



POPULATION DISTRIBUTION EFFECTS OF MIGRATION IN AUSTRALIA

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GLOSSARY

ABS	Australian Bureau of Statistics
CBCS	Commonwealth Bureau of Census and Statistics
CD	Collectors' District
CSIRO	Commonwealth Scientific and Industry Research Organisation
DEST	Department of Education, Science and Training
DIAC	Department of Immigration and Citizenship
DIMA	Department of Immigration and Multicultural Affairs
DIMIA	Department of Immigration, Multicultural and Indigenous Affairs
DP	Displaced Persons
ER	Escalator Region
GFC	Global Financial Crisis
LGA	Local Government Area
LOTE	Language Other Than English
LSIA	Longitudinal Survey of Immigrants to Australia
MES	Mainly English Speaking
MESC	Mainly English Speaking Country
MNESC	Mainly Non English Speaking Country
NES	Non English Speaking
NILF	Not In the Labour Force
NOM	Net Overseas Migration
OASD	Outer Adelaide Statistical Division
ROS	Rest of State
ROT	Rest of Territory
SD	Statistical Division
SLA	Statistical Local Area
SRP	Settlement Reporting Facility (operated by DIAC)
SSRM	State Specific Regional Migration
TFR	Total Fertility Rate
TPV	Temporary Protection Visa
WHM	Working Holiday Makers
457s	Visa Category 457 for working holiday makers, overseas students and long stay and temporary business migrants/entrants

EXECUTIVE SUMMARY

This project was commissioned by the Department of Immigration and Citizenship (DIAC), and has five main components.

- An analysis of population movement for Australia, at the statistical division level, detailing intrastate, interstate and net migration against a range of demographic, productive and human capital criteria.
- An analysis of the mobility patterns for recent migrants, along similar lines to that undertaken for the total population.
- An investigation into the effects and impacts of recent migration on population, the labour and housing markets, and general infrastructure, and recent migrants' impact on fertility.
- Development of future migration scenarios between now and 2021
- The implication of various future migration scenarios, in terms of population and migration policies, regional development, and provision of services related to education, health, housing, and issues such as sustainability and community harmony.

International migration has contributed significantly to post war population growth. Without it Australia's current population would be less than 13 million. Where immigrants settle influences their adjustment to life in Australia as well as having economic, social, cultural and environmental impacts. Further, government policy is increasingly influential. Immigrant settlement remains a neglected dimension of Australian (and global) migration and settlement policy and research. The first chapter outlines the objectives of the study and provides important background on the distinctive distribution of the Australian population and the drivers of change which impinge upon that distribution, as well as describing some of the unique methodological approaches that have been employed in the research.

Chapter 2 details many characteristics of internal migration between Australia's 60 statistical divisions for the total population between 2001 and 2006. As well as assessing internal migration on the basis of gender and age, the chapter also looks at the movement of persons with a range of other attributes, such as Australian born and overseas born, country of birth (defined as mainly English speaking countries and mainly non-English speaking countries), ability to speak English, and a range of human capital variables, including level of education, occupation, income, industry of occupation and labour force status. The main findings of the chapter are:

- Huge net internal migration losses in Sydney. Its only net migration gain was among the 15-24 year age group, but even here its gain was the lowest among the capital cities. It appears that aspects of Sydney's environment – be it economic or social – have a negative impact in terms of both attracting and keeping people.
- In Melbourne, levels of net migration loss for most variables were less than that recorded for Sydney, often at levels of up to one fifth of those occurring in Sydney.
- Brisbane is the standout capital in terms of net internal migration. It experienced gains through net migration across almost all areas – and only recorded losses in mining and primary industry employees.

- For mainly non-English speaking group (MNESEC) mobility, Melbourne showed a virtually balanced situation between arrivals and departures.
- The 15-24 years cohort is the most unique mobility group. It was larger than any other age group, and showed net migration growth in all the capital cities, plus one other SD, and losses elsewhere throughout the country.
- The largest mobility group was movers with Year 12 education or less, including no schooling, with 1.4 million moves between 2001 and 2006.
- Three related socio-economic groups – movers with a bachelor degree or higher, professional and managerial occupations and high income – recorded more interstate moves than intrastate moves.
- The only other group for which interstate moves exceeded intrastate moves was for persons born in mainly non-English speaking countries.
- A large number of SDs recorded net losses for persons in Clerical and Sales and Community and Personal Services occupations, due to contractions in services provisions throughout rural Australia. This occurred for no other occupation.
- Persons employed in primary industry had net losses in every capital city.
- All capital cities reported net losses for persons in mining industries, except Perth, where fly in fly out employment conditions predominate for this mobility group.

In Chapter 3 the main goal is to assess internal migration based on relativities, rather than on absolute value, which had been the emphasis in Chapter 2. In the first part, the migration effectiveness ratio (MER) is used to identify internal migration effectiveness in each SD. The MER relates net migration (the difference between arrivals and departures in any area) to total migration (the sum of arrivals and departures in any area), expressed as a percentage, and produces values between 100 and minus 100. The MER allows areas to be compared to determine whether migration in one area is more effective than in others, or whether migration is the same in two areas, *regardless of the fact that the actual numbers in each area may be different*. High MERs – generally above 15 percent – represent “hot spots” for intrastate and interstate internal migration. The MER analysis in the chapter has several key findings:

- Not surprisingly, the main SDs identified in Chapter 2 remain unchanged, as do the general patterns of internal migration, because the same underlying processes are still at work.
- There are SDs where relatively small ins and outs numbers, and net migration, have generated MERs equivalent to those in statistical divisions with much larger ins and outs numbers. A number of these are located in Tasmania (Southern, Mersey-Lyell and Northern), Victoria (Barwon, Loddon, and Goulburn) and South Australia (Outer Adelaide, Yorke and Lower North). In these localities, net migration, be it intrastate or interstate, is effective. For policy makers the implication may be as simple as indicating that “critical” thresholds are being approached, and these can be used to anticipate the arrival of a newer demographic, and the demand for changed infrastructure demand and services.
- In terms of intrastate migration, the most effective statistical divisions seem to be located in New South Wales. This would seem to highlight the flight from capital to “coast”, whether it is to the north coast or to the south coast. A

group of similar SDs is located in central Victoria. In Queensland, there are fewer SDs with high effectiveness for intrastate migration, suggesting probably that most Queenslanders are happy with their location and do not need to shift, even in retirement. Darwin and Hobart each have high MERs for intrastate migration. The MER approach, therefore, is good for identifying areas which are attractive to the “locals”.

- The MER approach indicates a new dimension to internal migration which emphasises a “drift” from the cities, by identifying areas within states which have effective intrastate mobility, regardless of absolute numbers. The drift from the cities is growing, especially within the older population, and the baby boomer cohort.
- In terms of interstate migration, the MER analysis has demonstrated the power of Queensland, and how this power is concentrated not just in the south east corner of the state, but how it extends along its entire coastal region. It is driven by mobility in not only the retirement group, but also by particular age groups, labour force groups and occupational groups. In Southern in Tasmania, its interstate MER highlights the role that interstate migration has played in the population and economic decline turnaround that Tasmania has experienced during this decade.

A second approach in Chapter 3 compared the net migration for a particular variable in any area during a given period with the actual population change (for the same variable) in the area during the same period. The approach developed a classification, or typology, of SDs in terms of net migration and population change, and the spatial dimensions of this typology has implications for population redistribution in Australia. Overall, the approach identified “real winners” and “real losers” SDs. Localities which experienced net migration gain, and total population gain, are very much “hot spots” for population growth. On this evidence, seven hot spots occur in Queensland, five in Victoria, four in NSW, three in Tasmania and two in each of SA and WA, as shown in the table below.

Dominant "sinks"	Dominant "sources"
Wide Bay-Burnett	Central West - Qld
Outer Adelaide	North West
South West - WA	Northern Territory - Bal
Hunter	South West - Qld
Loddon	Kimberley
Barwon	Australian Capital Territory -
Mackay	North Western
Brisbane	Central
Moreton	South Eastern - WA
Southern	
Far North	
Mid-North Coast	
Richmond-Tweed	
East Gippsland	
Yorke and Lower North	
Fitzroy	
Perth	
Goulburn	
South Eastern - NSW	
Murray	
Northern - Qld	
Greater Hobart	
Mersey-Lyell	

Chapter 4 has three aims. Firstly, to assess the impact of settlement of recently arrived international immigrants on the changing distribution of population in Australia. Secondly, to define the distribution of the Australia-born and overseas-born populations. Thirdly, to compare the internal migration patterns of recently arrived migrants with those of the Australia-born. A range of comprehensive data is used to assess the impact of international migration on population distribution. The analysis confirms a stability in Australia's population distribution, the major lineaments of which have changed little over the last century. However, it is a deceptive stability since there is a great deal of dynamism and international migration is an important element of this dynamism. International migration has been of significance in Australia's urbanisation and in changing the composition of Australia's urban populations. Immigration is the key demographic process in the development of Australia's major cities, especially the 'Gateway City' of Sydney, and is not only the major demographic engine of growth, but plays an important role in economic and social change. There has been a significant, albeit small, shift in the settlement patterns of immigrants in recent years, as immigration plays an increasingly significant role in regional and state development in Australia, by being explicitly factored into economic planning at state, regional and local levels. International migration had a substantial offsetting impact on the large net migration losses Sydney and Melbourne experienced between 2001 and 2006. A further finding has been the slight shift temporally in the tendency for migrants to choose capital city locations, although for recent migrants and those from mainly non-English speaking countries, the evidence suggests still that the capital cities remain the preferred locations for migrants.

In Chapter 5, analyses undertaken for the total population are repeated for recent migrants who arrived in Australia between 1996 and 2006. A number of significant findings were produced:

- Interstate mobility was dominant among recent migrants, in direct contrast to patterns exhibited by the total population. Generally, the proportion of interstate movers was 60 percent or higher. This may suggest that the initial state of location is not suitable for the needs of recent migrants. Understanding the reasons for this internal mobility characteristic could result in considerable savings and efficiencies not only for the movers but also for government agencies.
- Sydney statistical division consistently experienced substantial net migration losses, regardless of mover characteristics, which were not matched by the other capitals.
- Among recent migrants, Melbourne was consistently favoured over Sydney. Often positive net gains for Melbourne contrasted with net losses for Sydney, rather than smaller net losses for Melbourne compared with Sydney. Clearly, Melbourne possesses attributes not present in Sydney. Understanding the nature of this attraction may provide policy directions which could be used in Sydney to halt, if not reverse the current internal mobility tendencies among recent migrants.
- Typically, Brisbane recorded the highest net migration gains, not just among the capital cities, but within the country, while Illawarra, Northern-SA and South Eastern-WA generated consistently high net losses in a range of variables.
- The most cited statistical divisions with low net migration levels in association with relatively high turnovers were Darling Downs, Goulburn, Northern-Tas, Murrumbidgee, Barwon, Central West-NSW, Gippsland, Illawarra, Lower Great Southern, Pilbara, Richmond-Tweed and South Eastern-NSW. These SDs consistently attracted large numbers of arrivals and departures, and therefore contain a

balance of positive and negative features in terms of attracting and keeping recent migrants. A better understanding of the processes that underlie these observations is an avenue for further enquiry, and may generate policy initiatives which help these areas retain the recent migrants they attract.

In analysing recent migrant mobility using census data, it needs to be recognised that in the 2001-2006 mobility data derived from the census, migrants who arrived after 2001 are not included. However, they are included in the 2005-2006 data. Hence the analysis of recent migrant mobility between 2005 and 2006 in Chapter 6 includes a much larger number of migrants who arrived in Australia after 1996. It also identifies the level of “hidden” mobility among the total population and the recent migrant population. As well as showing that most of the prevailing patterns observed for the 2001-2006 period held for the 2005-2006 period, this chapter shows the high mobility rates of recently arrived migrants. It also shows that an important element in internal migration in Australia is a small group who are ‘chronic movers’ and migrated more than once during the five year intercensal period. Nevertheless there is strong reinforcement of the patterns discussed in previous chapters. The main findings in this chapter are:

- Overall, recent migrants are most mobile during their initial months and years in Australia, as they adjust to life in a new country.
- Large net outflows from Sydney and, to a lesser extent, other capital cities except Brisbane and Perth. Settlement of new migrants in these capitals is their migration growth engine, not internal migration. Only Brisbane experienced substantial population growth due to net internal migration gain.
- Coastal and near city areas are consistently recording significant net migration gains. Most net gains are from internal migration but net international migration is increasing in some areas.
- There is a small but important net redistribution of skilled human capital from metropolitan to non-metropolitan areas due to internal migration.
- There is a consistent pattern of net internal migration loss of young adults from non-metropolitan SDs and net gains in the capitals.
- There is a significant net internal migration redistribution of baby boomers and the 65 years and older age group from metropolitan to non-metropolitan areas.
- Internal migration between SDs is not very effective in bringing about a redistribution of population because the net gains and losses recorded are very small compared with the size of in migration and out migration flows. Most internal migration between statistical divisions is counterbalancing.

The goal of Chapter 7 is to show the demographic, social and economic impact of recent migration on a number of aspects of population composition separately for Sydney, Melbourne, Brisbane, Adelaide and Perth, and as a group for Hobart, Darwin and Canberra. The principal growth metrics used were total population and age, labour force participation, education and occupation and access to housing market. A particular emphasis in the chapter has been to demonstrate the impact of recent migrants by calculating, for a range of variables, how recent migrants have increased numbers above the levels that would have prevailed in the absence of recent migration.

In 2006 there were 1.121 million recent migrants in Australia, with 39 percent in Sydney, 27.7 percent in Melbourne and 12.7 and 12.5 percent in Brisbane and Perth

respectively. These are the “big four” in terms of recent migrants. The recent migrant population is diverse with large proportions of low skilled persons balanced by a high skilled and well educated component. As well, significant proportions of recent migrants are furthering their education in Australia. The most significant implications related to skills and qualifications revolve around the fact that recent migrants seem determined to improve their education, and experience indicates that the next generation will take even greater advantages of the educational opportunities offered by the host country.

Recent migrants came more likely to be renters than the general population. Consequently the demand for rental accommodation by recent migrants is very high – particularly in Sydney. Within the capital cities Perth is the standout capital city. There are signs of recent migrants developing typical tendencies to transition through the various tenure categories, particularly in Brisbane and Perth. There is also evidence that recent migrants will embark on their own housing careers, moving progressively from smaller to larger sized housing.

Chapter 7 also developed a methodology to assess the impact of recent migrants on fertility levels. The results showed that the impact of recent migrants on the births component of natural increase has been significant. They have added 120,000 children to the population, with some 105,000 of these born in capital cities. Their contribution to fertility will continue for a number of years as younger recent migrants move through their child bearing stage of life. Recent migrants’ fertility has implications for service providers in a number of areas, especially in health, education and housing. Recent migrants have other social impacts including household formation through marriage, including marriage within the Australian born population.

The first part of Chapter 8 addresses the issue of future levels of international migration to Australia. This is important because international migration is a fundamental determinant of national population growth. Even with significant migration and maintaining fertility and current levels there will be little, if any, net growth in the younger working ages during the next 20 years. We therefore need to maintain growth to counterbalance the massive growth of the older population. Without immigration there will be insufficient numbers of young people entering the workforce to replace retiring baby boomers, let alone provide new workers. Further, changes in the Australian economy will influence future demand for immigration, with claims that labour demand in the next few years, especially in Queensland and WA, can only be met by increased population growth. Temporary migration has proliferated since the mid nineties, and has transformed the Australian migration landscape. At any one time in Australia there are over 600,000 persons temporarily present. They are very important because an increasing number of them apply for, and obtain, permanent residence in Australia, and this will continue to be an important part of Australia’s net annual overseas migration gain. Countering these tendencies, there is a developing view that environment and climate change issues should act to reduce Australia’s future migration intake.

The second part of the Chapter focuses on future patterns of population distribution across Australia and the role of migration in that. The discussion uses projections of population prepared by the ABS for both capital cities and rest of state/territory, and projections prepared at the statistical division level by the state and territory governments. The main points from the analysis are:

New South Wales

- For Sydney, continuing international gains with internal migration losses
- Sydney’s international intake dependent on size of national intake and success of regional settlement programmes
- Baby boomer exodus, plus high housing costs and congestion, will cause out migration to increase

- Regionally, size of immigrant gains dependent on extent of regional settlement initiatives
- New castle and Wollongong will be main poles of attraction for immigrants.

Victoria

- Overall net migration growth expected to be higher in Melbourne than Sydney
- Population gap between Melbourne and Sydney will continue to decline
- Government policy is to increase share of migration cake
- Out migration will increase, but at a magnitude less than Sydney
- Regionally, policy is to lift growth to 1% p.a., leading to growth greater than predicted by projections
- Rapid growth expected in ring of SDs around Melbourne

Queensland

- State's rapid growth will continue. Expected growth from international and internal migration greater than in other states.
- Immigration likely to contribute most to growth – Brisbane becoming major “gateway” city
- Regional growth will be greater than any other location in Australia, with major component of this growth from internal migration
- FIFO may dilute impact of resource development on regional population growth

South Australia

- Historically, SA has low immigration growth and out migration losses.
- Government policy to increase immigration intakes has been successful. Future levels depend on economic development and continuation of regional specific migration schemes
- Present state growth rate of 1.2% p.a. likely to be 1% p.a. by 2021. Regionally, Outer Adelaide SD expecting rates approaching 2.5% p.a., but elsewhere less than 0.6% p.a.

Western Australia

- WA has had rapid growth over long period. Growth dependent principally on immigration. Immigration will remain strong.
- Regionally, however, immigration will play a lesser role. Regional development fuelled by internal migration
- Kimberley and South West SDs to grow at rates faster than Perth, while Pilbara's growth is half that of Perth's. Significant growth in Perth's peri-urban area.

Tasmania

- No real differences are expected in population growth for Hobart and the rest of the state.
- Gains and growth rates are lower than for mainland states.
- Longer term, climate change may impact of Tasmanian growth

Northern Territory

- Measuring and projecting population in the NT has always been difficult.
- Most net gain expected in Darwin – it has always had a significant overseas born community
- NT Treasury projects NT growth rate at 1.4% p.a. over next decade – twice national rate.

Australian Capital Territory

- The ABS projections present quite substantial differences depending on the Series.

Statistical divisions in regional Australia with anticipated population growth near or above the national average over the next decade have been identified, and international migration will play an increasing role in this growth during the next decade. Regions with differing levels of international migration involvement break down into three types – peri-urban areas around major cities, mining areas and coastal areas. However, in other areas the influence of ageing on the labour force, and the outmigration of young Australians, will encourage immigrants to fill available jobs, especially in primary production and processing of primary production over the next decade.

The third part of Chapter 8 discusses the role of policy, as this will be of crucial importance in shaping future patterns of immigrant settlement, internal migration and growth. In particular, SSRM schemes, the 457 temporary workers scheme, and DIAC's new approach to humanitarian migrant settlement are discussed to show their impact on the regional distribution on immigrants.

In the final part of the chapter, a number of current policies and issues are discussed to identify their implications for future migration in regional Australia. Australia is presently developing a Sustainable Population Strategy. The Report has developed a number of implications that can inform the strategy, and these are detailed in the following panel.

Any strategy needs to address *population distribution* as well as size and composition

International migration is becoming increasingly important in regional population growth

Australians and recent migrants do move to areas of opportunity. Hence:

- A national population strategy needs to encourage internal and international migrants into regions of labour shortage ensuring simultaneously that infrastructure development and service provision occurs
- A population policy should “grease the rails” of existing population flow

Baby boomer migration must be an essential part of any population strategy during the next two decades

Permanent and temporary migrants settle in Australia in different ways:

- An increasing proportion of permanent migrants are settling outside capital cities
- Temporary migrants are increasingly meeting workforce needs in some non-metropolitan areas

A population policy needs to recognise that those attracted to regions are typically families and /or retirees. Many have needs for employment for men and women

Liveability and lifestyle dimensions are critically important, as is housing availability and affordability

For immigrants moving to regional areas settlement services, related to welcoming and settling in strategies, are critical

Australia’s settlement system has been in place for 150 years. Can a population strategy change this to achieve a:

- Release of regional potential hitherto retarded by a lack of infrastructure
 - Better balance between the distribution of people and water
 - Relief of growth pressures in and near the capital cities.
 - Reduction in pollution and environmental degradation in cities, along with increases in housing availability and improvements in affordability, and the cost of the journey to work, in cities
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One of the key challenges for government at all levels in relation to future international migration, and regional development associated with a sustainable population policy is the issue of liveability, productivity and sustainability. This is no easy task because it means that the value of environmental services will need to be brought more comprehensively, transparently and explicitly into decision making. More specifically in relation to increased migrants numbers in regional Australia, policies will be need to developed to meet the challenges of ethnic diversity in terms of community harmony, cohesion and acceptance of diversity. One of the encouraging findings of studies of new immigrant settlement in regional Australia is that while there have been significant issues relating to acceptance of new groups into rural communities there have been a number of real success stories.

The Report also produced a series of internal migration data for a small number of variables for 261 local government areas throughout Australia. The 261 local government areas were defined by DIAC as part of the brief for this Report. This analysis has been prepared as an Excel file. It details mobility for the total population, the overseas born population, migrants who arrived in Australia before 1997 and migrants who arrived in Australia after 1996. The latter group represents the recent migrants who are the basis of much of this report. Mobility data for both the total population and the recent migrants group are disaggregated by gender and age. Each of the datasets has been prepared to represent the mobility situation for the 2001-2006 and 2005-2006 periods. The file also provides details for each of the 261 selected local government areas on the number of persons who were overseas in 2001 and 2005. In terms of residential mobility within any local government area this information is important because it is highly likely that these persons, either migrants or Australian born persons returning home, engaged in one or more residential moves between their arrival, either after 2001 or 2005, and the 2006 census, and yet none of these internal mobility moves would have been captured by the 2006 census. Therefore, these data provide local government policy makers with an indication of residential mobility that is not captured by the internal migration data of the census. A final table in the file provides estimated resident population for each of the selected local government areas. These data are for the period 2001-2006, as at 30 June each year, and have been prepared to enable LGA personnel to gauge the significance of any internal migration gains/losses against their resident

population. Percentage change, and average annual change, statistics have also been computed for the 2001-2005 and 2001-2006 period for each local government area.

