term residents do not see any advantages in taking out Australian citizenship as they are already fully participating in Australian society.

10.2 Prospective citizens actively seeking citizenship

In several of the consultations the Committee were advised that people on humanitarian, refugee and family reunion visas were often subject to misinformation and community rumour in relation to the administration of the citizenship test. Incorrect information included the erroneous view that applicants must pay a fee each time they sit the test or that the government might deport applicants who fail the test a number of times.

Much of this information comes from hearsay and the media. Many members of the public have heard the media’s comments on the test and assume that these comments are accurate. Unfortunately, the negative perceptions of the test have much to do with the fact that there is little known about the test.

The Committee was impressed by the extensive array of services provided to migrants on their arrival in Australia and during their settlement period. These include pre-arrival materials and briefings, on arrival settlement services, the AMEP and continuing grants programs. The Committee observed, however, that there was little mention of citizenship acquisition and testing in these materials and services provided early in the settlement process. There would be ample scope to commence the awareness of the requirements for Australian citizenship, long before migrants were residentially eligible for citizenship.
10.3 Conclusion

The Committee is keen to ensure that this review leads to a greater awareness about Australian citizenship; enthusiasm by people to become citizens and take the Pledge, and thereby build social inclusion and a more integrated society. The Committee considers that DIAC should develop and implement a coordinated information campaign to provide accurate information to prospective citizens to assist them through the citizenship process. This would be achieved by several methods:

- On the commencement of revised citizenship test arrangements, implement a comprehensive communications campaign for community groups, leaders of community organisations, and service providers and other stakeholders, providing accurate information to overcome fears and to encourage the acquisition of citizenship.

  This communications campaign should focus at the community level and target those most disadvantaged in the current testing arrangements. A road show including the presence of the Minister and in his absence a taped message would also address people’s fears and apprehensions.

- Incorporating citizenship information in a strategic manner in other DIAC resources, courses and information would be a speedy and cost effective communications strategy. Opportunities include the Australian Cultural Orientation (AUSCO) pre-arrival briefing program, the Life in Australia booklet, the Australia – a new home DVD, settlement services and the AMEP program.

10.4 Recommendations

- DIAC develops and implements a coordinated information campaign to provide accurate information to prospective citizens to assist them through the citizenship testing and application process.

10.5 Prospective citizens not actively seeking citizenship

There are approximately 900,000 eligible permanent residents in Australia who have not taken up Australian citizenship. Of these, the majority are from the UK, with significant numbers also from New Zealand and South Africa.

While these long-term eligible permanent residents were generally not misinformed, it is apparent that those who arrived as children only become aware that they are not citizens when they apply for an Australian passport. In many of these cases people have full voting rights and are fully integrated into Australian society. Recent research (May 2008) undertaken by DIAC suggests that many are so comfortable with their current residency arrangements that they see no immediate need or benefit to change.

The government has, for many years, promoted Australian citizenship, encouraging permanent residents to become citizens.

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Recent research undertaken by DIAC suggests that there is a need to:

- demonstrate to permanent residents that Australia wants them to become citizens, by inviting them to become citizens
- create a need to become a citizen and demonstrate both tangible and emotional benefits
- eliminate barriers and ease the process.

Many individuals will be familiar with the promotional material in the media over the years, encouraging people to take up Australian citizenship. An ongoing advertising campaign promoting Australian citizenship ran from 2001 until June 2007.

Australian Citizenship Day, on 17 September each year, was established in 2001 to, in part, focus on and promote the acquisition of citizenship. It was also on this day in 2007 that the former Minister announced the introduction of a citizenship test and launched the information campaign for the incoming test. This campaign ran until the election was announced and the government was placed in ‘caretaker’ mode. While these campaigns have seen an increase in the application rate there is still a significant group who have not been motivated by the campaign.

10.6 Conclusion

The Committee considers that increased effort is necessary to promote the acquisition of citizenship by those eligible permanent residents who are currently not actively seeking citizenship. Recommendations in Chapter 8 – Exemptions and Earned Citizenship have gone some way to address this issue through the exemption which removes the citizenship test as a possible barrier to many prospective citizens not actively seeking citizenship.

10.7 Recommendations

- DIAC substantially strengthens its efforts in promoting the acquisition of citizenship by long-term eligible permanent residents.
11 The General Community and Citizenship – Beyond the Terms of Reference

11.1 Background

The observations and recommendations in this chapter are beyond the terms of reference of the Committee. The Committee received so many well articulated views on the value of citizenship that we feel compelled to address and include them in the main body of this report.

While Australian citizenship is highly valued by many prospective citizens it is not easily understood by the general Australian community, who often struggle to articulate its worth.

In the context of a still evolving Australian national identity the opinion was expressed on several occasions in consultations that there is some confusion in the minds of those taking the citizenship test or intending to take it, especially on the part of non-British residents, about the respective roles of the Queen, the Governor-General and the Prime Minister. This may also be of relevance in the framing of information in the resource book.

The knowledge about Australia and the responsibilities and privileges of Australian citizenship that is required of people who wish to become Australian citizens should be equally known and understood by the broader Australian community. In particular, it is vital that education about Australian citizenship commence in early schooling to ensure that by the time our youth are eligible to vote, upon turning 18, they have a full understanding of their civic responsibilities.

The lack of understanding of the value of citizenship, and particularly of the citizenship testing arrangements, has led to considerable confusion, misinformation and some ignorance for both current and prospective citizens. A poorly informed citizenry limits full participation in the life of the nation and therefore restricts the development of a more inclusive and cohesive community.

11.2 Discussion

There was an overwhelming consensus that Australian citizenship is highly valued. In applying for citizenship eligible permanent residents clearly demonstrate that they respect Australian citizenship. This respect was abundantly clear in our consultations with various community members whose passion impressed the Committee in the way they cherish the opportunity to become citizens. The increased education outcomes provided through the pathways to citizenship recommended in Chapter 7 – Pathways to Citizenship of this report will further enhance their understanding of their responsibilities and privileges of citizenship, and civic principles in Australia. By virtue of having studied for, and sat the test, many new citizens will have a stronger knowledge of citizenship than many citizens who were born here.

The need for enhanced civics and citizenship education in schools was recognised by the Keating Government and later advanced by the Howard Government. Prior to 1997 there was little coordinated reference to civics and citizenship education within the curriculum frameworks of the states and territories. However, since this time, they have each reviewed their curricula and are, in various ways, gradually incorporating civics and citizenship. It is now in all state and territory curricula but is only mandated in New South Wales.
The Committee understands that a number of recent initiatives in civics and citizenship education have been implemented over the last decade. These include:

- The *Discovering Democracy Program* which introduced resources to all schools with a major focus on the professional development of teachers. The program was rolled out between 1997 and 2004.
- The *Values Education Initiative* which commenced in 2002 with resources being provided to all schools from 2006 to 2008.
- National sample testing of civics knowledge for years 6 and 10. This was introduced in 2004 and is tested every three years. Both civic knowledge and citizenship disposition is tested.
- National Statements of Learning for Civics which were developed between 2005 and 2007. States and territories are implementing these in 2008.

Despite this recent focus on improving school education programs in this area the Committee found no formal coordination between the citizenship and civics education program of the former Department of Employment, Education and Training, the Australian Electoral Education Centre, the Parliamentary Education program and DIAC. The Committee is also concerned that with no coordination of education and citizenship policies, it is possible that there are differences between what is being learned by parents studying for the citizenship test and what their children are learning at school.

In 2001, DIAC, in an effort to engage mainstream Australia in the broad concept of the value of citizenship, introduced the Australian Citizenship Affirmation. In an affirmation ceremony Australians can affirm their loyalty and commitment to Australia and its people, using modified words of the Pledge. Affirmation ceremonies allow all Australians to have a feeling of belonging to their community, and pride in their citizenship.

In addition to government agencies within Australia, several non-government and community organisations are also engaged in advancing and protecting human rights, which equate broadly with civic principles advanced in Australia. For example, the Australian Human Rights and Equal Opportunities Commission have indicated that they have programs engaging schools and communities.

The National Australia Day Council and DIAC have, over time, developed a strategic relationship through which the value of citizenship is promoted and active citizenship in local communities is rewarded.

Given the lack of coordination of citizenship policy, school education policy, electoral education and other areas related to civics and citizenship, the Committee believes that raising awareness in the general community about citizenship and the citizenship test will lead to the development and maintenance of a more cohesive Australian community.

### 11.3 Conclusion

The Committee considers that social inclusion and social cohesion will be significantly advanced by raising the place of citizenship in the public consciousness – that citizenship is strongest when a positive disposition to practical citizenship is balanced by a knowledge and understanding of civic institutions and processes. To this end, the Committee proposes that a whole-of-government approach be instigated to coordinate civics and citizenship policy and programs for the general community.
The Committee was impressed by the support for the words of the Pledge. In the consultations, participants favourably viewed the Pledge as a succinct summary of Australia’s civic aspirations. The simple clarity of the words of the Pledge is powerful and respected, and the Committee believes that they should form the foundation of the whole-of-government policy. The Committee considers that the words of the Pledge be the point of reference for general community and school education, and be included in other relevant government programs.

The Pledge, for example, could feature in the Gallery of Australian Democracy being developed for Old Parliament House in Canberra. It might be incorporated as an official national symbol along with the national anthem, national flag, gemstone and floral emblem. Over time the Pledge might gain traction as the basis for the oaths of public office.

The Committee considers that the resource book should be made available for use as an official government gift. The book could also be presented as a gift by the government to officially acknowledge and congratulate 18 year olds who enrol to vote. The general interest expressed in the consultations suggests that it might also be published more elaborately as a commercially available coffee table book. This enhanced edition could be provided in Australia’s overseas missions as an official memento of Australia.

In the 1950s and early 1960s a series of citizenship conventions were held on a yearly basis at Albert Hall in Canberra. A citizenship convention to celebrate the 60th anniversary of citizenship on either Australia Day or Citizenship Day 2009 might see the resumption of an annual or biannual convention to promote a deeper understanding of citizenship.

The Committee considered a suggestion proposing the position of a Citizenship Ambassador. While we do not support the suggested title for the position, a responsible advocate charged with encouraging people to better understand citizenship has some merit. Such a position might be best created within the existing structure of DIAC.

Enhancing the strong partnership with the National Australia Day Council and developing partnerships with other related events and media such as radio and television, would provide further opportunities to enhance the value and understanding of citizenship in the general community.

A better informed citizenry will contribute to a stronger and more cohesive Australia.

### 11.4 Recommendations

- The Australian Government endorse that knowledge of Australian citizenship and civic responsibilities is important for all Australians no matter how they became citizens.
- A nationally consistent education program on civics and citizenship should be implemented in all schools commencing at primary level.
- DIAC leads a whole-of-government approach to the promotion of civics and citizenship in the general community.
- A Citizenship Convention be held in 2009 to mark the 60th Anniversary of the enactment of the Australian Citizenship Act 1948.
12 Further Observations Beyond the Terms of Reference

Throughout the consultation process the Committee was exposed to numerous ideas and proposals which, while beyond the terms of reference, or not agreed with by the Committee, are worthwhile bringing to the Minister’s attention.

Many spoke to us about the residency qualification for citizenship which was effectively extended from two to four years.\textsuperscript{25} There was a view that the requirement should revert back to two years, particularly in the case of many refugee and humanitarian entrants who are, for all intents and purposes, stateless during the qualification period. Comparison with other countries suggests that four years is not unreasonable and the Committee, noting that it would not be desirable to set different standards in this area, is not inclined to agree with this view.

There was a view, not widely held but strongly put when it was advanced, that the upper age limit for exemption from the test should be returned to 50 years of age. This view was mainly linked to those who were unable to speak English and were unlikely ever to be able to do so. The Committee believes that the alternative pathways to citizenship that are proposed in this report adequately cover these situations and therefore does not see the need for any change to the upper age limit for exemption.

A few considered that successful completion of the test and the satisfaction of the other requirements for citizenship should be rewarded with a free issue of their first Australian passport. While we note that this would give more substance to the benefits of citizenship, we take no particular position. However, it does point out what to some is the anomalous situation whereby citizenship and the granting of a passport, the modern day badge of citizenship, are separate processes handled by different government departments.

Many thought that the citizenship test should be renamed to remove the word “test” and thus the fear that the word engenders in many potential citizens. While initially attracted to this change, the Committee decided that reality cannot be altered by a name change and that its proposals for alternative pathways to citizenship provide real options for those who genuinely cannot cope with tests.

In several consultations the citizenship application fee was discussed, with many believing that the fee itself was a barrier to lodging an application for citizenship after successfully sitting a citizenship test. Suggestions were put forward that all Centrelink benefit recipients, including those on temporary benefits, be eligible for the concession rate, and that there should be a family rate if all members applied at the same time. The Committee is not inclined to involve itself in discussions on fee structures and is happy to leave this matter in the hands of DIAC.

\textsuperscript{25} For those people becoming permanent residents after 1 July 2007.
13 Interim Measures

During the consultation process it became very clear to the Committee that the community viewed the citizenship test as both discriminatory and a barrier to citizenship. Humanitarian and refugee groups stated that the test discriminated against those who are illiterate in any language but, because of their statelessness, have the greatest need for Australian citizenship to feel safe, secure and free.

Others raised issues relating to the fairness of the test after gaining a mark of 95% only to find that they had failed because they had answered a mandatory question incorrectly. The test in its current format requires a person to answer all three mandatory questions correctly.

The Committee was also concerned that through its observations of citizenship testing, it was evident that some test administrators were not up to date with new Minister’s Determinations and changes to the ACIs since the test was first introduced.26

The Committee acknowledges that the recommendations set out in this report will require consideration by the Minister before any decisions relating to implementation can take place. We also recognise that implementation, once commenced, may in some cases take time due to the complexity of the changes recommended.

To reduce the potential to disadvantage prospective citizens during this time, the Committee considers that the following interim measures should be introduced as soon as possible. Implementation of these interim measures will go a long way to assuring people that the government is committed to having a test that is fair and reasonable.

13.1 Recommendations

- Until this report is implemented, the complete bank of current test questions should be published as soon as practicable.
- Until this report is implemented, the number of correctly answered mandatory questions should be reduced from three to two.
- Citizenship test administrators be kept up-to-date with new Minister’s Determinations and changes to the ACIs through regular training, and through staff messages and staff meetings.

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26 See comments under Chapter 2, Section 2.2.
Appendix 1 - Terms of Reference of Review

Australian citizenship is a common bond, involving reciprocal rights and obligations, uniting all Australians. Choosing to become an Australian citizen involves a formal commitment to Australia and its people, the values we share and our common future.

The Australian Government places significant emphasis on the importance of citizenship and the contribution that citizens make to the strength and vitality of this nation. Those who wish to become Australian citizens are strongly encouraged to do so.

Undertaking a citizenship test should be an important and constructive part of this journey. The Australian Government believes that a citizenship test can play a valuable role in both encouraging people to find out more about our great nation as well as understanding the responsibilities and privileges which being an Australian citizen brings. This knowledge will help ensure that people understand the significance of the words of the Pledge of Commitment which new citizens make at their citizenship ceremony. A test is also a useful mechanism for determining whether a person meets the general legal requirements for becoming an Australian – including whether they possess a basic knowledge of the English language.

This review has been commissioned to examine the operation of the citizenship test since its introduction on 1 October 2007 and whether there are ways to improve its operation and effectiveness as the pathway for residents to become Australian citizens. The review will consider all aspects of the content and operation of the citizenship test, the experiences of applicants, the impact on citizenship applications and any other related issues.
Appendix 2 - Organisations and Individuals with whom the Committee Consulted

ACL Pty Ltd (NSW)
Adult Migrant English Program Research Centre (NSW)
Adult Migrant English Service @ TAFE Tasmania (TAS)
Adult Multicultural Education Services (VIC)
Africa-Australia Friendship Association (NT)
African Advocacy Unit ANCORW (QLD)
African Communities Council of SA Inc (SA)
African Communities in WA (WA)
African Community in WA (WA)
African Worker's Network (NSW)
Albury Wodonga Volunteer Resource Bureau (NSW)
Always People (QLD)
Anglicare NT (NT)
Anglicare Refugee and Migrant Services (QLD)
Assisting Collaborative Community Employment Settlement Services Inc. (QLD)
Assyrian Council of Victoria (VIC)
Auburn Migrant Resource Centre Inc. (NSW)
Augusta Community Development Association (WA)
Australia/Israel and Jewish Affairs Council (VIC)
Australian Asian Association of Western Australia (WA)
Australian Asian Society of Toowoomba Inc. (QLD)
Australian Human Rights and Equal Opportunities Commission (NSW)
Australian Malaysian Singaporean Association (NSW)
Baptist Community Services (SA)
Blacktown Migrant Resource Centre (NSW)
Brisbane Migrant English Centre (QLD)
Canterbury-Bankstown Migrant Resource Centre Inc. (NSW)
Centacare Melbourne (VIC)
Centre for Advocacy, Support and Education for Refugees (WA)
Centre for International Mental Health (VIC)
Centre for Multicultural Pastoral Care (QLD)
Centre for Multicultural Youth (VIC)
Chinese Australian Services Society Co-op Ltd (NSW)
Olu Coker (SA)
Catherine Cole (SA)
Colony 47 (TAS)
Congolese community (QLD)
Country Women's Association of NSW (NSW)
Cross Cultural Council of the Darling Downs (QLD)
Yassah Dennis (SA)
Diversitat (VIC)
Dorothy (SA)
Ecumenical Migration Centre (VIC)
English Language Services TAFE SA (SA)
Ethnic Communities Council of Queensland Ltd (QLD)
Ethnic Communities Council of Western Australia (WA)
Ethnic Communities’ Council of Victoria (VIC)
Ethnic Disability Advocacy Centre (WA)
Fairfield Migrant Resource Centre (NSW)
Family Relationships IHSS Counsellor (NSW)
Federation of Community Legal Centres VIC Inc (VIC)
Mama Fromo (SA)
Future Directions International (WA)
Hotham Mission (VIC)
Immigrant Women's Speakout Association (NSW)
Institute of Continuing and TESOL Education (QLD)
ISANA International Education Association Inc (SA)
Islamic Centre, University of Southern Queensland (QLD)
Islamic Council of Victoria Inc (VIC)
Islamic Society of the NT (NT)
Islamic Society of Toowoomba (QLD)
Mahawa Jabateh (SA)
Mariam Jabateh (SA)
Mohammed Jabateh (SA)
Jewish Community Council of Victoria (VIC)
Martha Karzan (SA)
Law Institute of Victoria (VIC)
Legal Aid Commission of New South Wales (NSW)
Legal Aid Commission of SA (SA)
Legal Aid Commission of Tasmania (TAS)
Legal Aid Commission of Western Australia (WA)
LM Training Specialists Pty Ltd (SA)
Lockyer Valley Regional Council (QLD)
Melaleuca Refugee Centre (NT)
Metropolitan Migrant Resource Centre Inc (WA)
Mid North Coast Regional Development Board Inc (NSW)
Middle Eastern Communities Council of South Australia Inc (SA)
Migrant Resource Centre of SA Inc (SA)
Migrant Resource Centre Southern Tasmania (TAS)
MigrantLink Australia Ltd (NSW)
Migration Ethnicity Refugees and Citizenship Research Unit (WA)
Migration Institute of Australia (QLD)
Migration Institute of Australia, QLD Branch Secretary (QLD)
Migration Institute of SA (SA)
Mission Australia (QLD)
Multicultural Communities Council (MCC) of SA Inc (SA)
Multicultural Communities Council Gold Coast Inc. (QLD)
Multicultural Community Service of Central Australia Inc (MCSCA) (NT)
Multicultural Council of NT (NT)
Multicultural Council of Tasmania (TAS)
Multicultural Council of Wagga Wagga (NSW)
Multilink Community Services Inc (QLD)
National Council of Churches in Australia (NSW)
National Council of Migrant Resource and Settlement Agencies (VIC)
National Ethnic Disability Alliance (NSW)
National Ethnic Multicultural Broadcasters' Council (VIC)
Office of Multicultural Interests (WA)
Pax Christi Australia (Queensland) (QLD)
Queensland Program of Assistance for Survivors of Torture and Trauma (QLD)
Refugee and Immigration Legal Service (VIC)
Refugee and Immigration Legal Service (QLD)
Refugee Council of Australia (VIC)
Refugee Council of Australia (NSW)
Refugee Resettlement Advisory Council (NSW)
Relationships Australia (TAS)
Relationships Australia SA (SA)
Returned and Services League (SA)
Riverina Regional Development Board Inc (NSW)
Romero Centre (QLD)
Rueimioh (SA)
Service for the Treatment and Rehabilitation of Torture and Trauma Survivors (NSW)
Sikh Council Of Australia (NSW)
Sikh Society of Australia (VIC)
Sioiztono (SA)
Southern Queensland Institute of TAFE (QLD)
Spiritus - Toowoomba (QLD)
St George Migrant Resource Centre (NSW)
St Vincent de Paul (TAS)
St Vincent de Paul (NSW)
Sudanese Community Association of QLD (QLD)
Surf Life Saving Australia (NSW)
The Salvation Army Australia Southern Territory (VIC)
United West African Communities of Toowoomba (QLD)
Uniting Church (NSW)
University of Southern Queensland (QLD)
Victoria Legal Aid (VIC)
Victorian Council of Churches (VIC)
Victorian Multicultural Commission (VIC)
WAFRICA (NSW)
Western African Women's Group in WA (WA)
Appendix 3 - Organisations and Individuals who provided Written Submissions

(179 submissions received)

**Individuals - Australia**

Anonymous (NSW)
Anonymous (ACT)
Anonymous (SA)
Anonymous (NSW)
David Abramovich (QLD)
Sohel Ahmed (NSW)
Nicola Alison (QLD)
Nedelia Aninias (NSW)
Julia Beisser (VIC)
Mary Beneforti (NT)
Rosalind Berry (VIC)
Jessica Blue (VIC)
Denise Cereno (NSW)
John Chesterman (VIC)
Hazel Davidson & Dorothy Court (QLD)
Chris Emery (ACT)
Marc Ferre (VIC)
Farida Fozdar (WA)
Aida Garcia (SA)
Richard Gardiner (QLD)
Ali George (QLD)
Lydia George (ACT)
Hassan Ghulam (QLD)
Ryan Ginty (QLD)
Diane Graham (NSW)
Laura Gray (NSW)
Glenda Hambly (VIC)
Vera Hardiman (VIC)
Lesley Hebden (VIC)
Michael Hopkins (SA)
Mark Hourigan (ACT)
Kamal Hussein (NSW)
Diana Innes (QLD)
Himanshu Jani (SA)
Ronald Jelleff (ACT)
James Jupp (ACT)
Mazundar Kallam (TAS)
Sunil Kamath (VIC)
Yair Kazarinov (NSW)
Christoph Krause (NSW)
Paschali Malamidis (VIC)
Margaret McBride (ACT)
Harry Minas (VIC)
Pasanna Mutha-Merennege (VIC)
Hans-Peter Naef (VIC)
Mohammed Nassar (VIC)
Elisabeth Olivastri (SA)
Nonja Peters (WA)
Ingrid Piller (NSW)
Giuseppe Preto (VIC)
Linda Rynsent (VIC)
Bruce Scates (VIC)
Br Geoff Seaman (WA)
Konstantinos-Stylianos Servis (QLD)
Sufian Shah (VIC)
Ann Sheerin (NSW)
Preet Kamal Singh (VIC)
Siva Kumar Sri Sivapurapu (VIC)
Frederika Steen (QLD)
David Sturdy (TAS)
Kathirvel Subramanian (ACT)
Anand Sundaresan (NSW)
Khandar Tarek (VIC)
Ratna Tewari (WA)
Navarathna Thirusithampalam (VIC)
Jennifer Thompson (ACT)
Rodger Todd (WA)
Kerri Towers (QLD)
Neil Travis (WA)
Greg Turner (NSW)
Shu Hua Wa (WA)
Jenny Ward (TAS)
Individuals - Overseas

Li Chi Pong
Julian Courtney-Stubs
Peter Crosbie
Simon Lam
AJ Neave
Abd Elmonim Salih

Commonwealth and State Government

Andrew Barr MLA, Acting Minister for Multicultural Affairs (ACT)
Mark Butler MP, Member for Port Adelaide (SA)
Alan Carpenter MLA, Premier - Western Australia (WA)
Petro Georgiou MP, Member for Kooyong (VIC)
Paul Henderson, Chief Minister, Minister for Multicultural Affairs (NT)
Professor John McMillan, Commonwealth and Immigration Ombudsman (ACT)

Queensland Government (QLD)
Hon Ljiljana Ravlich, Minister for Local Government; Racing and Gaming; Multicultural Interests and Citizenship; Government Enterprises; Minister Assisting the Minister for Planning and Infrastructure; Goldfields-Esperance; Youth (WA)
Tony Zappia MP, Member for Makin (SA)

Local Government Councils

City of Yarra (VIC)
Darebin City Council (VIC)
Griffith City Council (NSW)
Orange City Council (NSW)
Randwick City Council (NSW)

Ethnic Organisations

African Think Tank & The Eritrean Community in Australia (VIC)
African Workers Network (AWN) (NSW)
Ahmadiyya Muslim Association (SA Branch) (SA)
Australia/Israel & Jewish Affairs Council (NSW)
Australian Malaysian Singaporean Association (NSW)
CASE for Refugees (WA)
Chinese Australian Forum (NSW)
Chinese Australian Services Society Co-op Ltd (NSW)
Chinese Community Council of Australia Inc (NSW)
Executive Council of Australian Jewry Inc. (NSW)
Fiji Senior Citizens’ Satsang Assn of QLD Inc (QLD)
Greek Orthodox Community of NSW (NSW)
Maltese Community Council of NSW Inc (NSW)
National Council of Jewish Women in Australia (VIC)
Soroptimist International Karratha & Districts (WA)
The Association of Hazaras in Victoria (VIC)
The Australian Egyptian Association of Victoria (VIC)
WAFRICA Inc (NSW)

Non-Government and Peak Bodies

ACL Pty Ltd (NSW)
Anglicare NT (NT)
ANGLICARE Sydney (NSW)
Argyle Law - Lawyers and Consultants (TAS)
Australian Catholic Migrant and Refugee Office (ACMRO) (ACT)
Australian Council of Social Service (NSW)
Australian Legion of Ex-Servicemen and Women (VIC)
Australian Refugee Association Inc (SA)
Blacktown Migrant Resource Centre (NSW)
B’nai B’rith Anti-defamation Commission & Jewish Community Council of Victoria (VIC)
Canberra Institute of Technology (ACT)
Centre for Multicultural Youth Issues (VIC)
Chamber of Commerce and Industry - Western Australia (WA)
Community Relations Commission (NSW)
Democratic Audit of Australia (VIC)
Ethnic Communities Council of NSW (NSW)
Ethnic Communities Council of Queensland (QLD)
Ethnic Communities Council of Victoria (VIC)
Ethnic Communities Council of WA (WA)
Ethnic Disability Advocacy Centre (EDAC) (WA)
Federation of Ethnic Communities’ Councils of Australia (ACT)
Festival of Light Australia (SA)
Friends of STARTTS (NSW)
Future Directions International (WA)
Gymea Community Aid & Information Service (NSW)
House of Welcome (NSW)
Human Rights and Equal Opportunity Commission (HREOC) (NSW)
Legal Services Commission of South Australia (SA)
Migration Institute of Australia (NSW)
Multicultural Community Services of Central Australia Inc (NT)
Multicultural Disability Advocacy Association of NSW (NSW)
Municipal Association of Victoria (VIC)
Nanango Christian Faith Centre Inc. (QLD)
National Council of Women for Australia Inc Ltd (SA)
National Ethnic Disability Alliance (NSW)
National Legal Aid (TAS)
New South Wales Teachers Federation (NSW)
NSW Council for Civil Liberties (NSW)
Queensland Cricket (QLD)
RCSA Australia & New Zealand (VIC)
Refugee & Immigration Legal Aid Centre Inc (VIC)
Refugee Advice and Casework Service (Aust) Inc (NSW)
Refugee Council of Australia (NSW)
Relationships Australia (SA) (SA)
Social Policy Research Centre (NSW)
St Vincent de Paul Society - WA (WA)
St Vincent de Paul Society National Council of Australia (ACT)
Surf Life Saving Australia (NSW)
Swan Hill Uniting Church Community Issues Group (VIC)
The Australia Institute (ACT)
The Canberra Multicultural Community Forum Inc (ACT)
The Forum of Australian Services for Survivors of Torture and Trauma (VIC)
The Salvation Army Eastern Territory (NSW)
Townsville Multicultural Support Group (QLD)
Union of Australian Women - Victorian Branch (VIC)
United Nations High Commissioner for Refugees (UNHCR) (ACT)
Uniting Church in Australia (NSW)
Victorian Equal Opportunity & Human Rights Commission (VIC)
Victorian Immigrant and Refugee Women’s Coalition (VIC)
Victorian Local Governance Association (VIC)
Vision Australia (NSW)
Western Region Ethnic Communities Council - Victoria (VIC)
Women's International League for Peace & Freedom (SA)
Yarra Settlement Forum (VIC)
### Appendix 4 - Glossary of Terms

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td>AAT</td>
<td>Administrative Appeals Tribunal</td>
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<tr>
<td>ACIs</td>
<td>Australian Citizenship Instructions</td>
</tr>
<tr>
<td>the “Act”</td>
<td><em>Australian Citizenship Act 2007 (Cth)</em></td>
</tr>
<tr>
<td>AMEP</td>
<td>Adult Migrant English Program</td>
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<tr>
<td>Applicant</td>
<td>An individual who is applying for Australian citizenship</td>
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<tr>
<td>AUSCO</td>
<td>Australian Cultural Orientation</td>
</tr>
<tr>
<td>CEFR</td>
<td>Common European Framework for Reference for languages</td>
</tr>
<tr>
<td>Citizenship by conferral</td>
<td>The only process of acquiring Australian citizenship (this was previously known as ‘Citizenship by Grant’) which requires testing</td>
</tr>
<tr>
<td>Committee</td>
<td>Australian Citizenship Test Review Committee</td>
</tr>
<tr>
<td>CSWE</td>
<td>Certificate in Spoken and Written English</td>
</tr>
<tr>
<td>Delegated third party</td>
<td>An individual to whom, or an organisation to which, DIAC delegates responsibility to undertake a required task. For the purposes of this report, a delegated third party may be appointed to administer the citizenship test and application processes in regional and remote Australia or overseas.</td>
</tr>
<tr>
<td>DFAT</td>
<td>Department of Foreign Affairs and Trade</td>
</tr>
<tr>
<td>DIAC</td>
<td>Department of Immigration and Citizenship</td>
</tr>
<tr>
<td>Humanitarian Entrant - Special Humanitarian Program (SHP)</td>
<td>A person outside their home country who is subject to substantial discrimination amounting to gross violation of human rights in their home country. Humanitarian entrants under the SHP are proposed to come to Australia by either an Australian citizen, permanent resident, eligible New Zealand citizen, or a body operating in Australia.</td>
</tr>
<tr>
<td>Migrant</td>
<td>A person who is selected to enter Australia on the basis of one of several factors including skills, age, qualifications, business expertise, capital or relationship to an Australian permanent resident or citizen. Migrants (aside from Humanitarian Entrants) may enter Australia under one of three migration streams: Skilled, Family and Special Eligibility.</td>
</tr>
<tr>
<td>Refugee</td>
<td>The definition of refugee in Article 1A of the Refugees Convention as amended by the Refugees Protocol is: a person who has been assessed as having a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.</td>
</tr>
<tr>
<td><strong>Residently Eligible</strong></td>
<td>The status a person achieves when they have complied with the residence requirement under section 22 of the Act. A person who becomes a permanent resident on or after 1 July 2007 will meet the residence requirement if they have been lawfully present in Australia for four years immediately before applying for citizenship, including at least 12 months as a permanent resident immediately before applying. A person who was a permanent resident before 1 July 2007, and applies for citizenship by conferral before 1 July 2010, will meet the residence requirement if they have been present in Australia as a permanent resident for a total period of at least one year in the two years before applying, and at least two years in the five years before that date.</td>
</tr>
<tr>
<td><strong>Resource Book</strong></td>
<td>The current resource book, <em>Becoming an Australian Citizen</em>, on which the citizenship test questions are based.</td>
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<tr>
<td><strong>Secretariat</strong></td>
<td>Australian Citizenship Test Review Secretariat</td>
</tr>
<tr>
<td><strong>Social cohesion</strong></td>
<td>The ongoing process of developing a community of shared values, shared challenges and equal opportunities, based on a sense of trust, hope and reciprocity among all.</td>
</tr>
<tr>
<td><strong>Social inclusion</strong></td>
<td>Social inclusion involves giving people the opportunity to secure a job; access services; connect with family, friends, work, personal interests and local community; deal with personal crises, and have their voices heard.</td>
</tr>
<tr>
<td><strong>TESOL</strong></td>
<td>Teachers of English to Speakers of Other Languages</td>
</tr>
<tr>
<td><strong>Test Administrator</strong></td>
<td>This is currently an Australian Public Service (APS) employee, at an APS level 4 or above, of the Department of Immigration and Citizenship who has been given the responsibility of managing the conduct of a citizenship test or tests at one or more locations and is exercising that responsibility at the relevant time.</td>
</tr>
</tbody>
</table>