

# Skilled migration and the workforce

## An overview



### John Saunders

Australian Government Department of Education, Employment and Workplace Relations

### Key messages

- Australia clearly benefits from the movement of skilled workers in and out of the country. In 2004–05 there was a net gain of around 46 000 skilled migrants, two in three of whom were professionals.
- The number of skilled migrants has tripled in the past decade.
  They now account for close to half of all migrants. Skilled migrants represent a major source of supply for occupations experiencing employment growth, particularly in the professions and the trades.
- Temporary migration has grown substantially and is most evident in the rapid rise in employersponsored long-stay (or class 457) visas. This is in response to recent skill shortages, with most 457 visa holders employed in the professions and the trades.
- Migrants constitute 11% of employed people. They are relatively over-represented in the professions (14%) but under-represented in technical and associate professional occupations (10%) and the trades (9%).
- Many skilled migrants experience difficulties in finding employment in their occupational field, representing a loss of the potential benefits they bring to a job.

#### Introduction

Migrants have contributed to Australia's skill base since the arrival of the First Fleet. This publication is intended to provide a brief overview of migration, with an emphasis on the contribution migration has made to the skills of the workforce.

The first section describes the migration program, particularly as it relates to the migration of skilled people. Areas covered include:

- an historical perspective
- the skilled migration program
- temporary migration
- education as a migration mechanism.

The second section focuses on migration's contribution to the workforce, covering:

- migrants in the workforce
- the 'brain drain'
- occupational outcomes and the utilisation of qualifications.

#### The migration program

#### An historical perspective

Large-scale migration to Australia began in the years immediately following the Second World War, when Australia actively sought migrants from Europe. The earliest example of a targeted migration program designed to expand and enhance Australia's skills base was that associated with the Snowy Mountains Hydroelectric Scheme. From 1949 large numbers of post-war migrants were recruited to this project, some as unskilled labour and others with specialised skills in a range of key occupations.

Since that time, but particularly in the last ten years, Australia has continued to use targeted migration programs to expand and enhance the skills base of its workforce. During 2004–05 record numbers of skilled migrants were granted visas, accounting for almost two-thirds of the non-humanitarian migration program (Department of Immigration and Multicultural and Indigenous Affairs 2005c), with Australia encouraging migration from a wide range of countries and regions, increasingly including Asia.

#### What do we mean by 'migrant'?

In an international context the simplest answer is someone who transfers their residence from one country to another. Often, but not always, they do this with a view to improving their quality of life. Migrants enter Australia permanently under a range of programs, the three major ones being family, skilled and humanitarian. To cater for people who are not migrating permanently, there are temporary visas, such as those covering international students and trainees, intra-company transfers and seasonal and holiday workers.

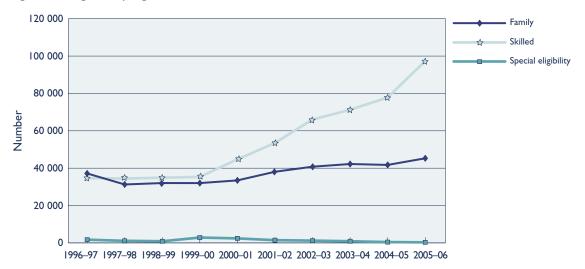
In the context of skilled migration, the subject of this publication, in most cases we will use the definition of migrant used by the Australian Bureau of Statistics (ABS), which defines 'migrants' as:

People who were born overseas, arrived in Australia after 1984, were aged 15 years and over on arrival, and are permanent Australian residents.

Australian residents who were born overseas but who do not satisfy these conditions are simply referred to as *other overseas-born*.

Among the more recent developments in Australian skilled migration policy are provisions to enable working holiday makers, occupational trainee visa holders and overseas students to apply to remain permanently in Australia as skilled migrants—subject to their meeting relevant skilled entrance criteria (Department of Parliamentary Services 2005). Overseas students studying in Australia who graduate after two or more years of full-time study with a diploma or above or a trade qualification may also now apply to remain in Australia as skilled migrants. Such migrants are, of course, likely to have a better grasp of English and an enhanced ability to integrate into the Australian workforce.

The number of migrants in the skilled stream has increased significantly in recent years, growing from 34 676 in 1996–97 to 97 336 in 2005–06 (see figure 1). This represents an increase of 181% over the last decade; that is, the number of skilled migrants has nearly tripled. In the same period, the number of migrants in the family stream rose only 22% (from 37 176 in 1996–97 to 45 291 in 2005–06) while the other streams, special eligibility (for example, former Australian residents) and humanitarian (see graph 1: ABS 2006a), remained steady.







#### The skilled migration program

The skilled migration program in Australia comprises a number of component streams. Of these, the *skilled independent stream*, through which people directly apply for entry as skilled migrants, has been by far the largest contributor to Australia's skills base (54.0% of the total skilled migrant arrivals over the five years from 2001–02 to 2005–06) (Department of Immigration and Multicultural Affairs 2007). Other important contributors over the same period have been: *skilled*—*sponsored*, in which the applicant is most often assessed against the general skilled migration points test and receives additional points for sponsorship by an Australian citizen or permanent resident who is a relative (17.7%); *employer-nominated*, in which an employer who is unable to fill a position from the local workforce nominates a worker from overseas with the requisite skills (15.8%); *business-skilled*, a program designed to encourage successful business people to settle in Australia and develop new business activities (8.2%);

and the *state/territory-sponsored* migration stream through which the states and territories sponsor migrants with skills in demand (4.1%) (Department of Immigration and Multicultural Affairs 2007). Figure 2 shows the changing trends in these proportions over the period 1997–98 to 2005–06.

#### Skilled migrants are younger

The age of Australia's overseas migrant intake is markedly younger than the Australian population as a whole. Of the migrants arriving in Australia between the years 2004 and 2005, nearly half (44.6%) were aged between 15 and 34 years (Department of Immigration and Multicultural and Indigenous Affairs 2005b). This figure compares with the Australian population at June 2006 where this age group comprised 28% (ABS 2006b). In fact, if we look solely at skilled migrants, the proportion is even higher (58% in 2003–04) (Shah & Burke 2005).

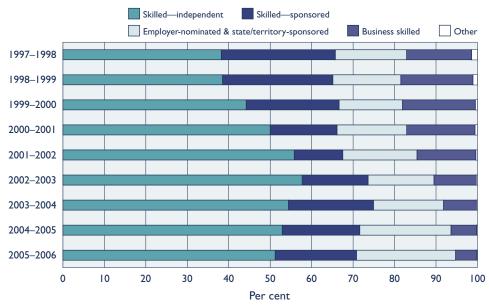


Figure 2 Arrivals by year and skilled migration stream

Source: Derived from Department of Immigration and Multicultural Affairs (2007, figure 2.3).

If we look at the occupations migrants held before settling in Australia (and therefore the occupational skills they bring into the country), we find that, in 2004–05, 61% of people who came to Australia with major skilled occupational backgrounds (that is, *managers and administrators, professionals, associate professionals* and *tradespersons*) did so via the 'skilled migration' program, compared with 23% via 'family migration' and 1% via 'humanitarian' migration. A fourth group, 'non-program plus special eligibility', which comprised almost entirely New Zealand citizens (who do not require a migration visa), accounted for the remaining 15%. These proportions contrast with those who worked in lower-level occupations. Here family migration accounts for 36%, followed by skilled migration (22%), humanitarian (3%) and non-program plus special eligibility, the remaining 39% (Department of Immigration and Multicultural and Indigenous Affairs 2005b).

#### Rating skilled migration candidates—the points test

The points test applying to skilled migration programs (as opposed to family and humanitarian programs) is used to determine whether applicants possess the requisite skills and attributes to enable them to settle into Australian society, enter the workforce and contribute to the Australian economy. Entry is dependent on the applicant achieving a minimum points score based on a combination of criteria that may include: skilled work experience; industry demand for the applicant's occupation; job offers (sponsorship) from employers; willingness to study and work in regional Australia or low population growth metropolitan areas; regional sponsorship offers from the states and territories; possession of Australian qualifications; age; English language ability; and family relationships. Applicants may also receive bonus points for being able to invest capital in Australia, and possession of Australian work experience and foreign language skills.

#### Box I The points system and how it works

Minimum points scores for visa eligibility	
Skilled—Independent (subclasses 175, 885): 120 points	
Skilled—Sponsored (sub classes 176, 886): 100 points Note: Applicants may apply for visa	is offshore or onshore.
Skilled—Regional Sponsored (subclasses 475, 487): 100 points	
How the points are awarded	
Points awarded for mandatory criteria	
Occupational skills: (type and level of training and eligibility for any relevant registration)	40, 50 or 60 points
Age: 18–29 years; 30–34 years; 35–39 years; 40–44 years (higher points for lower age)	30; 25: 20; 15 points
English language: (meet threshold for type of visa and/or nominated occupation) Vocational English, concessional competent English or competent English Proficient English	15 points 25 points
Points awarded for optional criteria	
Australian educational qualifications Degree/diploma/trade qualifications (minimum 2 years) Masters/Honours with undergraduate degree (minimum 3 years) Undergraduate degree with honours (minimum 3 years) Doctorate (minimum 2 years)	5 points 15 points 15 points 15 points
Recent Australian employment: Applicants with appropriate visas who have worked 20 hours per week in paid employment in nominated occupation or closely related skilled occupation in one of the last four years Completion of professional year in skilled occupation or closely related skilled occupation for 12 months	10 points
immediately preceding application	10 points
Specific work experience: If nominated occupation is worth 40, 50 or 60 points and applicant has worked in any occupation on Skilled Occupation List (SOL) for at least three of the last four years immediately preceding application. If occupation nominated is worth 60 points and applicant has been employed in this occupation or closely related occupation for three of the last four years.	5 points 10 points
Occupation in demand: Employed in nominated or closely related skilled occupation listed on Migrant Occupations in Demand List for 12 of last 48 months and has offer of full-time employment; Employed in nominated or closely related skilled occupation listed on Migrant Occupations in Demand List for 12 of last 48 months.	20 points
	15 points
Bonus points: professional fluency in a designated language other than English	5 points
Regional studies: lived and studied for two years in an Australian regional or low population growth metropolitan area	5 points
State/territory nomination: nominated by state or territory government agency	10 points
Partner skills: if spouse or interdependent partner satisfies requirements for age, recent work experience or qualification/s, nominated occupation, suitable skill assessment and English language competency	5 points
Eligible relative sponsorship: applicant, spouse or interdependent partner is related to an Australian citizen, permanent resident or eligible New Zealand citizen living in a designated area who is willing to sponsor them—only applies to Skilled—Regional Sponsored (subclasses 487 and 475 visa categories). Applicant, spouse or interdependent partner is related to an Australian citizen, permanent resident or eligible New Zealand citizen living in Australian citizen, permanent resident or eligible New Zealand citizen living anywhere in Australia.	25 points No points awarded
Applicants for other visas including Skilled—Recognised Graduate visa and Skilled—Graduate visa (sub- classes 476, 485) are not points tested. Applicants who are applying for a Skilled—Regional visa (subclass 887) or for a 12-month extension via the Skilled—Regional Sponsored (subclass 487) visa of their provisional visa and who is a holder of a Skilled— Independent Regional, Skill Designated Area—Sponsored visa, or Skilled—Regional Sponsored (subclasses 495, 496, 475, 487) visa are also not points tested.	Not points tested

Source: Derived from Department of Immigration and Citizenship 2007.

The points test serves as an effective means of targeting migrants with the particular skills and attributes needed in Australia. For example, points awarded for willingness to settle and work in areas of low population growth help to divert migrants from high density population areas to regional areas in need of their skills. Specific occupations may be boosted by awarding additional points for occupations listed in a biannually reviewed Migration Occupations in

Demand List (MODL). However, experience has shown that care must be exercised in setting the skilled migration criteria to ensure that targeting does not lead to an over-supply of particular skills. Kinnaird (2005) highlights the example of information technology in which migrant student intake in this field in 2004 (57% of all commencing information technology Migration Occupations in Demand List (MODL)

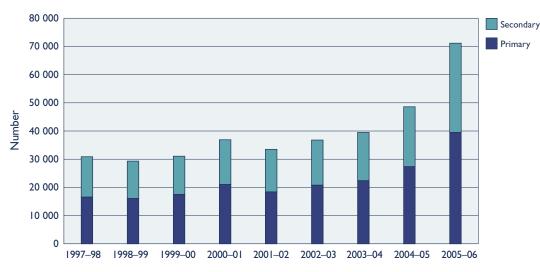
In September 2006, the MODL listed a total of 86 occupations comprising one occupation in the *managers and administrators* occupation group, 43 in the *professionals* group, one in the *associate professionals* group, and 41 in the *tradespersons* group.

students in Australia) swamped the market to the disadvantage of Australian resident graduates—the percentage of graduates looking for full-time work increasing from 19% in 2001 to 30% in 2004. Nevertheless, it is an impressive demonstration of how powerful the application of migration criteria can be as a tool for recruitment of specific skills.

#### Temporary migration

Temporary migration also plays a part in meeting Australia's skills needs. There are various ways in which people entering Australia under temporary visas can work in Australia. For example, they may take jobs under a *working holiday* visa, be sponsored by an employer in need of their skills under a *business long-stay* visa (commonly referred to as a '457 visa') or be granted a *business skills* visa, which allows them to establish and manage a business in order to qualify for permanent residence.

In 2005–06 a total of 111 973 *working holiday* visas were granted, a 7.3% increase over 2004–05 (Department of Immigration and Multicultural Affairs 2007). Holders of *working holiday* visas (subclass 417) are only permitted to work for three months of their stay but, after changes in 2006, holders of working holiday visas are now permitted to apply for a second visa if they work for three months with a primary industry employer in regional Australia. Their contribution to the labour market is less than those on 457 visas. In 2005–06 the number of 457 visas granted was 71 150, a rise of 46.4% compared with the previous year (Phillips 2007). Figure 3 shows comparative numbers of 457 visas from 1997 to 2006.

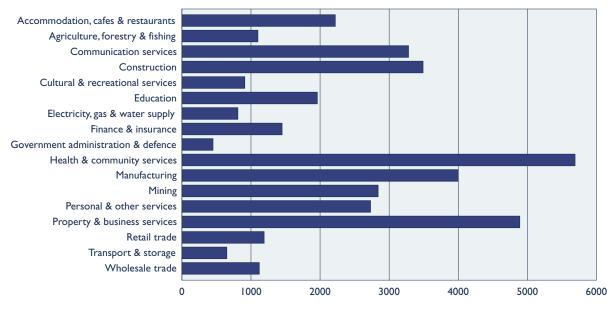


#### Figure 3 Number of primary and secondary 457 visas (excluding independent executives) granted, 1997–2006

Note: A primary applicant is one who applies for a visa. A secondary applicant migrates by virtue of his/her relationship to the primary applicant. Source: Phillips (2007)

In terms of major occupation groups, just over half (54%) of 457 visa holders worked as *professionals* in 2005–06, followed by *tradespersons* (21%), *managers and administrators* (11%), *associate professionals* (11%) and 'other' (3%) (Department of Immigration and Multicultural Affairs 2007). Analysis of primary 457 visa grants by industry sector shows that the largest proportions worked in health and community services (14.4%), property and business services (12.4%), manufacturing (10.1%), construction (8.8%) and communication services (8.3%). Figure 4 shows the numbers for all sectors.

Essentially driven by employer demand, the 457 visa is the main temporary visa used for entry by employer-sponsored skilled people. There is no limit to the number of 457 visas issued each year, nor are they restricted to fields in which shortages exist—employers are free to sponsor skilled migrants in any field they choose. Temporary 457 visas are nominally granted for a period of four years.



#### Figure 4 Primary grants for 457 visas by industry sector 2005–06

Source: Derived from Phillips (2007).

#### Education as a migration mechanism

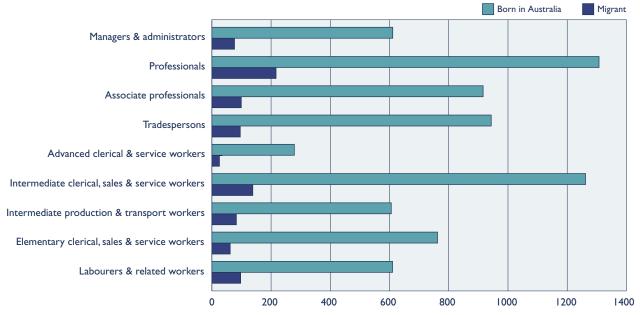
In recent years Australia has taken steps to link its highly developed and comprehensive international student market to skilled migration programs to facilitate the entry of migrants who have gained Australian qualifications (either in Australia or off-shore). For example, overseas students who complete an Australian degree, diploma or trade qualification through an Australian institution may be awarded an additional five migration eligibility points, and former full-fee-paying overseas student graduates no longer have to leave Australia before becoming eligible to apply for permanent residency (Birrell et al. 2001, cited in Ziguras & Law 2006). These strategies are helping to increase the number of migrants accepted who are already acquainted with Australia's industry conventions and skill-formation processes—particularly important qualities for migrants from non-English speaking countries.

### Migrants and the workforce

#### Migrants in the workforce

ABS (2006c) statistics tell us that, of the 10.4 million people in the Australian labour force in 2004–05, 2.6 million or about one-quarter were born overseas.

Looking specifically at migrants, as defined by the ABS, and excluding 'other overseas-born' (see *What do we mean by 'migrant'*?, p.2), we find that they constituted 11% of the employed population in Australia in 2004 (unpublished ABS data prepared for NCVER). In some occupational classifications the proportion was higher than this, notably *professionals* (14%), *labourers and related workers* (14%) and *intermediate production and transport workers* (12%). All of the other occupational classifications, with the exception of *managers and administrators* (11%), fall below the average, *elementary clerical, sales and service workers* and *advanced clerical and service workers* being especially low, at around 8%. The *associate professionals* and *tradespersons* classifications fell slightly below the average at around 10% and 9%, respectively. Figure 5 depicts these proportions in terms of numbers of people.



#### Figure 5 Persons in employment by occupation and migrant status, 2004 ('000)

Source: Unpublished data prepared for the National Centre for Vocational Education Research (NCVER) by ABS.

Using the same data (that is, excluding *other overseas-born*) and looking in more detail at the proportions of migrants in the *associate professionals* classification, for which the average proportion was 9.8%, we find that there were aboveaverage proportions of migrants in the *health and welfare* professions (15.0%) and *managing supervisor* professions (11.7%). In the case of the *tradespersons* classification (for which the average proportion was 9.2%), proportions were notably higher than average in the food trades (17.5%) and lower than average in the *skilled agricultural and horticultural* occupations (6.8%) and *automotive* trades (8.0%). Figure 6 depicts these relationships in terms of numbers of people.

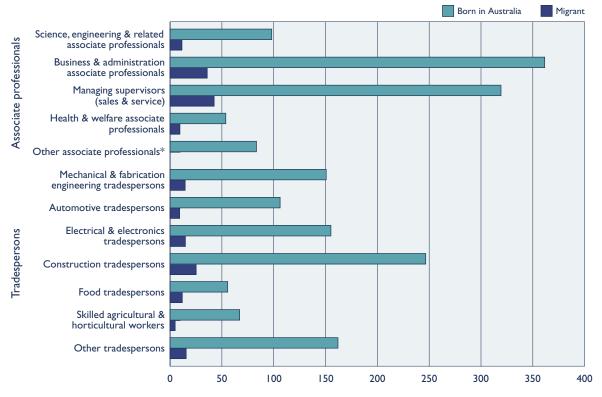


Figure 6 Associate professionals and tradespersons in full-time or part-time employment by migrant status ('000)

Note: \* Migrant number for this category was very small. Source: Unpublished data prepared for NCVER by ABS. In the eight years to 2005, the number of people employed in the four major skilled occupational categories (that is, *managers and administrators, professionals, associate professionals,* and *tradespersons*) increased by more than 1.1 million. Over a similar period, the net number of migrants to Australia with occupational skills in these categories totalled just over 263 710. In relative terms therefore the net gain in skilled migrants was equivalent to nearly a quarter (24%) of the new jobs created (ABS 2007a). Clearly, skilled migrants represent a significant source of supply for skilled labour. Breaking this figure down by occupation (figure 7) shows that for *managers and administrators* the proportion is 32%, for *professionals* 33%, for *associate professionals* 6%, and for *tradespersons* 30%. However, it should be noted that there is no guarantee that skilled migrants will necessarily be employed in their stated occupation.

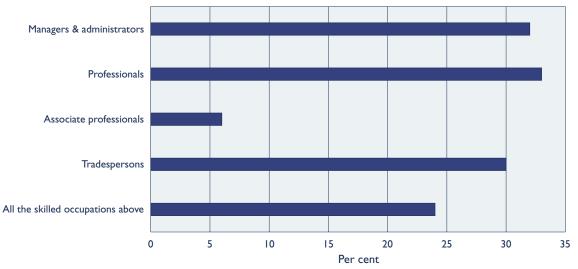


Figure 7 Net migrant inflow by occupation as proportion of employment growth in occupation, 2000–01 to 2004–05

Source: Derived from ABS (2007a).

#### The 'brain drain'

So far this discussion has focused on the skilled people who come to Australia as immigrants. Of course, there are also skilled people who leave Australia. The Department of Immigration and Multicultural Affairs publishes statistics that enable calculation of the net change resulting from the movement of skilled workers into and out of Australia.

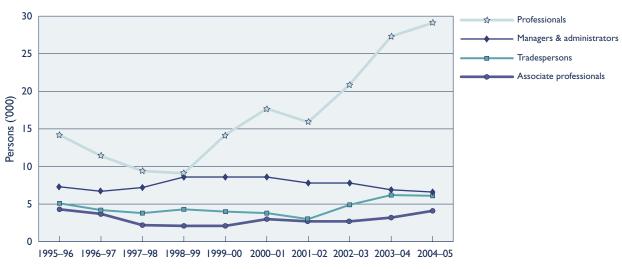


Figure 8 Net inflow of skilled migrants, by stated occupation, 1995–96 to 2004–05

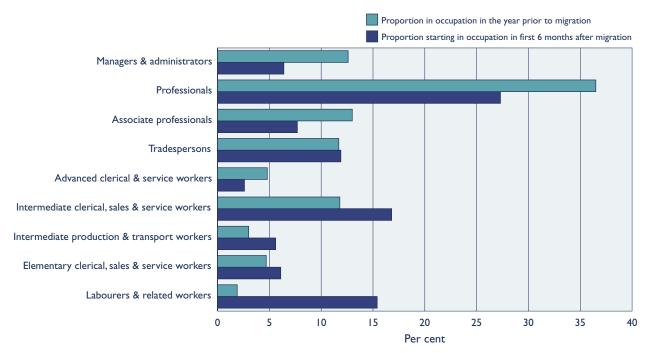
Source: Derived from Birrell, Rapson and Smith (2006, table 1).

Overall, movements of people into and out of Australia result in a net gain in people with 'skilled' occupations. The net gain in people with skilled occupations in 2004–05 was 45 857, a figure considerably higher than it was five to ten years earlier when it averaged around 26 500. Figure 8 shows that by far the largest contributor to these net gains over these years has been the *professionals* group. In 2004–05 it contributed 63.4% to the net inflow of migrants with skilled occupations. Corresponding proportions in that year for the other skilled occupation groups were: *managers and administrators* 14.4%; *tradespersons* 13.3%; and *associate professionals* 8.9% (Birrell, Rapson & Smith 2006).

#### Occupational outcomes and utilisation of qualifications

What happens to our skilled migrants after they arrive? Firstly, we know they participate quite successfully in the Australian labour market. ABS statistics (ABS 2004) tell us that migrants, generally, have a slightly higher labour market participation rate than Australian-born people (70% compared with 67%). However, the rate for skilled migrants is considerably higher at 82%.

In a review of results from the Longitudinal Survey of Immigrants to Australia (LSIA), Shah and Burke (2005) describe the labour market experiences of migrants and highlight some of the difficulties migrants face in securing a job, particularly one which matches their qualifications and training. They note that, while about three-quarters of permanent migrants to Australia over a one-year period from September 1999 had a job in the 12 months prior to migration, only a little over half had found a job in Australia within six months of arrival, this proportion increasing to about 60% over a further 12 months. Analysis by occupational profiles before and after migration (figure 9) suggests there is also considerable downward movement in occupational status as a consequence of migration, with many higher-qualified migrants unable to find jobs that match their skills and resulting in their having to resort to lower-level jobs. For example, while 62% of pre-migration jobs were as *managers and administrators, professionals* or *associate professionals*, only 41% of post-migration jobs were in these categories. By contrast, only 2% of pre-migration jobs were as *labourers*, but the post-migration proportion was 15%. Interestingly, the comparative proportions for *tradespersons* stayed relatively constant at around 12%.





Source: Based on Shah and Burke (2005, tables 16 and 18).

#### Recognition of qualifications

The ease by which migrants are absorbed into the labour market will be affected by the extent to which their qualifications are recognised. Recognition can occur at two levels—'official recognition' and 'recognition by employers'. Official recognition is needed for a small number of licensed occupations, but is not needed for most occupations. Rather, the skills of migrants need to be recognised by employers by giving migrants jobs. Data from the Longitudinal Survey of Immigrants over a 12-month period from September 1999 (Shah & Burke 2005) show that only 41% of people applied for recognition of their overseas qualifications—those with trade qualifications being most likely to do so (57%)—followed by those with higher education (42%) and then diplomas/certificates (33%). Despite these variations in rates of application, the data show that more than 96% of those who do apply for recognition are successful, regardless of the level of their qualification. A study by Richardson et al. (2004) shows that, for migrants generally, the National Office of Overseas Skills Recognition was most often cited as the agency through which recognition was obtained and that, where migrants did not seek recognition, by far the most common reason was that assessment was not needed.

ABS data for all migrants arriving over a 20-year period from 1985 to 2004 show that, overall, 60% of migrants were successful in having their highest overseas qualification recognised in Australia, while 28% were unsuccessful. (The remainder were unable to say, or in the case of a relatively small number, had obtained their qualification in Australia before being granted permanent migrant status.) Not surprisingly, migrants born in non-English speaking countries were not as successful in having their qualifications recognised as those from mainly English speaking countries (non-English speaking countries: 32% unsuccessful; mainly English speaking countries: 22% unsuccessful). However, as noted earlier, 'official recognition' does not guarantee a job commensurate with the qualification.

The preceding discussion makes it clear that some skills benefits are being lost. Why? Reasons are likely to be that some migrants lack either everyday English skills or more specialised technical English skills specific to their occupation. Furthermore, the occupational conventions and health and safety requirements of their home country may differ significantly from those of Australia. All of these factors can contribute to making them a less attractive proposition to an employer and may impede their ability to meet registration requirements in some trades. It is recognised that some migrants do not seek to have their skills recognised in Australia. While some state they do not need to, others may be unaware of the benefits of pursuing this option or lack the contacts and resources to do so. Of course, it is also likely that a few may be opting not to take equivalent jobs available to them because they have different aspirations.

English language ability clearly plays a part in the extent to which the skills of migrants are utilised. Migrants from non-English speaking countries are nearly twice as likely as those from mainly English speaking countries to be unemployed, the comparative rates being 7% and 4%, respectively (ABS 2004), highlighting the additional difficulty that migrants from non-English speaking countries initially experience. For more recent migrants (arriving 2001 to 2005) the differences are even more pronounced (participation rates: non-English speaking: 57%; mainly English speaking: 78%; and unemployment: non-English speaking: 12%; mainly English speaking: 6%) (ABS 2007b).

Other important differences have also been identified. A 2004 ABS survey (quoted in Department of Immigration and Multicultural and Indigenous Affairs 2005a) has shown that, of the migrants from mainly English speaking countries arriving between 2000 and 2004, 66% who were employed as *managers and administrators, professionals* and *associate professionals* in their former countries before arrival in Australia were employed in similar occupations in Australia in 2004. A similar situation applies to 57% of *tradespersons*. However, corresponding proportions for migrants from non-English-speaking countries were much lower at 40% and 26%, respectively.

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Level 11, 33 King William Street, Adelaide SA 5000 PO Box 8288 Station Arcade, Adelaide SA 5000, Australia

ph +61 8 8230 8400 fax +61 8 8212 3436 email ncver@ncver.edu.au <http://www.ncver.edu.au>