

MIGRATION BETWEEN THE ASIA-PACIFIC AND AUSTRALIA – A DEVELOPMENT PERSPECTIVE

by

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Outline of Presentation

- **Introduction**
- **Data Considerations**
- **Asia-Pacific-Australia Migration**
 - **Settlement in Australia**
 - **Circular Migration**
 - **Return Migration**
 - **Circular Migration to Asia-Pacific**
- **Implications for Development**
 - **Brain Drain**
 - **Unskilled Migration**
 - **Remittances**
 - **Other Effects of Diaspora**
 - **Return Migration**
- **A Development-Friendly Migration Policy for Australia**
- **Conclusion**

The Argument

- **Understanding of the interrelationship between migration and development is hampered by a structural bias in research and data collection toward immigration and destinations.**
- **Australian and New Zealand migration data allows a more realistic picture of international migration than any other OECD country. This shows considerable reciprocity and circularity rather than a simple south-north flow.**
- **This has considerable implications for the impact on origin countries.**
- **Migration can influence development positively but as a facilitating factor, not as a replacement for good development policy and requires an appropriate policy environment at origin and destination.**

Australia: A Country of Immigration

- **24 percent born overseas**
- **26 percent Australia-born with an overseas-born parent(s)**
- **630,513 persons temporarily present at 30/6/06**
- **289,300 with the right to work**
- **527,609 given temporary residence in 2005-06**
- **140,148 incoming permanent settlers in 2006-07**
- **48,214 temporary residents given permanent residence in 2005-06**
- **1 million expatriates outside Australia**

Australian Immigration Data

Stocks: **Quinquennial Censuses – suite of questions**

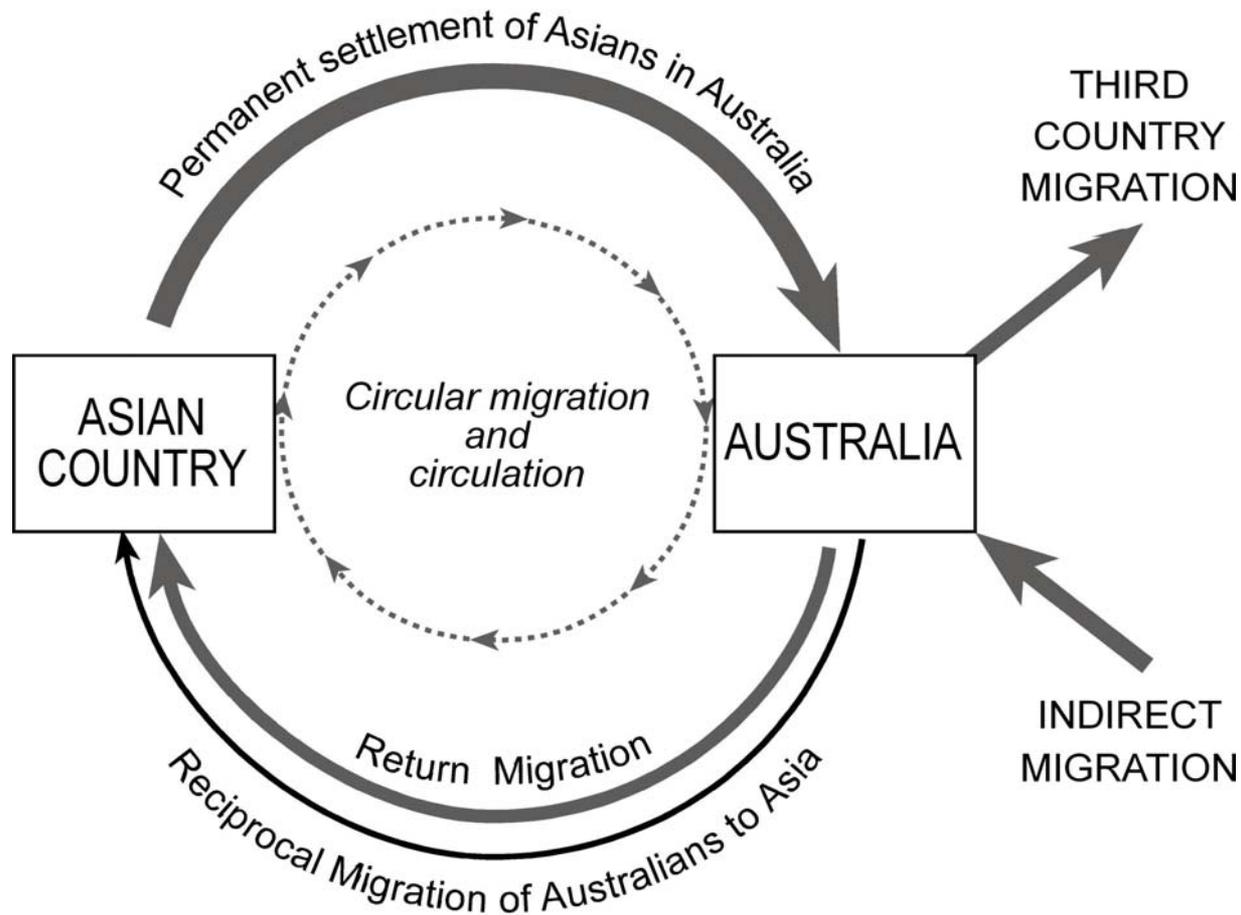
Flows: **Departure and Arrival Cards**

- ***permanent movement*** – persons migrating to Australia and residents departing permanently;
- ***long term movement*** – temporary visa holders arriving and residents departing temporarily with the intention to stay in Australia or abroad for twelve months or more, and the departure of temporary visa holders and the return of residents who had stayed in Australia or abroad for twelve months or more;
- ***short term movement*** – travellers whose intended or actual stay in Australia or abroad is less than twelve months.

Introduction of the Personal Identifier

- **Mid 1998**
- **Allows examination of all moves of specific individuals**
- **Used in current research to examine post-arrival mobility of Asia-Pacific permanent and temporary arrivals**

A Model of the Asia-Australian Migration System



Asian Permanent Migration to Australia, 1994-2006

440,954

37.3 percent of total migration

China	-	92,590
India	-	66,308
Philippines	-	41,800
Vietnam	-	30,784
Indonesia	-	29,442
Hong Kong SAR-	-	25,800

Ratio of Family:Skill

1994-94	1.23
1996-97	1.06
1998-99	0.86
2002-03	0.70
2004-05	0.61

Australia: Settler Arrivals of Asia-Born and Total Persons by Occupation, 1997-98 to 2006-07

Source: DIAC Overseas Arrivals and Departures

	Asia-Born		Total	
	No.	%	No.	%
Manager and Administrators	24,777	13.5	41,073	12.5
Professionals	96,491	52.5	135,875	41.3
Associate Professionals	18,210	9.9	34,864	10.6
Tradespersons	14,455	7.9	55,464	16.9
Adv Clerical and Sales	3,866	2.1	3,871	1.2
Intermediate Clerical, Sales and Service	14,930	8.1	25,035	7.6
Int Production and Transport	2,169	1.2	12,088	3.7
Elementary Clerical, Sales and Service	7,261	3.9	12,078	3.7
Labourers	1,771	1.0	8,659	2.6
Total	183,930	100.0	329,007	100.0

**Major shift in Australian Immigration
Policy in mid 1990s to encourage
non-permanent worker migration**

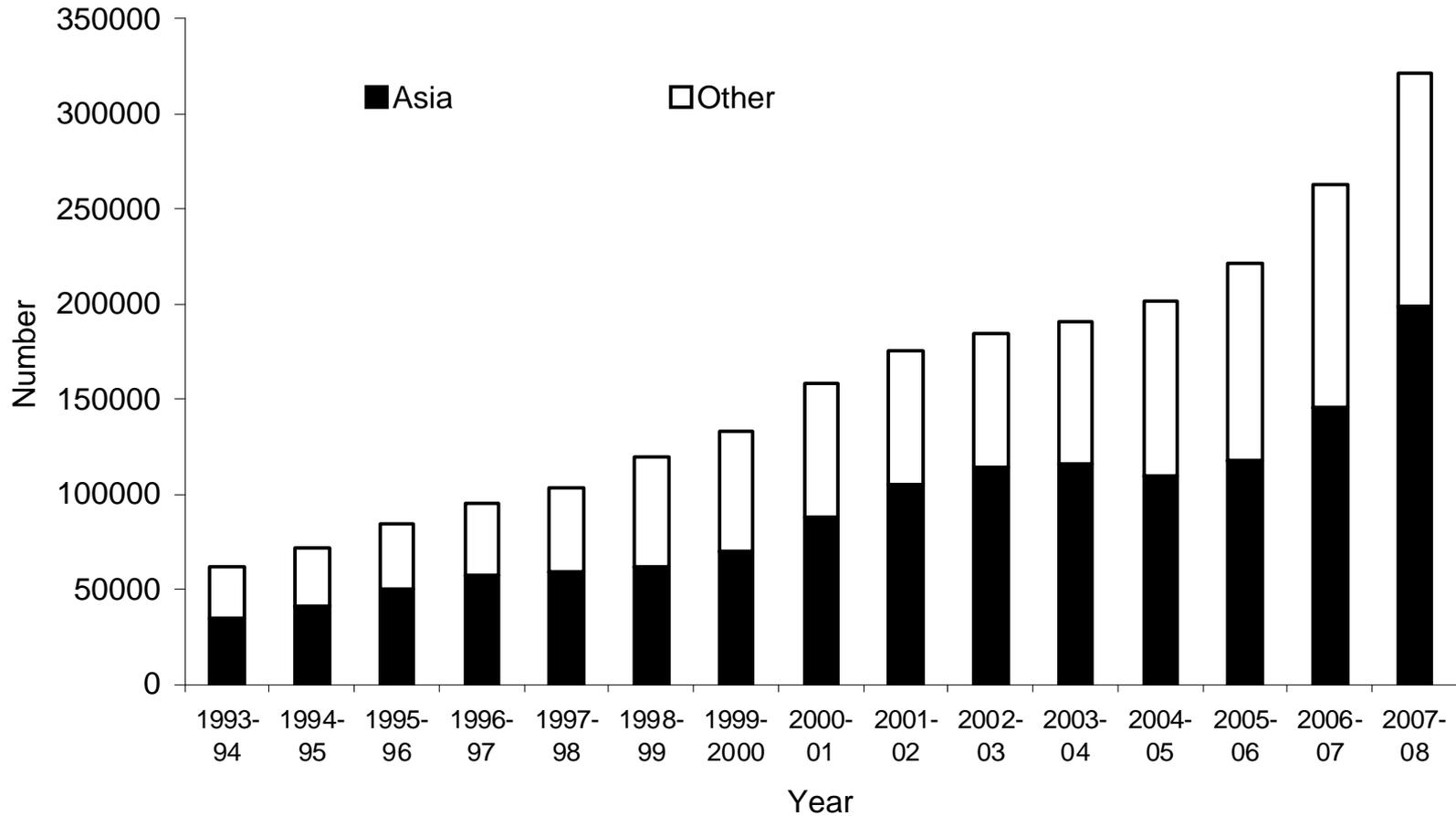
457s

Students

Working Holiday Makers

Australia: Long-Term Visitor Arrivals by Birthplace, 1993-94 to 2007-08

Source: DIAC unpublished data



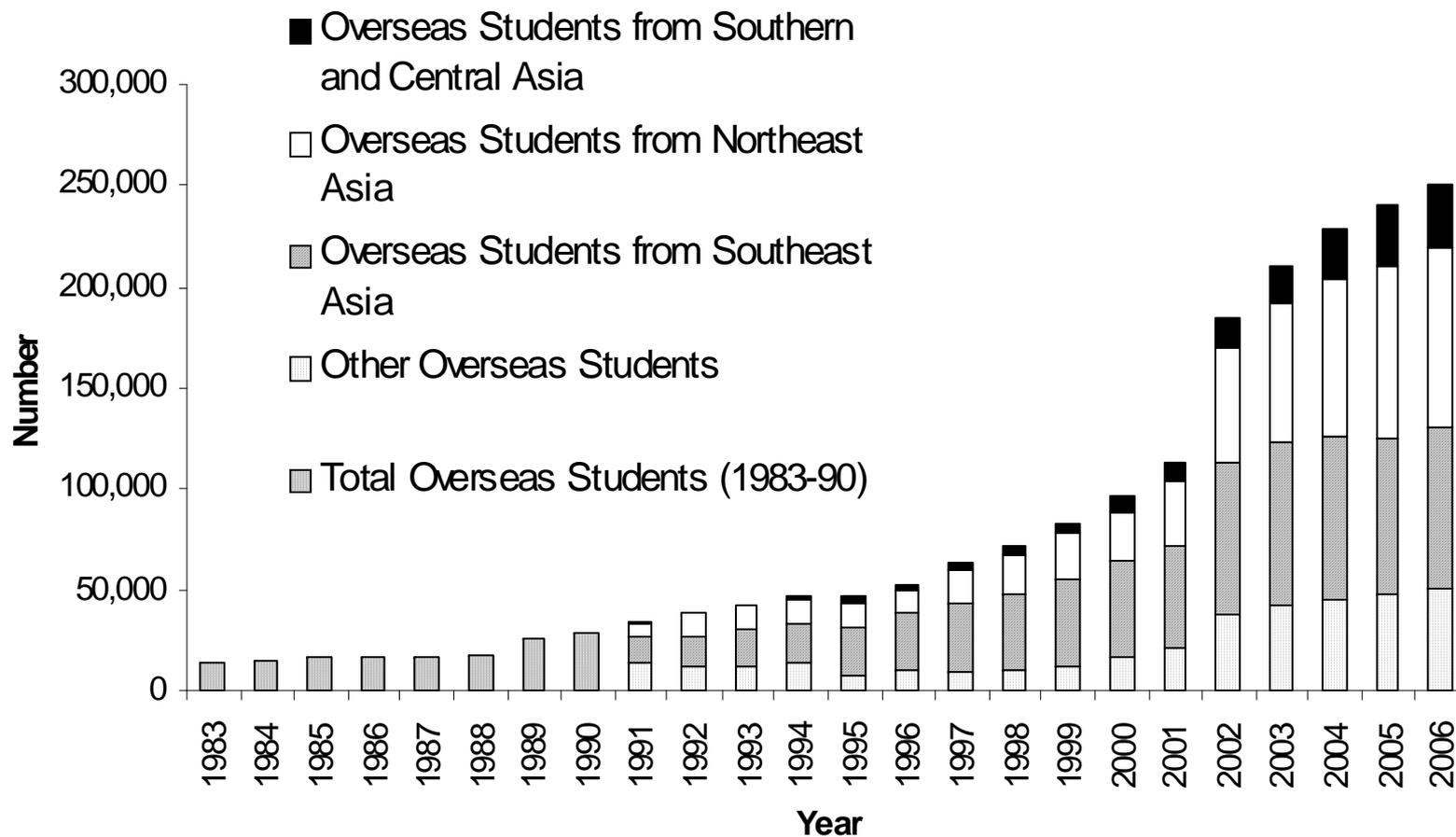
Australia: Long Term Arrivals of Asia-Born and Total Persons by Occupation, 1997-98 to 2007-08

Source: DIAC Overseas Arrivals and Departures

	Asia-born		Total	
	No	%	No	%
Manager and Administrators	61,808	16.8	215,458	15.5
Professionals	167,167	45.5	646,539	46.4
Associate Professionals	45,716	12.4	139,317	10.0
Tradespersons	25,001	6.8	115,235	8.3
Adv Clerical and Sales	7,143	1.9	36,659	2.6
Intermediate Clerical, Sales and Service	38,969	10.6	154,780	11.1
Int Production and Transport	2,581	0.7	21,094	1.5
Elementary Clerical, Sales and Service	17,313	4.7	50,531	3.6
Labourers	1,529	0.4	14,622	1.0
	367,227	100.0	1,394,235	100.0

Overseas Students in Australian Universities, 1983-2006

Source: DEST, *Students: Selected Higher Education Statistics*, various issues



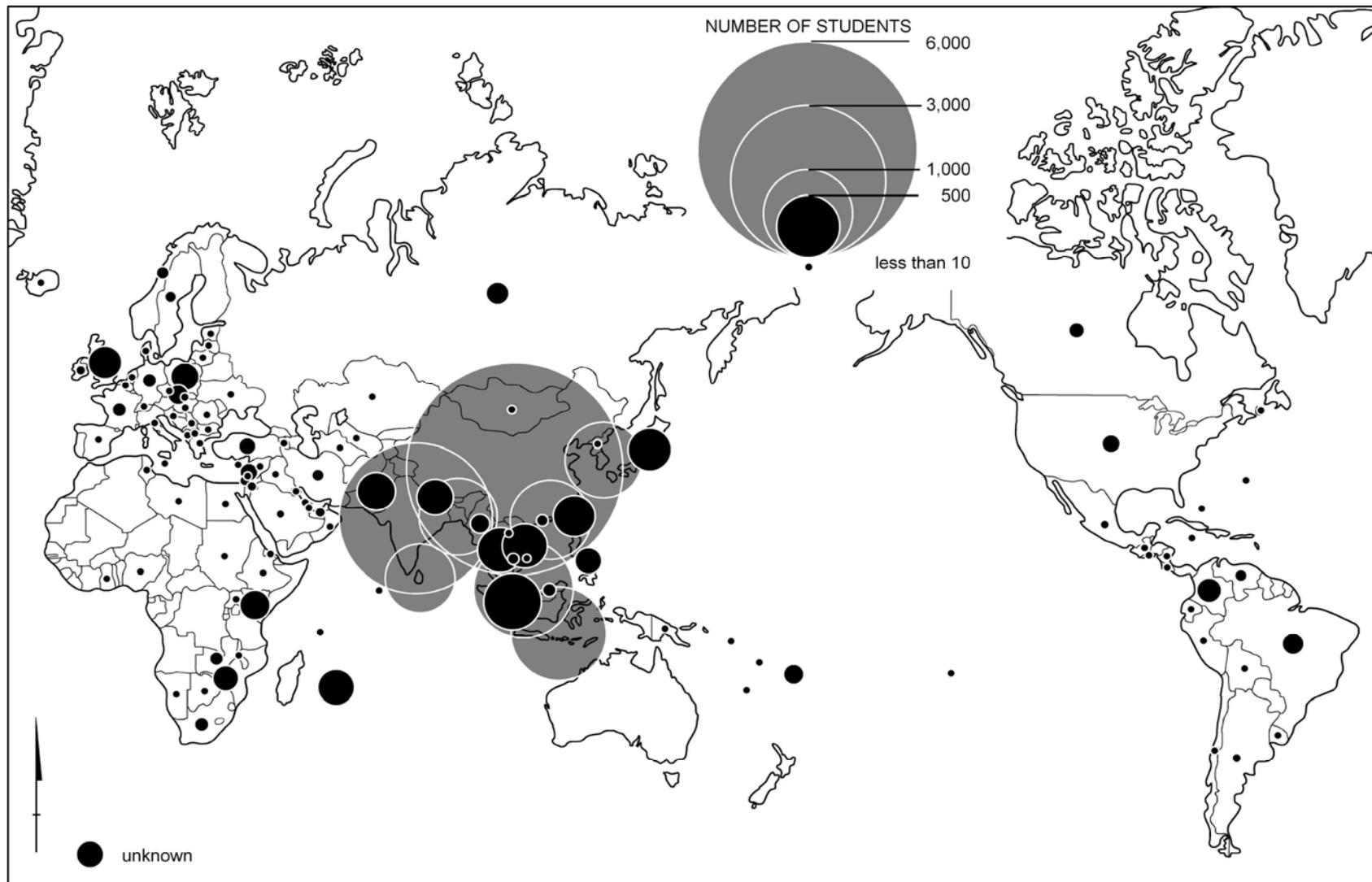
Australia: Visa Category of Permanent Additions from Asia, 2002-08

Source: DIAC *Immigration Update*, various issues

Visa Category	Onshore		Offshore		Total	
	No.	Percent	No.	Percent	No.	Percent
Skill	113,752	77.3	166,903	55.7	280,655	62.8
Family	28,427	19.3	108,589	36.2	137,016	30.7
Refugee- Humanitarian	3,338	2.3	13,668	4.6	17,006	3.8
Other	1,630	1.1	10,484	3.5	12,114	2.7
Total	147,147	100.0	299,644	100.0	446,791	100.0

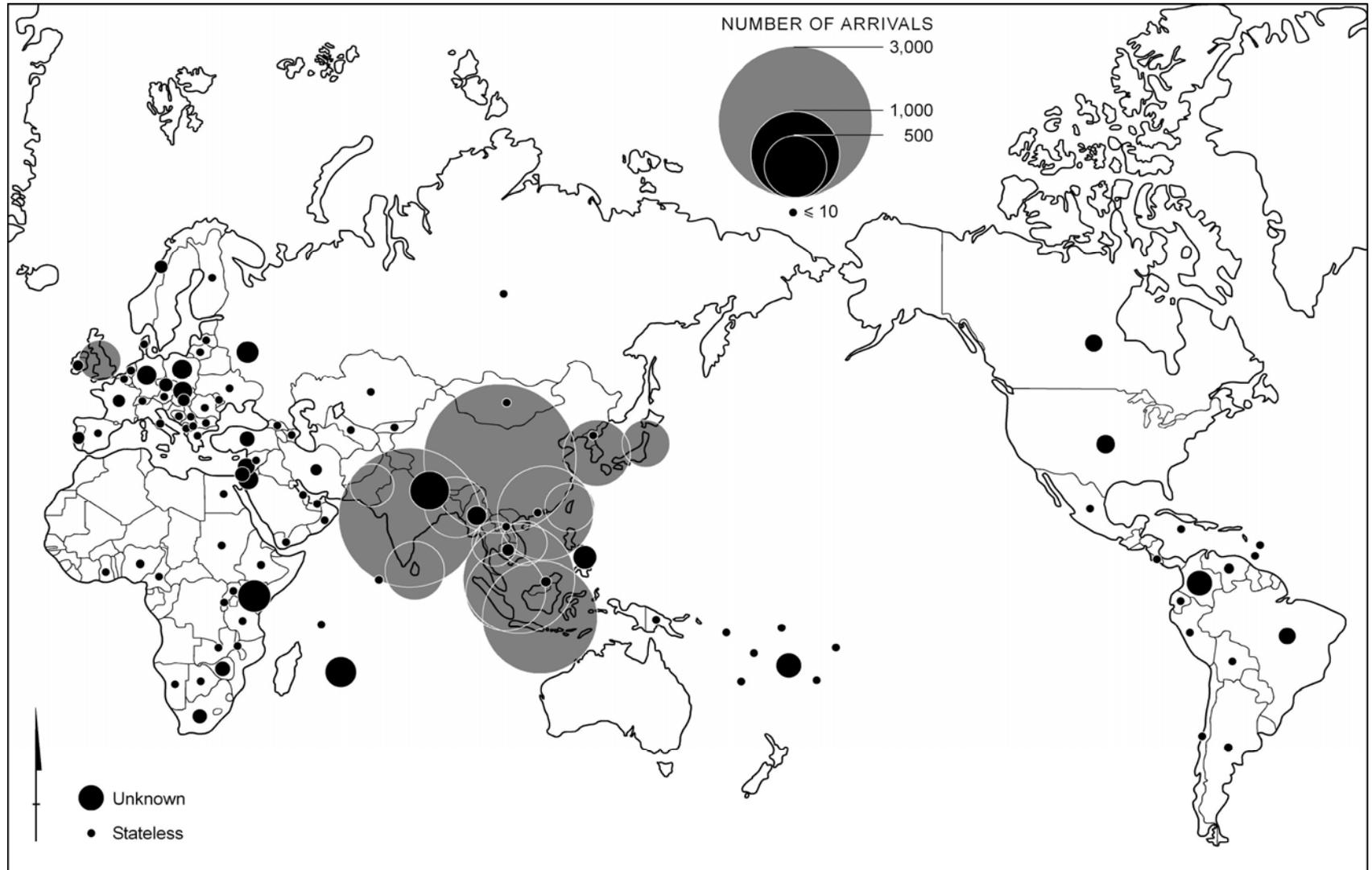
Australia: Overseas Students Transferring to Permanent Residence by Country of Citizenship, 2005-06

Source: DIAC unpublished data



Australia: Number of Skilled Stream Outcome Principles with Points for Australian Qualification by Citizenship, 2004-05

Source: Unpublished data supplied by DIAC



Temporary Labour Migration

- **Even more focused on skill than permanent migration**
- **Increasing ‘designer migration’ – transfer from temporary to permanent residence**

**The Overwhelming Perception
Among Policy Makers Is Of A
One Way Flow Of Skilled
Migrants From Asian Countries
To Australia**

**To what extent are there flows in
the other direction?**

Australia: International Permanent Migration Permanent Departures as a Proportion of Arrivals, 1994-2006

Country	Arrivals	Departures	Percent
China	75,563	21,273	28.2
India	44,097	1,427	3.2
Singapore	43,394	22,861	52.2
Philippines	38,639	3,049	7.9
Hong Kong	37,797	39,627	104.8
Malaysia	29,214	6,272	21.5
Indonesia	28,686	10,020	34.9
Vietnam	26,947	6,181	22.9
Thailand	15,075	6,534	43.3
Pakistan	14,484	288	2.0
Taiwan	14,194	7,452	52.5
Sri Lanka	14,064	444	3.2
South Korea	9,712	8,117	92.7
Japan	8,757	3,678	37.2

Northeast Asia - 55 percent

Southeast Asia - 29.9 percent

Southern Asia - 3.1 percent

Total - 33.6 percent

Australia-Born Departures to Asia

- **54,264 in 1994-2006**
 - **38.6% of permanent departures**
 - **Equivalent to 13% of Asia-born arrivals**
- **Includes many Australia-born children of immigrants**

Australia: Asia-Born Permanent Arrivals and Departures by Occupation, 1997-98 to 2005-06

Source: DIAC Overseas Arrivals and Departures

	Permanent Arrivals	Permanent Departures	Net Gain	Net Gain as Percent of Total Arrivals
1. Manager & Administrators	21,698	9,092	12,606	58.1
2. Professionals	85,638	14,262	71,376	83.3
3. Associate Professionals	14,826	8,286	6,540	44.1
4. Tradespersons	12,285	2,610	9,675	78.8
5. Adv Clerical & Sales	3,459	983	2,476	71.6
6. Intermediate Clerical, Sales & Service	12,689	4,801	7,888	62.2
7. Int Production & Transport	1,942	1,047	895	46.1
8. Elementary Clerical, Sales & Service	6,929	3,172	3,757	54.2
9. Labourers	1,482	1,225	257	17.3
Total	160,948	45,478	115,470	71.7

Hence Asian-Australian Migration Is By No Means A One Way Flow:

	1993-2007
Asia-Born Moving To Australia	560,111
Asia-Born Moving From Australia To Asia	97,552
Australia-Born Moving From Australia To Asia	72,773
Net Migration	389,786

However Other Elements

- **Remigration 'Brain Bypass' (Biao 2004, 164)**
- **Temporary Return Migration- Circular Migration**
- **Virtual Return Movement**

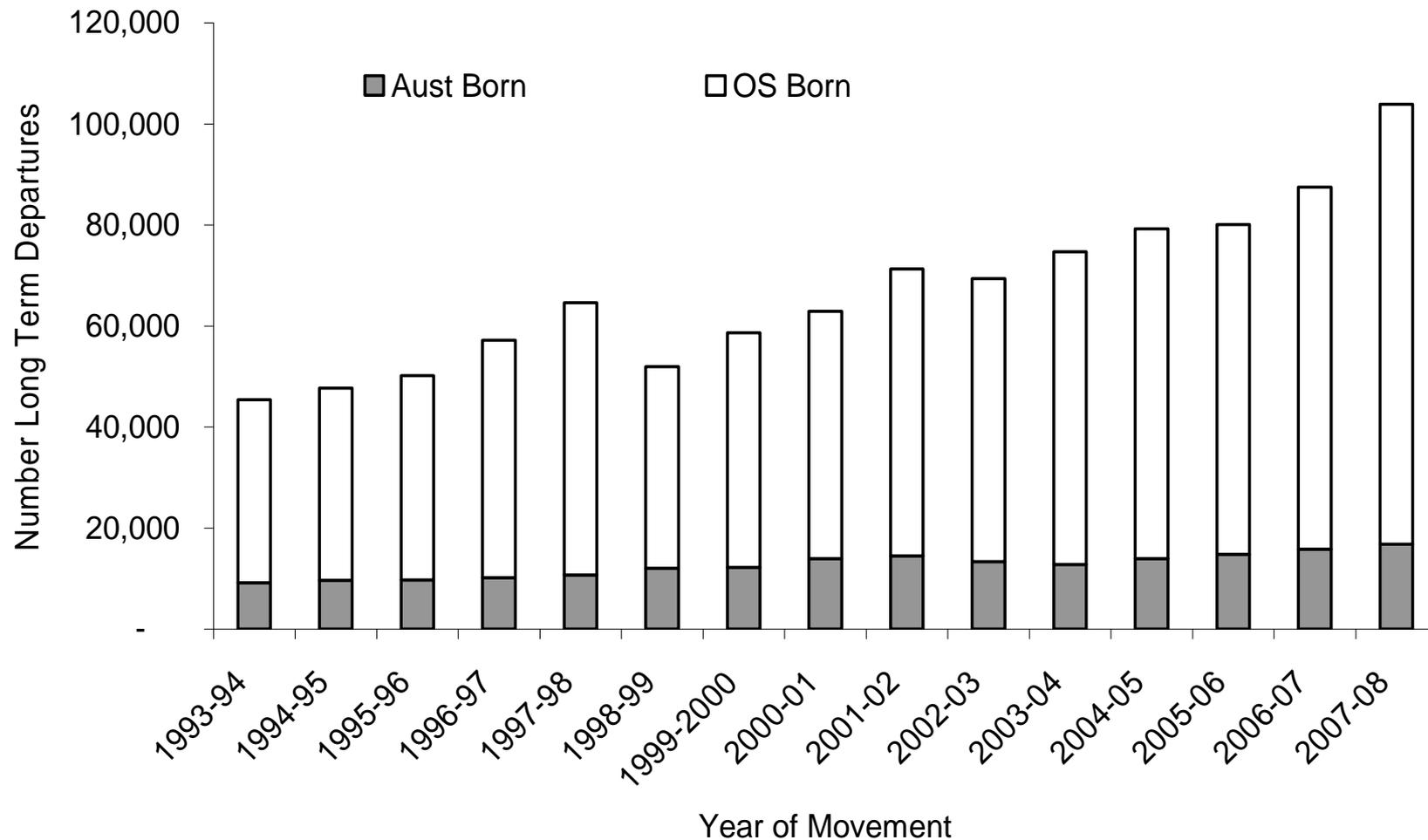
Australia: Permanent Departures of Asia-Born According to Whether They Return to Their Birthplace or a Different Country 1993-2007

Source: DIAC unpublished data

Country of Birth	Arrivals	Departures	Percentage Returning to Country of Birth	Ratio of Arrivals to Departures
China	107,339	25,919	57.4	4.1
India	82,447	3,631	22.0	22.7
Singapore	19,354	3,075	53.0	6.3
Hong Kong	30,227	20,700	84.6	1.5
Philippines	51,540	3,395	44.5	15.2
Malaysia	27,881	5,350	34.4	5.2
Vietnam	39,351	8,874	57.1	4.4
Indonesia	31,768	6,359	74.6	5.0
Taiwan	18,073	8,350	80.3	2.2
Burma	5,977	277	10.5	21.6
Cambodia	9,618	1,013	29.1	9.5
Laos	465	173	28.0	2.7
Thailand	13,171	2,517	74.8	5.2
Japan	8,456	2,864	77.8	3.0
South Korea	14,802	3,811	74.9	3.9
Bangladesh	8,665	228	25.4	38.0
Nepal	2,250	37	8.1	60.8
Pakistan	12,163	520	31.3	23.4
Sri Lanka	25,052	1,285	24.0	19.5
Afghanistan	13,643	254	12.2	53.7

Australia: Long Term Departures to Asia of Australia and Overseas-Born, 1993-94 to 2007-08

Source: DIAC unpublished data



Australia: Short Term Resident Departures to Asia of Australia and Overseas-Born, 1993-94 to 2007-08

Source: DIAC unpublished data



Note: Data not available for 2001-02

Average Number of Times Left Australia, 1998-2006: Settlers

<u>Birthplace</u>	<u>Average</u>
China	6.1
India	5.5
Singapore	10.2
Indonesia	10.3
Thailand	6.2
Vietnam	4.8
Hong Kong SAR	5.0
Philippines	9.4
Sri Lanka	6.2

Average Number of Visits by Foreigners, 1998-2006

<u>Current Residence</u>	<u>Average</u>
China	4.8
India	4.7
Singapore	6.5
Indonesia	6.4
Thailand	5.3
Vietnam	4.4
Hong Kong SAR	5.6

Australia: Asia-Born Short Term Resident Departures by Country of Destination (Asia) by Reason for Travel, 2007-08

Source: DIAC unpublished data

Reason for Travel	Number	Percent
Exhibition	888	0.1
Convention / Conference	10,072	1.5
Business	80,004	11.8
Visiting friends/relatives	332,834	49.1
Holiday	215,176	31.8
Employment	15,617	2.3
Education	5,393	0.8
Other	17,661	2.6
Not stated	31,766	
Total	709,410	100.0

Australia: Asia-Born Residents Making Short Term Visits to Asia by Country of Destination and Reason, 2007-08

Country of Destination	Total Number of Visits	Percent Not Visiting Family/Friends Holiday
China	124,423	29.1
Thailand	32,289	13.4
Vietnam	57,896	11.5
Indonesia	45,051	26.7
Malaysia	67,640	22.9
Korea	19,477	31.9
Philippines	45,377	15.8
Singapore	57,126	34.6
Japan	32,260	22.4
India	64,311	14.8
Sri Lanka	15,227	15.7
Pakistan	8,270	14.8
Total	709,414	19.1

Implications

- **Australian data show conclusively the complexity and circularity in Asia-Australian migration.**
- **Need to reconceptualise south-north migration because of significance of return and circular migration.**
- **Indicates substantial potential for enhancing positive impacts on Asian origin countries.**
- **Substantial blurring between permanent settlement and temporary migration.**

Implications for Development in Origin: Brain Drain

- **Increasing selectivity of both permanent and temporary migration**
- **Two particular concerns in Australia:**
 - **Small countries**
 - **In medical/health area**

Brain Drain in the Pacific

(Connell, 2003)

- **‘Brain drain’ has been excessive in several small Pacific Island countries such as the Cook Islands, Tonga, Fiji and Samoa where it has hindered development and reduced the welfare and bargaining position of those countries.**
- **Ironically some of these migrants become part of a ‘brain loss’ or ‘brain waste’ because their qualifications, despite getting them entry, are not recognised by appropriate occupational licensing bodies in the destination.**
- **Although data are poor or non-existent, he considers return migration to be very limited.**
- **It is unusually difficult to replace the skilled migrants in small island states because of the duration of training involved and the limited local demand for particular skills.**

Australia: Change in Medical Workforce From Asia and the Pacific, 2001-06

Source: ABS Australian Censuses

Region of Birth	Doctors			Nurses		
	2001	2006	Change	2001	2006	Change
Pacific (minus New Zealand)	368	453	23.1	4,651	5,691	22.4
SE Asia	3,780	4,649	23.0	6,630	8,479	27.9
NE Asia	1,604	2,076	29.4	1,996	3,281	64.4
S Asia	2,855	4,849	69.8	1,328	2,284	72.0
Total	8,607	12,027	39.7	14,605	19,735	35.1

Australia: Arrivals and Departures of Skilled Health Workers, 1993-2006

Source: DIAC unpublished data

Doctors	Permanent				Long Term			
	Arrivals	Departures	Migration Effectiveness	Net	Arrivals	Departures	Migration Effectiveness	Net
Africa (not incl N Africa)	340	28	84.7	312	1,702	824	34.8	878
Asia	2,812	989	48.0	1,823	9,376	6,254	20.0	3,122
New Zealand	1,788	773	39.6	1,015	1,631	950	26.4	681
Other Oceania	106	43	42.3	63	531	638	-9.2	-107
Europe and UK	1,491	1,097	15.2	394	11,608	8,224	17.1	3,384
North America	215	437	-39.0	-222	2,547	2,378	3.4	169
South America	72	22	53.2	50	194	139	16.5	55

(continued)

Nurses	Permanent				Long Term			
	Arrivals	Departures	Migration Effectiveness	Net	Arrivals	Departures	Migration Effectiveness	Net
Africa (not incl N Africa)	892	80	83.5	812	2,560	975	44.8	1,585
Asia	3,758	825	62.6	2,933	7,041	5,897	8.8	1,144
New Zealand	4,104	2,799	18.9	1,305	3,392	2,333	18.5	1,059
Other Oceania	372	225	24.6	147	630	1,123	-28.1	-493
Europe and UK	5,861	3,792	21.4	2,069	23,904	18,458	12.9	5,446
North America	576	1,690	-49.1	-1,114	3,982	2,980	14.4	1,003
South America	47	58	-10.5	-11	192	254	-13.9	-62

Debate in Australia

- **Developing a code of conduct for ethical recruitment.**
- **The possible reimbursement of the sending country for costs incurred in training of personnel.**
- **The need for more training of health worker in Australia.**
- **Selectively limiting proactive recruitment of skilled health professionals.**
- **Better supporting health care training systems in less developed countries.**
- **Encouraging the return of these doctors after they complete a period in Australia.**

Circular Migration of Low Skilled Workers

- **International discourse**
- **Longstanding opposition in Australia**
- **New seasonal agricultural worker schemes in Australia and New Zealand**

Australia: Proportional Breakdown Of Origins of Horticultural Workforce

Source: National Farmers Federation 2008, 13

Source	Percent of Workforce
Backpackers	38
Locals	34
Non Local Australians Ages Less than 55	12
Students	7
Non Local 'Grey Nomads' Over 55	4
Other	5

Arguments Against

- **The high level of unemployment in Australia would suggest that growers are not paying adequate wages or providing appropriate conditions for workers.**
- **It would undermine the integrity of Australia's immigration program in that:**
 - **it involves unskilled workers;**
 - **it is discriminating in that it is only available to people from one region.**
- **It has been questioned whether the Pacific Island workers would indeed gain from the migration because of the high costs of travel in relation to the type and amount of work available and the wages paid.**
- **The negative impact of the loss of human resources on the economies of home nations.**

Arguments For

- **It meets a labour shortage in Australia.**
- **It involves workers from a very poor nation with substantial labour surpluses.**
- **In small nations an influx of remittances may have a measurable impact on the local economy.**
- **The countries are located very close to Australia and figure strongly in the nation's security considerations.**

Additional Factors

- **Climate Change – Tuvalu and Kiribati**
- **Nauru island – phosphate mining**

Remittances

With some exceptions – low levels of outflow

- **Increasing emphasis on skill**
- **Inflow associated with students A\$14.2 billion industry in 2007**
- **Little data: in balance of payments data ‘other sectors’ item has been around A\$3 billion in recent years**

Australia: Remittances Sent to Relatives by Immigrants According to Visa Category of Arrival

Source: Longitudinal Survey of Immigrants to Australia, unpublished data

	None	Less than \$1,000	\$1,000-\$5,000	\$5,001- \$10,000	\$10,001 +
Family					
1 st Interview	97.6	6.2	1.0	0.1	0.1
3 rd interview	72.1	12.7	11.9	1.9	1.3
Skill					
1 st Interview	92.0	5.1	2.4	0.2	0.1
3 rd interview	69.6	6.0	14.4	4.6	4.5
Humanitarian					
1 st Interview	90.5	8.8	0.7	-	-
3 rd interview	55.4	21.1	18.1	3.0	2.5
Total					
1 st Interview	92.1	6.3	1.3	0.2	0.1
3 rd interview	68.9	12.3	13.6	2.8	2.3

Fiji and Tonga Estimates of Total Remittances, 2004 (US\$)

Source: Brown 2008

	Fiji	Tonga
Remittances Received Per Capita	\$370.88	\$753.02
Population	836,002	98,322
Percent Who Are Recipients	42	90.9
Total Remittances (US 000\$)	\$130,343	\$67,330
As Percent of GDP	6.2	41.8
As Percent of Exports	8.3	154.2

Survey of Horn of Africa Settlers in Melbourne and Adelaide: Income and Remittances in A\$, 2008

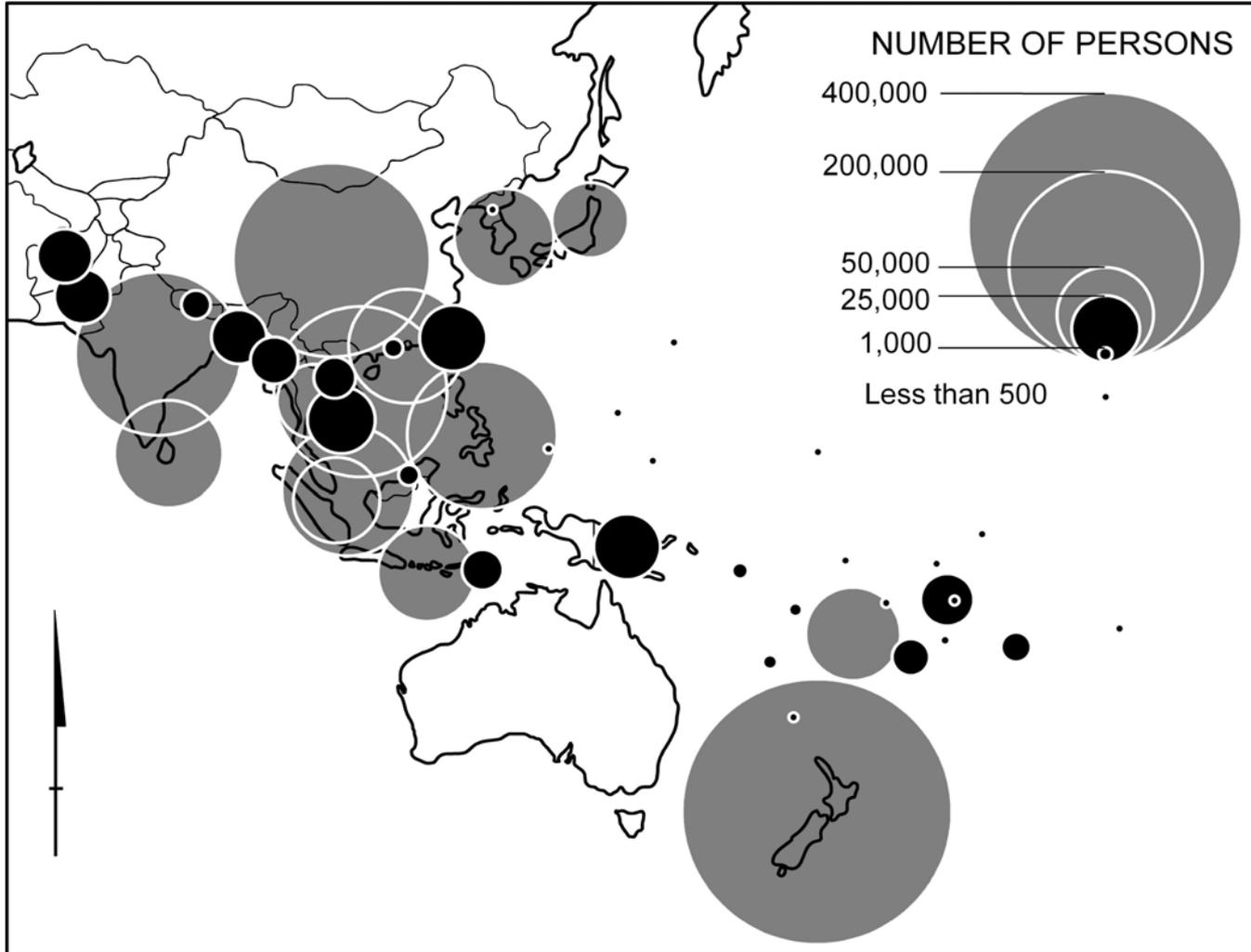
Source: Wege, forthcoming

Annual Income	Number	Percent Not Remitting	Average Annual Remittance (\$)
Less than \$10,000	105	74.2	1,500
10,000-20,000	70	91.4	4,039
20,001-30,000	51	90.2	3,815
30,001-40,000	60	96.7	3,543
40,001-50,000	30	96.7	3,190
Over 50,000	20	90.0	4,083

- **Establish the extent of remittance flows out of Australia and especially those directed toward poorer nations.**
- **Examine the work currently being undertaken in agencies such as the World Bank and Asian Development Bank, which are designed to facilitate the flow of such remittances, the reduction of the rent-taking and overheads associated with them and the provision of facilities to encourage their productive and effective use by the recipients.**

Australia: Persons Born in the Asia-Pacific by Country of Birth, 2006

Source: ABS 2006 Census



Role of Diaspora

- **Strong official policy of multiculturalism which has focused on cultural maintenance**
- **Dual citizenship introduced in 2002**
- **No official encouragement of diaspora linkages**

Survey of Indian and Chinese Academics in Australia: Professional Linkages Maintained with India, 2007

Source: Hugo 2008

Type of Linkage	India Percent (n=111)	China Percent (n=239)
Running Seminars/Courses in India	41.1	61.0
Training Indian/Chinese Students in Australia	27.0	51.5
Editing a Book with an Indian/Chinese Scholar	19.3	19.5
Collaborative Research with Indian/Chinese Scholars	50.0	65.6
Gave Academic Papers in India/China	71.4	59.5
Consulting in India/China	14.0	24.6
Have a Company that Works in India/China	7.2	3.9
Visit Colleagues in India/China Regularly	73.0	69.0

Survey of Indian and Chinese Academics in Australia: Frequency of Contact with India and China, 2007

Source: Hugo 2008

Frequency of Contact	India Percent	China Percent
Visit Family in India/China Regularly	89.7	84.4
Visit India/China at Least Once a Year	57.1	59.9
Contact India/China at Least Weekly	61.0	56.5

Return Migration

- **No policy**
- **A major conceptual shift would be involved**

A Development Sensitive Migration Policy?

To begin with such a policy should *not* involve:

- any loss of national sovereignty and/or reduction in the total control over who can enter Australia or settle in Australia;
- any sacrifice of the undoubted benefits of international migration to Australian economy, society and culture.

- **Fundamentally it involves examining and considering the benefits and impacts of a particular migration policy, not only from the perspective of the destination country but also from that of the origin countries.**

Main Elements

- **Brain drain**
- **Circular migration**
- **Fostering diaspora linkages**
- **Engagement of diaspora in development**
- **Remittances**

Policy Implications

- **Australian Government thinking in migration policy still largely based on the centrality of permanent migration. Little understanding of complex linkages involving, and established by, population movements with Asia and the Pacific.**
- **Circularity, reciprocity and complexity are structural features of Asian and Pacific migration to Australia, not a peripheral or ephemeral feature.**
- **However the current impacts and potential of these patterns are not well understood**
- **Implications for Australia's wider economic, social and political linkages with Asia.**

Conclusion

- **No substitute for good governance and social economic policy – subsidiary role**
- **Sensitivity to issue in the region**
- **Need for policy at both origin and destination**
- **Need for bilateral and multilateral cooperation – many promising signs regarding this since 9/11**
- **Need for mixing of immigration and development assistance in destination country policy and practice**
- **Conceptual leap needed**