

# Keynote Report

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## REGIONAL PATTERNS OF INTERNATIONAL CO-OPERATION ON MIGRATION ISSUES IN ASIA, PRESENT AND FUTURE: AUSTRALIA

By

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## INTRODUCTION

Australia has a longer history of planned immigration than most contemporary nations. With some 112 countries having more than 1,000 settlers in Australia, it has significant migration linkages with a majority of the world's countries and with 23 percent of its residents born in a foreign country, it owes more to migration than most other nations. It is not surprising then that Australia has had a Minister of Immigration for the last 50 years and a separate national government department devoted to issues of immigration and settlement. Moreover, it has long had major involvement in bilateral and multilateral organisations, agreements and discussions on migration issues. There is a long history of bilateral and multilateral engagement with other OECD nations in immigration. In 2003, for example, Australia had a substantial involvement in The Intergovernmental Consultations (IGC) on Asylum, Refugees and Migration Policies in Europe, North America and Australia, and in April 2003, it renewed its joint declaration with the European Union in a document entitled "*An Agenda For Co-operation*", (Rizvi 2003, 66). The present paper briefly describes recent developments in Australia's involvement in regional co-operation on international migration issues in the Asian region.

## BACKGROUND

Asian migration to Australia changed dramatically in the 1970s. This decade saw the final demise of the infamous White Australia Policy (Price 1974), which actively discriminated against non-Europeans in immigrant selection. Accordingly, as Table 1 indicates, there was a subsequent increase in the proportion that Asians made up of the intake of settlers into Australia. The first major wave was of refugee and humanitarian settlers from the former Indo China but as Figure 1 indicates, there have since been major inflows from other Asian nations, although the significance of different national groups has varied over the last 30 years.

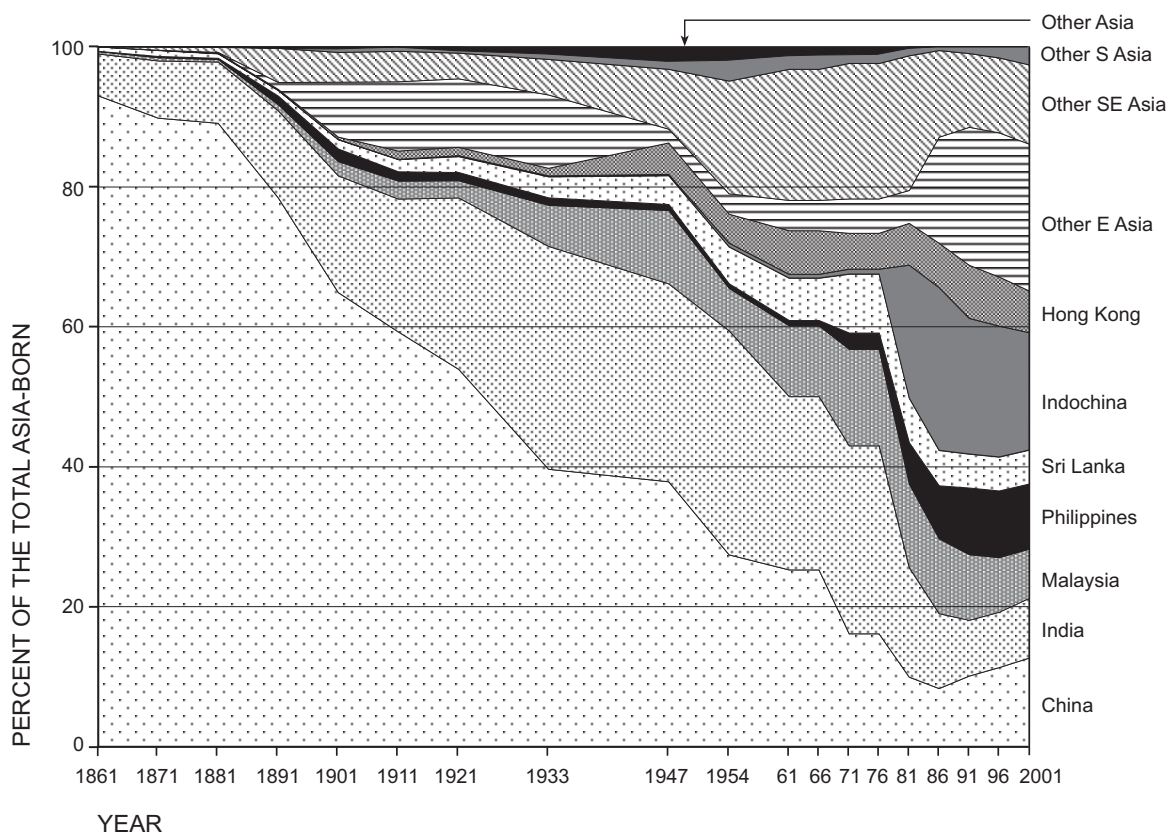
**Table 1: Australia: Asia-Born Population, 1861-2001**

Source: Price *et al.*, 1984; Australian censuses

Census Year	Asia-Born	Percent of Foreign-Born	Percent of National Population	Inter-censal Growth Per Annum	Census Year	Asia-Born	Percent of Foreign-Born	Percent of National Population	Inter-censal Growth Per Annum
1861	41,892	5.79	3.63		1961	57,490	3.23	0.55	+6.21
1871	32,057	4.15	1.93	-2.64	1966	71,383	3.35	0.62	+4.42
1881	43,251	5.23	1.92	+3.04	1971	107,753	4.18	0.84	+8.58
1891	45,670	4.53	1.44	+0.54	1976	152,159	5.60	1.12	+7.14
1901	45,533	5.23	1.21	-0.03	1981	264,044	8.79	1.78	+11.65
1911	35,040	4.60	0.79	-2.59	1986	413,158	12.72	2.69	+9.37
1921	28,143	3.34	0.52	-2.17	1991	687,850	18.32	4.17	+10.73
1933	21,521	2.38	0.32	-2.21	1996	856,144	21.91	5.00	+4.47
1947	19,563	3.89	0.38	-0.68	2001	980,036	23.87	5.53	+2.74
1954	37,704	2.93	0.42	+9.83					

**Figure 1: Australia: Birthplace of the Asian Population, 1861 to 2001 (Percent)**

Source: Price *et al.*, 1984; Australian censuses 1986 to 2001



Until relatively recently however, much of the Australian interaction with Asia over immigration has been bilateral. There have been exceptions. Indeed one of the most important regional migration agreements came in the 1950s with the development of the Colombo Plan, which is concerned with student migration in the region. This scheme brought several hundred students from Asia to study in Australia over the next few years. In the following decades, significant multilateral involvement was limited until relatively recently. One of the exceptions was the development of the Orderly Departure Program an arrangement made for several receiving countries to accept refugees from Vietnam in an orderly way so that they are not forced to use people smugglers. The last two decades have seen a massive increase in the scale and significance of international migration in the Asian region (Table 2). The increased movement to Australia has been only one element in that change with all nations in the region now being influenced by significant movement into or out of their country or both. Paradoxically in an area that is so quintessentially international, binational and multilateral co-operation on international migration in the region has been slow to develop. This paper focuses on two of the most significant developments in regional co-operation in recent years in which Australia has had an involvement. They are focussed on two specific types of international migration in the region – the mobility of business people and undocumented migration.

**Table 2: Australia: Arrivals/Departures by Country of Residence/Main Origin/Destination, 1975, 1998-1999 and 2002-03**

Source: ABS *Overseas Arrivals and Departures* Bulletins; DIMA Movements Data Base; DIMIA, unpublished data

	1975			1998-1999			2002-03		
	Total	To/From Asia		Total	To/From Asia		Total	To/From Asia	
	No.	No.	%	No.	No.	%	No.	No.	%
Short-term arrivals*	516,023	72,325	14.0	4,288,027	1,769,494	41.3	4,662,917	1,832,176	39.3
Long-term arrivals	78,210	5,756	7.4	187,802	75,028	40.0	281,429	132,867	47.2
Permanent settlers	54,117	8,566	15.8	84,143	27,119	32.2	94,929	35,603	37.5
<b>Total arrivals</b>	<b>648,350</b>	<b>86,647</b>	<b>13.4</b>	<b>4,559,972</b>	<b>1,871,641</b>	<b>41.0</b>	<b>5,039,275</b>	<b>2,000,646</b>	<b>39.7</b>
Short-term departures**	911,815	172,964	19.0	3,188,692	431,407	13.5	3,391,638	516,069	15.2
Long-term departures	89,732	6,088	6.8	140,281	40,029	28.5	172,722	55,349	32.0
Permanent departures	29,084	487	1.7	35,181	5,622	16.0	50,949	8,141	16.0
<b>Total departures</b>	<b>1,030,631</b>	<b>179,539</b>	<b>17.4</b>	<b>3,364,154</b>	<b>477,058</b>	<b>14.2</b>	<b>3,615,309</b>	<b>579,559</b>	<b>16.0</b>

\* Short-term visitor arrivals

\*\* Short-term resident departures

## THE APEC BUSINESS TRAVEL CARD SCHEME

One of the defining elements of globalisation has been the increased movement of business people associated with the enhancing of international financial flows, trade and investment. To facilitate regional trade and investment APEC (Asia-Pacific Economic Co-operation), at its November 1996 meeting at Subic Bay in the Philippines, set up the APEC Business Mobility Group (BMG) with Australia as the convener. One of APEC's main objectives is to stimulate economic growth in the region and reduce barriers to the free flow of trade. The challenge facing the organisation and governments is to find ways of doing this without compromising national security and the integrity of national borders. The task of the BMG was to assist this process by removing barriers to the flow of business people within the APEC region, (Rizvi 2003, 34).

The BMG became operational in 1997 and had the following specific objectives, (DIMIA 2003, 1)...

- To simplify short-term entry arrangements for business visitors.
- To streamline processing for skilled persons seeking temporary residence.
- To develop transparent regulatory arrangements to allow for seamless cross border movement.

The BMG is one of 12 expert working groups which report to the APEC Committee on Trade and Investment. All 21 countries are represented on the BMG and it meets three times each year. The representatives are mainly senior immigration officers of the member economies. The initial convener and chair was a Deputy Secretary of the Australian Department of Immigration and Multicultural and Indigenous Affairs (DIMIA) and the fact that Australia has substantial expertise in this area has resulted in Australia retaining the chairing of the group over its whole life. This is unusual in APEC where there is a strong process of rotating the chairing of committees. However, in this case, members have insisted on Australia retaining the chair. While there have been some changes in the membership of the committee, there is a high degree of stability and it seems that strong working relationships have evolved and been one of the reasons for its success. After each of the 3 meetings each year, the convener provides a full report to the APEC Committee on Trade and Investment.

An important initiative of the BMG was the development of the *APEC Business Travel Card Scheme*, which is administered by Australia on behalf of the BMG. The idea of the card is to simplify the entry of cardholders into the participating countries, to provide for flexible travel arrangements of business and reduce the time and costs for applying for entry visas and permits into participating countries.

The card is issued to people who make application and meet the following criteria ...

- Applicants must be a passport holder of a participating economy. Hong Kong (China) is a special case where card applicants must be permanent residents.
- They must prove they are a genuine business person who travels frequently within the region for trade and investment purposes.
- They must not have a criminal conviction or charges pending against them.
- In some countries they are required to have endorsement from a leading business organisation within their economy such as a national chamber of commerce.

The ownership of a valid card means that business people can make multiple short term entries in participating countries for a stay of up to 90 days. They do not have to apply for individual entry permits or visas for each visit and there are no visa labels placed in passports. They only need to fill out one form to obtain the card. The card is valid for three years. It is the same size as a credit card. They obtain streamlined express immigration processing in international airports by passing through specially marked APEC lines.

The details of each card applicant once vetted by the applicant's home government and are sent electronically to each participating country for pre-clearance. Each of the countries receiving the details then checks the applicant's details against their alert lists and other data bases they use for checking incoming arrivals. Only then is the applicant pre cleared for entry. It provides each country with a high degree of integrity assurance since there is a "double vetting" of applicants by the sending and receiving country so that their bona fides are fully checked. To date there is no evidence of fraud in the system. Any receiving country reserves the right to refuse pre-clearance without providing a reason if they choose to do so. The BMG has developed a set of principles, procedures and standards (The 'ABTC Operating Framework'), which provides the framework for implementation and management of the scheme in their own country.

The way in which the system operates is depicted in Figures 2 and 3. The system is focused on a database maintained in Canberra by Australia's Department of Immigration and Multicultural and Indigenous Affairs (DIMIA) on behalf of the BMG. All member economies control the data inputted regarding their own nationals and have final say on who can get in. All member countries have full access to the system and it is a fully shared database. As Figure 2 shows, the applicant submits a completed form. The Australian application form is included as Appendix A, but in each country the form is similar. The applicant is then checked against the Home Country's databases to ensure that she/he is a *bona fide* applicant. It is then passed on to other participating economies through the system who check the person against their files and report back to the database if clearance is granted. The best practice standard adopted by the BMG is for this process to take a maximum of 3 weeks. However, some countries are still finding it difficult to meet this standard. In effect, this processes an application for entry pre arrival. Upon arrival it is necessary

Figure 2: The APEC Business Travel Card Scheme: Processing Home Applicants

Source: APEC Business Mobility Group

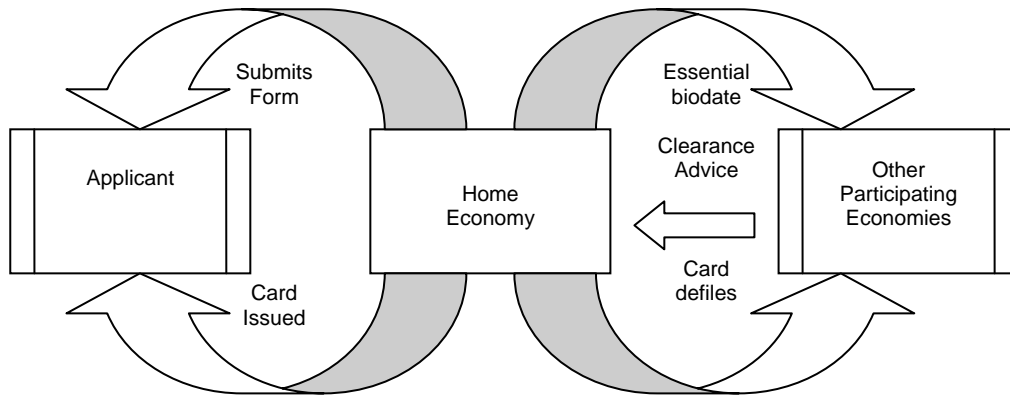
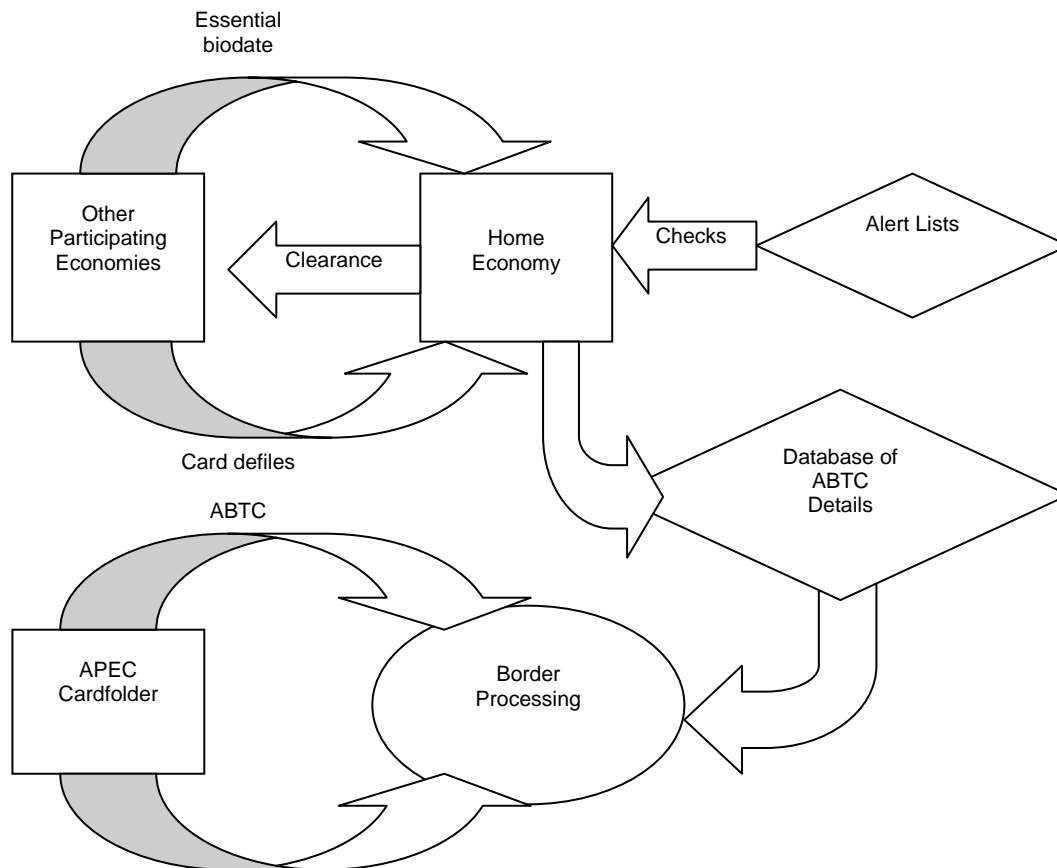


Figure 3: The APEC Business Travel Card Scheme: Processing Applicants From Other Economies

Source: APEC Business Mobility Group

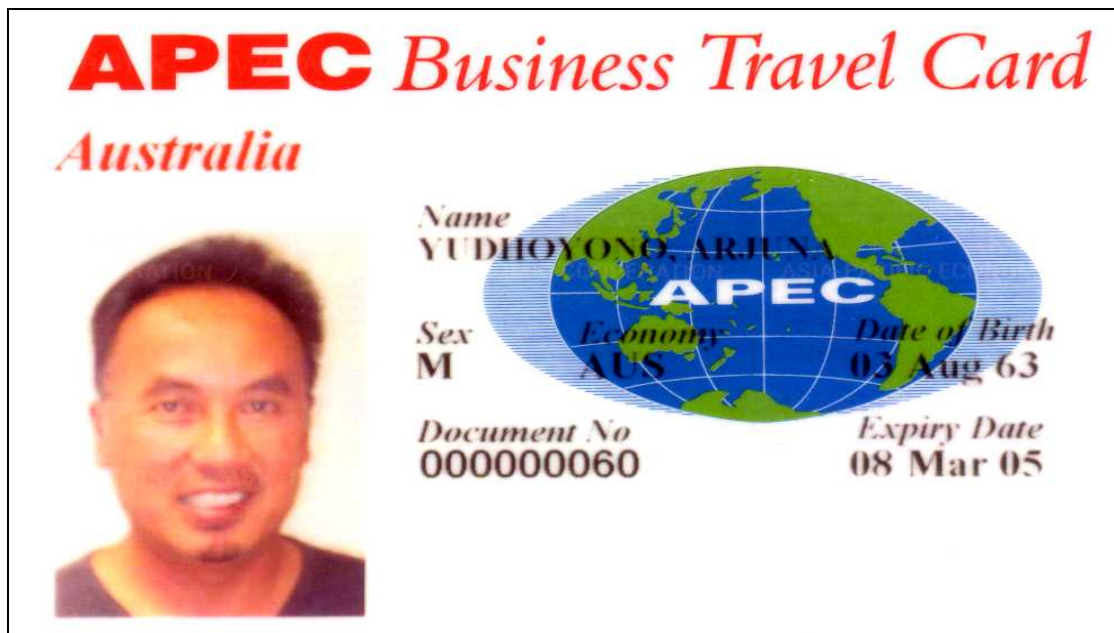


for the cardholder not only to produce the card but also her/his valid passport and the information on the two documents must coincide.

The card itself is shown in Figure 4. At present the card is quite low technology so it can be used by all economies in the region. It does not incorporate smart card technology or contain a chip, although this may be the case in the future. It has a machine readable code on the back and has ultra violet and holograph identifiers. Most cards are produced in a factory in Sydney. The front of the card has the name, gender, date of birth, expiry date, document number and a photograph of the cardholder. The back has passport details,

the countries the card is valid for and the machine readable code. An interim card is sometimes issued if there are extended delays in getting approvals from some of the destination countries.

**Figure 4: The APEC Business Travel Card**



The scheme was first trialed in 1997 in three APEC member countries which each experience significant migration – Korea, the Philippines and Australia. The evaluation phase took over a year and the scheme commenced on a permanent basis in March 1997. At the end of 2003, 15 of the 21 APEC members have joined the scheme – Australia, Brunei Darussalam, Chile, China, Hong Kong (China), Indonesia, Japan, Korea, Malaysia, New Zealand, Peru, the Philippines, Chinese Taipei, Singapore and Thailand. Moreover, it is anticipated the remaining 6 economies will join in the near future (DIMIA 2003, 2). Moreover, while not all APEC economies have not yet joined the scheme, all have agreed on a best endeavors basis to implement one or more of the following (Rizvi 2003, 33) ...

- Visa free or visa waiver arrangements for business people.
- Participation in the APEC Business Travel Card Scheme.
- At least three years multiple entry visas for business people.

All APEC members have at least one of these in place.

The success of the scheme has been recognised by the APEC country leaders as a model of the “Pathfinder Approach” which is now being used within APEC to progress other projects. This eschews the usual method of a “lowest common denominator” approach, which involves acting only on a basis that is agreeable and technically possible to all participating countries. Instead it enables those countries that are able to move faster on some initiatives to proceed to do so thus building the momentum for wider implementation. Some characteristics of this process are ...

- The trial by a few countries to prove its viability.
- An open co-operative approach building confidence and operational strength.

- Provision of technical assistance, training and initial funding to facilitate its implementation in some countries.

As of 28 January 2004, there were 7,720 Active APEC Business Travel Cards and

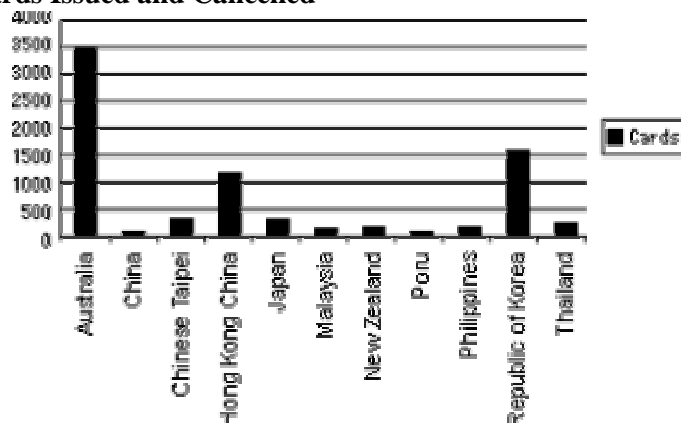
indicates how this is distributed between economies in the region. It will be noted that Australia accounts for over 40 percent of the active cards in early 2004. This is a reflection partly of the significant publicity campaign<sup>1</sup> presented in Australia. In addition, the Australians entered the program at its earliest stage and have been the conveners and administrators of the program since its inception. The Australian process of obtaining the card is also more straight forward than say in Japan where it is only granted to business people from companies with more than \$million 50 turnover and people who gain approval from a chamber of commerce. The Republic of Korea and Hong Kong, China are the other main users of the scheme. They also were early entrants into the programme. There is an initial period in which both immigration officials and business people gain experience and confidence in the system.

**Table 2: Number of Active APEC Business Travel Cards: 28 January 2004**

Source: Business Mobility Group, unpublished data

Australia	3,498
Chile	79
Chinese Taipei	363
Hong Kong, China	1,160
Japan	321
Malaysia	107
New Zealand	178
Peru	18
Philippines	164
Republic of Korea	1,598
Thailand	234
Total	7,720

**Figure 5: Cards Issued and Cancelled**



<sup>1</sup> For example recently Australia's largest 500 companies were sent details of the scheme in a recent promotional campaign.



## OTHER BMG ACTIVITY

The BMG has also agreed on a service standard for processing applications for, and extensions of, temporary residence permits for executives, managers and specialists transferred within their companies to other APEC economies (Rizvi 2003, 33).

Almost all APEC countries have reported meeting this standard. An important task of the BMG is to build capacity across the region in the area of processing international arrivals and departures. The strategy adopted has been to first set standards agreed by all APEC economies and then to implement them in both developed and developing economies in the region. Hence, in addition to developing and agreeing to detailed standards for:

- Short term business visitor movement.
- Temporary residence in respect of company transfers and specialists as described above.

Standards have also been for:

- Provision of information on temporary travel arrangements.
- Travel document examination regimes and documentation of travel, document fraud.
- A project to develop a professional immigration service through better training, streamlined practices.
- Implementation of Advanced Passenger Information (API) systems.

Standards have also been drafted for:

- Improving the security of travel documentation through workshops.
- Enhancement of immigration legislation infrastructure (DIMIA 2003, 7).
- A project to explore the feasibility of establishing a pilot regional movement alert system, designed to strengthen the capacity of border management agencies to detect stolen and fraudulent documentation and persons of concern.

Detail of the work of the APEC Business Mobility Group is available on their website:

[www.businessmobility.org](http://www.businessmobility.org)

One of the most important developments in capacity building in this area is in the implementation of API (Advanced Passenger Information) systems, which enable all passengers to be processed in advance of arrival in destination countries by instituting the check at the point of checking in to board aircrafts and sea vessels at the point of origin. In 2003 the following were achieved in this area. In 2003 (Rizvi 2003, 33-34)

- Standards were agreed for implementation of API systems.
- 13 economies have agreed to undertake a feasibility study to assist them assess their capacity and needs in order to implement the system.
- 7 economies have committed to, or have already implemented the API.

API systems give advance notice to border control agencies of who is traveling to their country allowing their details to be pre processed and checked against relevant alert lists. This means that arrangements can be made to stop people with particular details being turned back on arrival or even to be prevented from boarding the plane in the origin nation until their *bona fides* have been verified. The system

uses the international airline booking system. Australia introduced mandatory Advanced Passenger Processing (APP) in January 2003. This obliges all airlines to provide their passenger data. There is the capacity to check the name of an individual about to board a flight against the Australian visa database and its alert lists and for a boarding directive to be provided automatically and in real time at the point of departure.

So that API can be implemented in APEC countries as quickly as possible, the BMG has developed an implementation plan (May 2003). This plan follows the system used to introduce the APEC Business Card Travel Scheme...

- Stage One: Adoption of a Common Standard for implementation of API
- Stage Two: Conducting an API feasibility study to assist economies in assessing the infrastructure.
- Stage Three: Implementation.

The first stage was achieved in 2003. There are feasibility studies that have been conducted in Malaysia, Thailand, Philippines, Indonesia and Korea and a further 8 economies will complete them over the next year. The third stage of implementation has been achieved in Canada, Mexico, USA, New Zealand and Australia.

Another major initiative of the BMG has been to initiate a series of training packages and courses to help train police, immigration and customs officials. It is clear that if more effective migration management is to be achieved there will need to be substantial advancements in the development of appropriate infrastructure especially in computer systems. However there are equally crucial needs in human resources and the development of a professional corps of immigration officials is crucial in this. APEC has been involved in a great deal of training activity in this area. The demands on these professionals are likely to continue to increase especially with the introduction of biometric identification and checking the planning of which is advanced in some countries like Singapore. The BMG has developed detailed standards to be aspired to in staff development.

## **MINISTERIAL CONFERENCES ON PEOPLE SMUGGLING, TRAFFICKING IN PERSONS AND RELATED TRANSNATIONAL CRIME**

The increasing scale and significance of people smuggling, trafficking and undocumented migration in the Asian region has seen a number of bilateral and multilateral initiatives of co-operation to combat such activity. One of the most inclusive and significant have been the meetings covered by the Foreign Ministers of Indonesia and Australia in Bali on 26-28 February 2002 and 28-30 April 2003 are the Ministerial Conferences on People Smuggling, Trafficking in Persons and Related Transnational Crime (MCPSTPRTC). This has come to be referred to as the "Bali Process", which is intended to compliment and strengthen bilateral and regional co-operation in this area<sup>2</sup>. The initial meeting involved almost all countries of the

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<sup>2</sup> In addition to Indonesia and Australia: Afghanistan, Bangladesh, Bhutan, Brunei Darussalam, Cambodia, China, Democratic Republic of Korea, Fiji, France, India, Iran, Japan, Jordan, Kiribati, Laos, Malaysia, Mongolia, Myanmar, Nauru, Nepal, New Zealand, Pakistan, Palau,

region as well as a number of observer countries and organizations<sup>3</sup> reflecting the increasing significance of this issue in the region as well as globally. There was agreement reached about the nature and importance of the problem, the principles for combating it and for the necessity of bilateral and multilateral co-operation to combat it. The Ministers agreed that they would work towards...

- Developing more effective information and intelligence sharing arrangements within the region.
- Improving co-operation between law enforcement agencies.
- Enhancing co-operation on border and visa systems.
- Increasing public awareness of the facts of smuggling and trafficking operations.
- Enhancing the effectiveness of return as a strategy to deter illegal migration through the conclusion of appropriate arrangements.
- Co-operating in verifying and identifying the nationality of illegal migrants in a timely way.
- Improving technical capacity in the region to respond to the challenges posed by people smuggling, trafficking in persons, including women and children and other forms of illegal migration.

The Ministers established a follow up mechanism to implement the recommendations of the Regional Conference and co-ordinate action that the region could undertake to combat the problems. In particular, the conference set up two *ad hoc* groups of experts.

- Group I co-ordinated by New Zealand whose mandate was to promote regional and international co-operation.
- Group II co-ordinated by Thailand whose mandate was to assist States to strengthen policy making, legislative arrangements and law enforcement practices.

The groups were to report to a follow up Ministerial meeting a year later.

The second Regional Ministerial conference was consequently convened and attended by most of the nations represented in the first meeting. The two groups reported on their activities and both had developed draft action plans. In addition to the activities of the two groups, it was noted that the Bali Process had given impetus to such regional developments as ...

- Development of national legislation.
- Criminalize people smuggling and trafficking.
- Agreement of bilateral memoranda of understanding on information exchange.
- Strengthening of domestic law enforcement procedures.
- Capacity building projects on border management.

The meeting reiterated and strengthened the recommendations of the first meeting. The original intention was to offer the second Bali meeting any further follow up required to be passed on to existing

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Papua New Guinea, Philippines, Republic of Korea, Samoa, Singapore, Solomon Islands, Sri Lanka, Syria, Thailand, Turkey, UNTAET East Timor, Vanuatu, Vietnam, IOM and UNHCR.

<sup>3</sup> Austria, Belgium, Canada, Denmark, Finland, Germany, Italy, Netherlands, Norway, Russian Federation, Spain, Sweden, Switzerland, United Kingdom, USA, ASEAN Secretariat, Pacific Islands Forum Secretariat, EU, UNDP, World Bank, Asian Development Bank, IGC, INTERPOL, International Committee of Red Cross, International Federation of Red Cross, ILO, UN Office of Drug Control and Crime Prevention.

bilateral, regional and international mechanisms to follow up the recommendation. Nevertheless, it was decided to continue the work of the two ad hoc groups to carry out their action plans. This was to be reviewed after one year and in 2-3 years a further Ministerial Meeting would be convened to review progress and give necessary guidance on further follow up.

## CONCLUSION

Management of migration has become one of the major challenges facing nations in the contemporary era of globalisation and the massive increase in international population mobility. Population movement is an essential corollary of the benefits that nations can gain through enhanced international trade and investment. However, as countries seek to facilitate and encourage the mobility they see as beneficial, they are faced with pressures of international movement they perceive as not being in the national interest. Accordingly, management of migration has moved into the forefront of many countries' interest. However most countries have little experience in migration management. In the Asian region only a few countries like Australia and New Zealand have a long history of institution development, policy and program formulation and implementation, research and information base and several generations of cadres of immigration and settlement professionals upon which successful migration management systems can be based. In most countries, large scale migration in and out of the country is a relatively new phenomenon and the resources to manage it are limited.

One of the common themes, which have emerged from the many regional meetings on migration in Asia in recent years, especially that addressing increased undocumented migration, has been the necessity for international co-operation, both bilateral and multilateral for the successful management of migration. Despite these calls, the amount of successful international co-operation which has gone beyond the expression of the necessity for such co-operation is limited. The present paper has discussed one of the few instances in the region, which has not only involved consensus and collaboration at a discussion level, but also at an operation level, albeit for a limited number of countries in the region and for a small group of, relatively privileged travelers. However it is apparent that there are a number of encouraging lessons from this experience and these are summarized below ...

One lesson clearly is that the development of co-operation takes time. There are no quick fixes. The APEC Business Travel Card Programme started with a feasibility study of a small number of countries and has steadily spread to other countries in the region. Much depends on the development of trust and confidence between countries over time. Co-operation at the operational level in immigration takes time and this must be an essential element in any bilateral or multilateral co-operation. There is clear evidence of the Business Travel Card gaining momentum with more countries becoming involved and more business travelers taking it up.

Another lesson relates to the fact that the BMG began with highly specific and limited objectives and once they had been achieved it has greatly expanded the arena of its activity. There is an important lesson here. It is much easier to get consensus for a limited and highly specific operational objective than it is to

seek to get agreement for sweeping and massive intervention. In the case of the Business Travel Card, the level of co-operation required is relatively modest and is not at all threatening to national border integrity. However, once countries have realized that there are benefits to co-operation, the scope can be expanded. Hence, the extension of the BMGs activity into the much broader areas of the API systems and to the development of improved professional immigration officers and infrastructure has extended the influence of their activity on migration management enormously to encompass a much broader group of migrants than the relatively small number of elite business movers. However the later initiatives would have been impossible without the earlier work on the Business Travel Card.

The strategy of three stages in the development of co-operative activity seems to have been quite successful.

- An initial discussion stage where agreement is reached on a set of principles and common standards for the implementation of a particular system.
- Conducting feasibility studies in each country so that the individual problems and issues in those countries can be accounted for.
- Implementation of the system.

This *modus operandi* clearly can be used more widely.

- Another important principle is that all systems that have been introduced have been within the means of all countries involved to introduce and that funds have been made available to provide the training of staff and assist in the purchase and installation of appropriate infrastructure. Again is accepted that there is an extended period of implementation, which means that some countries will implement a strategy before others but in the long term all adopt it.
- It is clear that advanced computer based information systems are an essential part of migration management strategies. In the case of the Business Travel Card System, the numbers involved are quite small but it has been possible to develop a system that all participating economies can use. In fact it is being considered that the activity is increasing so much, the system will need to be upgraded in 2005. It is clear that advanced computer systems offer some real opportunities for countries to manage their migration better regardless of the level of development of their economies. These systems can give countries greater confidence about their migration management and hence have the potential to give countries greater confidence to allow more mobility for *bona fide* reasons. In this respect, the API initiative will be interesting to watch. Its use of the system already in place for international airline bookings is ingenious and does offer real possibilities to give countries greater confidence in their management of movement in and out of countries.
- Another lesson which must be stressed here is that the BMG's success has clearly been significantly effected by the fact that the long experience, developed institutions and professional knowledge of nations like Australia with a long history and indeed a developed culture of migration have been fully utilized to short circuit development of better systems in countries with a limited history and experience of migration. This dimension is extremely important and the need to recognize that there is a wealth of knowledge in migration management in some countries which can be used to fast track

better migration management in other nations in a trusting, co-operative, equal and longstanding relationship. The fact is that some countries have a longstanding developed culture of migration not only in their society but also in their administrative and bureaucratic systems and others do not. Part of the co-operation between nations in the area must be a transfer of this knowledge and expertise.

- There is a need to provide assistance to less developed countries in the areas of staff training and development and building up infrastructure if enhanced migration management is to be achieved. Capacity building is absolutely fundamental to reformation of migration policy, for international co-operation in migration and in improving migration management in individual countries, bilaterally and multilaterally.

In summary, the experience of the APEC Business Mobility Group is of much wider relevance than it seems at first glance. Clearly the card is of direct significance to a highly mobile elite, although the impact it has in enhancing trade and investment in countries can have much wider effects. In the contemporary international migration system there is a clear bifurcation between this elite of high income skilled and business people for whom international travel and entry to nations is being increasingly facilitated by nations and much larger numbers of poorer, less educated groups for whom international movement is being increasingly constrained by receiving countries (Castles and Miller 1998). However the experience of the BMG in implementing the Business Travel Card has laid the foundations for a wider pattern of international co-operation in migration management. In the Asian region, examples of successful operational collaboration in the area of international migration are limited indeed. The lessons of this program need to be examined and learned.

## **END NOTE**

The author would like to express his appreciation to Mr. John Ryan, Mr. Peter Job and especially Ms. Ruth Kovacic and Mr. Martin Darley of the Australian Department of Immigration and Multicultural and Indigenous Affairs for generously providing much of the information on which this paper is based. They of course are not responsible for the views expressed in the paper which are solely those of the writer.

# APPENDIX A



## Declaration

I declare that:

- I am a business person who makes regular short-term business visits to APEC economies.
- For the purpose of assessing my eligibility for the APEC Business Travel Card I consent to the Department of Immigration and Multicultural and Indigenous Affairs (DIMIA) to divulge all information in its possession, including the information I have supplied in this application, to any other agency, government authority or body, whether Australian or otherwise, and to investigate, obtain, and inform itself in any matter it thinks fit as to my character including any history of criminal conduct or convictions held by any police service or law enforcement agency, whether State, Territory, Federal, International or that of any other foreign nation.
- I have never been convicted of a crime or offence or been charged with an offence that is waiting legal action (otherwise I will attach details).
- I have never been deported from, removed from or asked to leave, or been refused entry, or otherwise excluded entry from any country (otherwise I will attach details).
- The information provided on this form is complete and accurate.

**Declaration signature of applicant** (please sign within the box corners in black ink)

Date  /  /

If you are an Australian passport holder, complete this application form and MAIL to:

APEC Business Travel Card Scheme  
Business Employment Section  
Central Office  
Department of Immigration and  
Multicultural and Indigenous Affairs  
PO Box 25  
Belconnen ACT 2616

### Photograph

Please attach (glue) a recent photograph of yourself.

Care should be taken to avoid damaging the photograph. DO NOT use a paper clip as it will damage the photograph.

## APEC Business Travel Card

### What is the card?

The size of a credit card, the APEC Business Travel Card gives accredited business people streamlined entry to participating APEC economies. This occurs through a simple pre-clearance system that allows business people, through a single application, to obtain multiple short-term entry to these economies.

The card means an end to the time consuming need to apply for visas or entry permits and an end to long airport queues on entry.

### Cardholders enjoy:

- pre-cleared entry to participating APEC economies (no need to apply for visas or entry permits)
- multiple short-term entry to these economies; cards are valid for three years
- faster immigration processing on arrival
- entry and exit through special APEC lanes at major airports.

### Who is eligible?

Business people who:

- are passport holders of participating economies
- travel regularly to conduct trade and investment activities in those economies
- have not been convicted of a criminal offence.

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Participating economies in the APEC Business Travel Card scheme currently include Australia, Chile, Chinese Taipei, Hong Kong, Japan, Korea, Malaysia, New Zealand, the Philippines and Thailand. Further APEC economies are expected to join the scheme during 2003.

Each economy maintains its right to determine who will enter their economy and to preserve existing conditions of entry.

The card does not replace a passport; cardholders will still need to carry their passports when they travel.

### How to apply

If you are an Australian passport holder, complete the attached application form and send it with a passport-sized photo to:

APEC Business Travel Card Scheme  
Business Employment Section  
Department of Immigration and  
Multicultural and Indigenous Affairs  
PO Box 25  
BELCONNEN ACT 2616

An application fee is payable.

### Further Information

Telephone: +61 2 6264 3338  
Fax: +61 2 6264 3547  
E-mail: [apec@immi.gov.au](mailto:apec@immi.gov.au)

Website: [www.businessmobility.org](http://www.businessmobility.org)

### Your personal details (or staple your business card here)

**Business details**  
Name of Company/Organisation/Employer

Type of business

Position held

Contact phone  ( ) ( ) ( ) ( ) ( ) ( )

Do you agree to DIMA communicating with you by facsimile, e-mail, or other electronic means?  
No   
Yes  Give details below

Facsimile number  ( ) ( ) ( ) ( ) ( ) ( )

E-mail address

Business address

Postal address (Your card will be sent to your postal address unless otherwise specified)

### Your passport details

Your details exactly as shown on your Australian passport

Passport number  Expiry date (dd/mm/yy)

Family name

Given names

Nationality

Country of birth

Date of birth (dd/mm/yy)

Sex Male  Female

### Your payment details

Please charge my credit card details as follows for \$A155.00 (including GST)

Mastercard  American Express   
Visa  Diners Club   
JCB  Expiry date (mm/yy)

Card number

Name of cardholder

Signature to authorise payment

Date  /  /

### Other information

Number of trips between APEC economies per year

Average length of trips (days/weeks/months)

How did you hear about the APEC Business Travel Card? (Please tick a box)

Word of mouth  Industry publication   
Newspaper  Advertising material   
Internet  If so, which site?

Membership of Business/Industry Association (if applicable)

Once this application has been completed please check your details, then read and sign the declaration overleaf

### Office use only

System application number

Date of Receipt  /  /

Application for APEC Business Travel Card

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