

Chronology
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Australia and Refugees, 1901–2002: An Annotated Chronology Based on Official Sources

This detailed chronology is based on official sources and covers a long and complex period of Australian immigration and refugee experience, the years 1901 to 2002. For the convenience of the reader wanting just an overview of the period, a summary version has also been produced. The detailed version is available as an electronic document only and the summary version is available both electronically and in hard copy. The chronology is presented in two parts: 1901–1991 and 1992–2002—because of the complexity of developments of the past decade.

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Acronyms

AIDAB	Australian International Development Assistance Bureau
AMEP	Adult Migrant Education Program
ASA	Asylum Seekers Assistance Scheme
BIPR	Bureau of Immigration and Population Research
CAAIP	Committee to Advise on Australia's Immigration Policies
CALFRIC	Committee for the Allocation of Loan Funds to Refugees from Indo-China
CRSS	Community Refugee Settlement Scheme
CPA	Comprehensive Plan of Action
CSSS	Community Settlement Services Scheme
DIEA	Department of Immigration and Ethnic Affairs
DILGEA	Department of Immigration, Local Government and Ethnic Affairs
DIMA	Department of Immigration and Multicultural Affairs
DIMIA	Department of Immigration and Multicultural and Indigenous Affairs
DORS	Determination of Refugee Status Committee
DP	Displaced Person
EXCOM	Executive Committee of the United Nations High Commissioner for Refugees
HREOC	Human Rights and Equal Opportunity Commission
ICEM	Inter-governmental Committee for European Migration
ICCPR	International Covenant on Civil and Political Rights
IRO	International Refugee Organisation
IRT	Immigration Review Tribunal
LSIA	Longitudinal Survey of Immigrants to Australia
OMA	Office of Multicultural Affairs
PRC	People's Republic of China
RAAF	Royal Australian Air Force
ROMAMPAS	Review of Migrant and Multicultural Programs and Services
RRT	Refugee Review Tribunal
RSP	Rescue at Sea Pool
RSRC	Refugee Status Review Committee
SAC	Special Assistance Category
SHP	Special Humanitarian Program
UN	United Nations
UNAMET	United Nations Mission in East Timor
UNHCR	United Nations High Commissioner for Refugees
USSR	Union of Soviet Socialist Republics

Glossary

In basing the chronology on official source material, the official terminology has been retained. The use of language has been important in recent debates over refugee policy and there is a need to make clear the meanings of the most significant terminologies.

Asylum seeker: any person who moves to another country for the purpose of claiming protection under the 1951 UN Convention Relating to the Status of Refugees or the 1967 Protocol Relating to the Status of Refugees.

Boat people: A term that gained currency during the late 1970s as a description of asylum seekers who arrived in Australia without legal authority in boats not authorised by the Australian Government to land in Australia. The term was revived during the 1990s, as other unauthorised boats carrying passengers with no legal authority to enter Australia, came into Australian waters. The term has been used in official publications since 1977 when it first appeared in the Department of Immigration and Ethnic Affairs' annual review, *Review '77*.

Country of first asylum: The first, usually neighbouring country to which a refugee flees. The world's refugee camps are in countries of first asylum.

Displaced persons: persons fleeing conflict, human-made or natural disasters either within their own country or across national boundaries. (National Population Council, *Refugee Review*, 1991, p. 220)

Illegal immigrants: persons who enter or remain in Australia without a valid visa or travel authority. The most common form of illegal immigration is visa over-staying. Asylum seekers are not illegal immigrants as they have invoked Australia's obligations under the 1951 UN Convention and 1967 Protocol. They become illegal when they are denied refugee status and avenues of review and appeal are exhausted.

Illegal migration racket (see: people smuggling)

Offshore visas: Where visas authorising entry into a country are issued to people in other countries, they are described as being issued 'offshore'.

Onshore visas: Where visas authorising stay in Australia are issued to people after they have already arrived, legally or illegally, in Australia, they are described as being issued 'onshore'.

People smuggling: defined by the *United Nations' Global Program Against Trafficking in Human Beings* as 'the procurement of illegal entry of a person into a State of which that person is not a national with the objective of making a profit'.

Prohibited immigrants: Under the *Immigration (Restriction) Act 1901*, a prohibited immigrant was any person who failed a dictation test in a European language. The Act was overhauled in 1958 and the dictation test provision replaced by a system of entry permits. The *Migration Act 1958* defined a prohibited immigrant as someone who does not hold an entry permit that is in force.

Refugee: the 1951 *UN Convention Relating to the Status of Refugees* defines a refugee as any person who 'owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country'.

Third country: Where refugees move from their countries of first asylum to another country, such as Australia, that country is described as a third country (the first being the home country, and the second being the country of first asylum).

Unauthorised arrivals: Any person who arrives in Australia by air or sea without the correct documentation. (Department of Immigration and Multicultural Affairs, *Protecting the border: immigration compliance*, Canberra, 1999, p. 9.)

White Russians: The name given to Russians who left the Soviet Union in the early 1920s as defeated opponents of the 1917 Bolshevik Revolution. In the 1950s, another wave of White Russians came to Australia, this time consisting of those who had escaped from Russia into China or Manchuria after 1917. The White Russians fleeing the Communist Government of China included many who were the children of the 1920s generation. (B. Christa, 'Russians', in J. Jupp (ed.), *The Australian people: an encyclopedia of the nation, its people and their origins*, Cambridge University Press, 2001, pp. 639–640.)

(Note: The definitions of 'Country of first asylum', 'Offshore visas', 'Onshore visas' and 'Third country' are taken from the glossary in A. Millbank, *The problem with the 1951 Refugee Convention*, *Research Paper No. 5*, Department of the Parliamentary Library, 2000–01.)

Section 1: Australia and Refugees, 1901–1991

Purpose

Scope and methodology

This chronology covers a long and complex period of Australian immigration and refugee experience: the years 1901 to 2002. It is arranged in two sections: 1901–1991 and 1992–2002. The chronology is presented in two parts because of the complexity of developments of the past decade. The *Migration Reform Act 1992* may be seen as responding to a new period characterised by mandatory detention of asylum seekers in remote centres and by the rise of the organised crime known as 'people smuggling'.

The central rationale of the chronology is that the past lives on in the present, and policy-makers can only benefit from understanding how things have developed and changed over time. Current debates often draw on generalised assessments of the past. For example, there is an assumption shared by supporters and opponents of refugee policy alike that Australia has a humanitarian tradition in such matters. (Readers may also be interested in the Parliamentary Library's audio-brief, *Australia's humanitarian tradition in refugee intake: myth or reality?*, produced in December 2002.) The chronology is not interpretative but rather presents the selected facts for others to analyse as they see fit.

The chronology is based on official sources such as Annual Reports, Ministerial Media Releases, reports of official inquiries and Year Books. It attempts to identify important events in the development of refugee policy and intake, and to track the trends and responses in official thinking, while placing them in the context of the wider Australian immigration program and international developments. The reliance on official sources is justified by the fact that they are the most authoritative for the purposes of the chronology. Limits of space also precluded any broadening of the methodology.

In basing the chronology on official source material, the terminology of different periods has been retained. The use of language has been important in recent debates over refugee policy. No historian worthy of the discipline can sanitise the past in the interests of current political considerations and this applies to language as much as anything else. But there is also a need to make clear the meanings of the most significant terminologies, such as 'prohibited immigrants', 'illegal entrants', 'unauthorised arrivals', 'boat people' and 'illegal migration'. A glossary is included to define such terms. The changing terminologies reflect developments in law and official attitudes. This principle also applies to the names of countries: for example, Australian governments used 'Kampuchea' from the late 1970s to the early 1980s but then adopted 'Cambodia'. This is reflected by the use of both in the chronology.

From White Australia to Port Hedland

It comes as a surprise to many that Australia did not have an explicit refugee policy, separate from its general immigration policy, until the late 1970s. Australia certainly received refugees prior to the 1970s but it was in response to the Indo-Chinese refugee crisis of the late 1970s and early 1980s that a comprehensive, ongoing, approach was adopted.

From the beginning of the Commonwealth of Australia in 1901, the framers of immigration policy made it clear that Chinese and other 'non-whites' had to be stopped from permanently settling here. They did this chiefly through a 'dictation test', whereby anyone seeking admission could be tested in a European language. Failure of the test automatically imposed 'prohibited immigrant' status on the individual. The test was usually administered at the point of disembarkation and was applied selectively to Chinese and other 'non-whites'. It proved an effective mechanism of exclusion and deterrence.

It should be noted that prior to the formation of the League of Nations in 1919 governments around the world were not interested in formulating policy to deal specifically with refugees. Such interest developed through the League and the United Nations, with the usual driving force for refugees being wars and their aftermath rather than the classic 'persecution' criteria set up by the two international bodies. Australia was under no international obligation to take refugees until it ratified the 1951 UN *Convention Relating to the Status of Refugees* and then it still remained free to discriminate on racial grounds in its intake.

The White Australia Policy, embedded in the *Immigration (Restriction) Act 1901*, remained a guiding principle of Australian immigration until its gradual abolition between 1966 and 1973. In such a context, any Australian concern with responsibilities toward refugees was limited in its humanitarianism by the reality of racial exclusion. This point was illustrated by the treatment of Asian evacuees taken in during the Pacific War. More than 6000 were granted protection but as soon as the war was over, the government took action to repatriate them. About 900 refused to be repatriated and so the *War-time Refugees Removal Act 1949* was passed. It mattered not that many had married Australians or established businesses here—and that all had been fleeing the common Japanese militarist enemy during World War Two. In the final analysis it was the colour of skin that mattered.

In addition to racism, Australian refugee policy was framed by decisive factors, such as the need for labour after the Second World War and the politically bipartisan desire to stand firmly against the Soviet Union in the Cold War. The admission of more than 170 000 Displaced Persons from European camps between 1947 and 1954 was followed by large intakes of Hungarians from 1956 to 1958 and Czechs and Slovaks in 1968. Most were anti-Communist, and the Displaced Persons were recruited essentially because they were a convenient source of labour. It was not until 1973 that political refugees from an anti-Communist pro-Western regime would be admitted: the Chileans.

The 1970s mark a watershed in the development of refugee policy for a number of reasons. Firstly, Australia abolished the White Australia Policy in 1973: race was no longer a criterion in immigration selection procedures. The principle was tested soon afterwards, with the Indo-China refugee crisis, following the defeat of United States-backed regimes in Vietnam and Cambodia in 1975. But the 1970s were also notable because Australia no longer required the old type of immigrant. No longer primarily seeking 'factory fodder', Australian governments during the 1970s became more interested in skills-based selection and family reunion. The policy towards refugees continued to be pragmatic but required sharper definition. Thus, on 24 May 1977, the Minister for Immigration and Ethnic Affairs, the Hon. Michael Mackellar MP, articulated the basic principles, and enunciated a strategy and practical initiatives, for a comprehensive policy. It is worth noting the four key principles, as they have remained a formal basis of policy to the present day:

1. Australia fully recognises its humanitarian commitment and responsibility to admit refugees for resettlement.
2. The decision to accept refugees must always remain with the Government of Australia.
3. Special assistance will often need to be provided for the movement of refugees in designated situations or for their resettlement in Australia.
4. It may not be in the interest of some refugees to settle in Australia. Their interests may be better served by resettlement elsewhere. The Australian Government makes an annual contribution to the United Nations High Commissioner for Refugees (UNHCR) which is the main body associated with such resettlement.¹

The above statement is historically significant because it shows that Australia formally recognised that its commitment to refugees must be an ongoing one. Through the development of practical mechanisms for refugee policy implementation, refugees were recognised as a separate component of the wider immigration program, not just another migrant group. In these respects, it may be said that the 1977 Mackellar statement marked the beginning of an explicit refugee policy.

Also interesting about the principles is the idea that it may be best for some refugees to be resettled elsewhere. Mackellar's landmark statement was made at a time when Australia had to confront the reality of the massive displacement of Vietnamese people. By 1979, there were well over 300 000 Indo-Chinese refugees in camps in South-East Asia.

The establishment by the Australian Government in March 1978 of an inter-departmental Determination of Refugee Status Committee (DORS) was a response to the unauthorised arrival of boats carrying mainly Vietnamese refugees. As a signatory to the United Nations' 1951 *Convention Relating to the Status of Refugees*, and to the 1967 Protocol, Australia needed a mechanism for assessing refugee status onshore (i.e. on Australian territory).

The chronology encompasses the other 'watershed' year of 1989, when a new set of international events posed challenges to decision-makers and when unauthorised boat arrivals became an issue again. The collapse of the Soviet Union ended the Cold War, and

altered perceptions, particularly in Europe, of those who had previously been seen as refugees from Communism. Of more immediate importance to Australia, though, was the response of Australia's Prime Minister, Bob Hawke, to the action taken by the Government of the People's Republic of China against protestors occupying Tiananmen Square in June 1989. The number of asylum applications in Australia increased by over 10 000: from 1260 in 1989 to 12 130 in 1990 (and to 16 740 in 1991). The applicants were mainly Chinese students already in Australia.

In 1989, the *Migration Act 1958*—itself a product of a fundamental overhaul of the *Immigration Act 1901*—was reformed by the *Migration Legislation Amendment Act 1989*. The 1989 Act established immigration rules and criteria within the legislation with a view to ensuring accountable and consistent decisions. The new regulations, numbering about 200 in all, greatly reduced room for discretion by departmental officers and tightened control of the management of the immigration program. They also created a two-tier system for the review of migration decisions. In these ways, the Act sought to create a fairer processing system and, in doing so, sought to remove the need for unsuccessful onshore visa applicants to appeal to the judiciary. In the words of Senator the Hon. Robert Ray, the Minister for Immigration, Local Government and Ethnic Affairs in the Hawke Government, the Regulations 'sought to improve the ability to curb abuse of the immigration program by people seeking to come to Australia illegally'. Minister Ray made 'no apology for the toughness of the new law as far as illegal entrants are concerned'.² The 'toughness' included the introduction of mandatory deportation of 'illegal entrants' and the power to sell their possessions, with a view to recovering costs relating to detention and deportation.

As mentioned previously, 1989 saw the return of unauthorised boat arrivals in Australia, the first detected since 1981. In November 1989, a small boat carrying 26 people from Cambodia reached Broome, Western Australia, followed by two more boats carrying larger numbers in March and June of 1990. By 31 December 1991, 438 people had arrived in nine boats. The Government responded in the 1991–1992 Immigration Budget Statement by allocating additional funds for the expansion of staff and facilities related to onshore processing and detention of unauthorised arrivals. It also resolved to establish a new detention centre at Port Hedland in Western Australia. The first group of 'boat people' to be detained at Port Hedland consisted of 104 Indo-Chinese, transferred from Darwin in October 1991.

A new period in refugee policy, characterised by the detention of unauthorised arrivals in remote centres, had begun. The detention policy would be further developed during the 1990s, beginning with the *Migration Reform Act 1992* which made detention mandatory for all unlawful non-citizens (i.e. non-citizens without a valid visa). At the same time, Australia maintained its planned program of refugee and humanitarian intakes at a rate of about 12 000 a year. The new period, 1992–2002, is covered later in this paper.

Endnotes

1. Hon. Michael Mackellar, Minister for Immigration and Ethnic Affairs, Statement, House of Representatives, *Debate*, 24 May 1977, p. 1714.
2. Senator the Hon. Robert Ray, Minister for Immigration, Local Government and Ethnic Affairs, *Media Release*, MPS 88/89, 18 December 1989.

Chronology 1901–1991

	Details	Source Documents
1901	Australia's population, exclusive of so-called 'full-blooded Aboriginals' who were not counted, is 3 773 801 at the time of the 1901 Census. A total of 865 498 is born overseas (23 per cent of the population). People from the United Kingdom are the largest overseas-born group (679 159). The immigration policy of the new federated Australian nation is based on racial exclusion, the notion of a 'White Australia'. There is no refugee policy but refugees, mainly fleeing religious persecution in Germany, Hungary, Poland and Italy, settled in Australia as unassisted immigrants during the nineteenth century colonial era.	<i>Year Book of the Commonwealth of Australia, 1901–1907</i> , Commonwealth Bureau of Census and Statistics, Melbourne, 1908, p. 147.
1901	The <i>Immigration (Restriction) Act</i> is passed by the new Commonwealth of Australia Parliament. The Act does not mention race but seeks to prohibit the permanent settlement of Asians, Africans and other coloured races through Section 3(a). Under this provision, a dictation test may be administered in any European language against an immigrant. It is enforced mainly against Chinese arrivals and, coupled with penalties against shipping companies, quickly proves effective in deterring 'non-white' arrivals. Under the 'White Australia Policy', non-European refugees are not welcome, though during World War Two, more than 6000 Asian evacuees are admitted temporarily. The racism inherent in the Act works against non-European refugee and migrant intake for seven decades.	A. C. Palfreeman, <i>The Administration of the White Australia Policy</i> , Melbourne University Press, 1967, pp. 81–85.
1911	Australia's population, exclusive of so-called 'full-blooded Aboriginals' who were not counted, is 4 455 005 at the time of the 1911 Census. A total of 787 335 is born overseas (18 per cent of the population). People from the United Kingdom are the largest overseas-born group (590 722). The White Australia Policy remains the guiding principle in immigration policy. Small numbers of refugees are admitted, on the same basis as other 'white' immigrants, including Jews fleeing imperial Russia and Russian Poland.	<i>Year Book of the Commonwealth of Australia, 1901–1913</i> , Commonwealth Bureau of Census and Statistics, Melbourne, 1914, p. 120.
1914–18	World War One brings immigration to a virtual halt. In the period between 1905 and the war, Australia receives 390 000 new settlers, mainly from the British Isles. The war creates a massive refugee problem in Europe. It also leads to the formation of the League of Nations.	Department of Immigration and Multicultural Affairs, <i>Immigration: Federation to Century's End, 1901–2000</i> , Canberra, 2001, p. 1.

	Details	Source Documents
1919	Australia joins the League of Nations as a founding member.	
1921	Australia's population, exclusive of so-called 'full-blood Aboriginals' who were not counted, is 5 435 734 at the time of the 1921 Census. A total of 854 071 people are from overseas (16 per cent of the population). People born in the British Isles are the largest group (676 387). Australia has admitted small numbers of refugees from Europe, perhaps no more than a few thousand, under the general immigration program since 1901. The White Australia Policy remains in force.	<i>Year Book of the Commonwealth of Australia, 1924</i> , Commonwealth Bureau of Census and Statistics, Melbourne, 1924, p. 921.
1921	Australia supports the establishment of the League's Office of Commissioner for Refugees and recognises the League's special passports for people in need. During the 1920s, some Russians, Greeks, Bulgarians, Armenians, Assyrians and Jews are admitted into Australia, but the numbers are not significant. They are only admitted in cases where they meet normal migration criteria.	C. Price, <i>The Refugee Issue in Australia: 1838–1991</i> , Working Papers No. 2, Australian Immigration Research Centre, Deakin, ACT, 1990, p. 3.
1921	The Australian Government takes control of migrant selection from the States, under the Joint Commonwealth and States Scheme.	
1922	The Hughes' and Bruce Governments pursue an active mass immigration program under the Empire Settlement Act 1922. Assisted passages are provided by the British Government to encourage British, mainly English and Scots, emigration to Australia.	
1929	Economic depression brings assisted immigration to a halt. However, during the 1920s, more than 300 000 immigrants are admitted, of whom two-thirds are assisted under the Empire Settlement Act.	Department of Immigration and Multicultural Affairs, <i>Immigration: Federation to Century's End, 1901–2000</i> , Canberra, 2001, p. 3.
1933	Adolph Hitler becomes Chancellor of Germany and incites violent anti-Semitism as part of his <i>judenrein</i> program, i.e. the program to make Germany free of Jews. Thousands of Jews seek protection in Britain, the United States, Canada and Australia.	M. Blakeney, <i>Australia and the Jewish Refugees 1933–1948</i> , Croom Helm Australia, Sydney, 1985, pp. 84–100
1933	Australia's population, exclusive of so-called 'full-blood Aboriginals' who were not counted, is 6 629 839 at the time of the 1933 Census. A total of 903 273 is born overseas (14 per cent of the population). People born in England are the largest	<i>Year Book of the Commonwealth of Australia, 1951</i> , Commonwealth Bureau of Census and Statistics, Canberra,

	Details	Source Documents
	group (486 831), followed by Scotland-born (132 489), Irish (78 652) and New Zealanders (45 963). There are 26 756 Italian-born and 16 842 German-born residents. Australia has admitted small numbers of refugees, no more than several thousand, under the general immigration program since 1901. The White Australia Policy remains in force.	1951, p. 550.
1938	In July, Australia joins 31 other countries at a conference in Evian-les-Bains, France, to discuss the urgent Jewish refugee situation arising from the worsening situation in Germany and Hitler's occupation of Austria. The Conference, convened by the United States, establishes an Inter-governmental Committee for Refugees. Australia's representative at Evian asserts that, while Australia sympathises with the persecuted Jews and has admitted approximately 700 since 1934, it does not want to import a 'racial problem'. Later in the year, after the German occupation of the Sudetan area of Czechoslovakia, Australia agrees to receive 15 000 Jewish refugees over a three-year period. Seven thousand are admitted before the intake is halted by war in Europe. Settlement and post-settlement services are provided by the Australian Jewish Welfare Society, which was founded with government support in 1937.	P. Bartrop (ed.), <i>False Havens: the British Empire and the Holocaust</i> , University Press of America Inc., New York, 1995, pp. 64–65, pp. 130–145.
1939	World War Two causes cessation of significant immigration but during the Pacific War, Australia admits 6269 non-Europeans, mainly crew of Asian ships stranded in Australian ports and Chinese evacuees from Papua New Guinea and the Pacific Islands. The majority are voluntarily repatriated after the war but those who wish to stay are compelled to leave under special legislation.	K. Blackburn, 'Disguised Anti-Colonialism', <i>Australian Journal of International Affairs</i> , vol. 55, no. 1, 2001, p. 103.
1943	Australia supports the establishment of the United Nations' Relief and Rehabilitation Agency and makes financial contributions to it, thus making a commitment to international responsibility to refugee work.	National Population Council, <i>Refugee Review</i> , AGPS, Canberra, 1991, p. 63.
1945	Australia's first Department of Immigration is established on 13 July, with Hon. Arthur Calwell as Minister in the Chifley Labor Government. An unprecedentedly ambitious mass immigration program is undertaken, fuelled by a post-war economic boom and the need for labour. The Government is committed to increasing Australia's population by two per cent per annum, with one per cent attained through immigration.	

	Details	Source Documents
1946	In December, Australia abstains in the United Nations General Assembly vote to establish the International Refugee Organisation. Prime Minister Chifley is not opposed to the IRO in principle but doesn't want Australia to incur any moral responsibility for financial support.	ibid., p. 66.
1947	Australia's population, exclusive of so-called 'full-blood Aboriginals' who were not counted, is 7 579 358 at the time of the 1947 Census. A total of 744 187 is born overseas (10 per cent of the population). People from England are the largest group (381 592), followed by Scots (102 998), Irish (44 813) and New Zealanders (43 610). There are 33 632 Italians and 14 567 Germans. The largest humanitarian group is the Jews, who mainly arrived from Germany and Austria in the 1930s. Official figures were not kept on refugee numbers but it is possible that Australia had admitted about 20 000 refugees since 1901. In 1947, the first liberalisation of the White Australia Policy occurs when the Chifley Government allows non-Europeans who had been admitted for business reasons, and who had lived in Australia continuously for fifteen years, to remain without applying for periodic extensions of permit.	<i>Year Book of the Commonwealth of Australia, 1951</i> , Commonwealth Bureau of Census and Statistics, Canberra, 1951 p. 550.
1947	In July, Australia enters into an agreement with the International Refugee Organisation (IRO) to select and admit displaced persons from camps in Europe. By 1952, Australia has selected and admitted 170 700 Displaced Persons under this scheme. The main groups are Poles (63 394), Yugoslavs (23 543), Latvians (19 421), Ukrainians (14 464), Hungarians (11 919), Lithuanians (9906), Czechs (9142) and Estonians (5329). They are required to work for a period of two years as directed by the Australian Government. For the first time, the Australian Government is responsible for post-disembarkation settlement services, such as accommodation and basic English classes.	<i>Year Book of the Commonwealth of Australia</i> , Canberra, 1953, p. 567. E. Kunz, <i>Displaced Persons: Calwell's New Australians</i> , ANU Press, 1988, p. 43.
1949	The Chifley Government passes the <i>War-time Refugees Removal Act</i> in July, with a view to forcibly repatriating approximately 900 non-Europeans who had been admitted temporarily during the war. They had declined to be repatriated, wishing to settle in Australia.	A. C. Palfreeman, op. cit., p. 102.
1949	The election of Menzies' Liberal Government in December results in Hon. Harold Holt's appointment as Immigration Minister.	

	Details	Source Documents
1949	Australia supports the establishment of the United Nations' Relief and Works' Agency, created to help the 1.5 million Palestinians who became refugees during and after the establishment of Israel.	National Population Council, op. cit., p. 63.
1950	In February, the new Liberal Government cancels some of the deportation orders imposed against Asian war-time evacuees by the previous government and permits about 600 remaining wartime refugees to stay in Australia. They are permitted to live and work as 'permanent residents' but not allowed to bring in families or business assistants.	Palfreeman, op. cit., pp. 22–23. Hon. Harold Holt, House of Representatives, <i>Debates</i> , 24 February 1950, p. 96.
1950	The United Nations (UN) establishes the office of the High Commissioner for Refugees (UNHCR), with the primary duty of providing international protection for refugees.	
1951	In 1950–1951, the Department of Immigration costs the Commonwealth Government £20 137 281, a three-fold increase since 1948–1949. Approximately £6 000 000 is capital works and services' expenditure on migrant centres and hostels, with another £6 600 000 spent on 'miscellaneous services', mainly maintenance of and equipment for migrant centres and hostels.	Commonwealth of Australia: <i>The Budget 1952–1953</i> , Commonwealth Government Printer, Canberra, 1952, pp. 10, 45, 59, 71.
1952	The Inter-governmental Committee for European Migration (ICEM) is established, in part in response to UN unwillingness to involve its High Commissioner for Refugees in costly resettlement operations. Australia joins ICEM in 1953 but, in 1973, withdraws its support. (According to Price, this was because the Whitlam Government regarded ICEM as too influenced by United States' policy). During its twenty year association with ICEM, Australia admits 628 000 people, of whom 199 000 are refugees. Australia rejoins ICEM in 1985.	ibid., p. 63. Price, op. cit., p. 7. <i>Year Book Australia, 1977–78</i> , ABS, Canberra, 1979, p. 125.
1954	Australia's population, exclusive of so-called 'full-blood Aboriginals' who were not counted, is 8 986 530 at the time of the 1954 Census. A total of 1 286 466 is born overseas (14 per cent of the population). People from England are the largest group (478 411), followed by Scots (123 634), Italians (119 897) and Germans (65 422). The emphasis in immigration remains on the recruitment of industrial labour and on the White Australia Policy; though the latter continues to be liberalised. Cultural diversification, necessitated by lack of success in obtaining the desired numbers of United Kingdom migrants, continues during the 1950s as a result of the intake of European 'Displaced Persons' of various ethnic backgrounds, and as a result of assisted passage agreements with governments such as Malta (1948), the Netherlands and Italy (1951), West Germany	<i>Year Book of the Commonwealth of Australia, 1957</i> , Commonwealth Bureau of Census and Statistics, Canberra, 1957, p. 566.

	Details	Source Documents
	(1952) and Finland, Switzerland, Norway, Sweden and Denmark (1954). The largest humanitarian group—the Poland-born, who are mainly admitted as Displaced Persons—totals 56 594. More than 170 000 refugees have been admitted since 1945, mainly under the International Refugee Organisation's Displaced Persons' scheme.	
1954	<p>Australia ratifies the 1951 UN Convention Relating to the Status of Refugees, which defines a refugee as any person who: 'owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country'.</p> <p>A Protocol relating to the Status of Refugees, adopted by the UN in 1967, seeks to update the scope of the convention by removing a stipulation in the 1951 definition to the effect that a refugee only qualifies 'as a result of events occurring before 1 January 1951'. Australia does not endorse the Protocol until 1973, under the Whitlam Government.</p>	National Population Council, op. cit., p. 64.
1956	<p>In October, an anti-Communist uprising in Hungary is brutally suppressed. Australia admits 9562 Hungarians over the next eight months. This is the largest single humanitarian intake since 1949–1950 when 89 199 Displaced Persons were admitted. By 1961–1962, when the Hungarian program ceases, 14 060 had been admitted, mostly in 1957 and 1958. They are selected from countries of first asylum, mainly Austria. As more than 16 000 ethnic Hungarians had been admitted under the International Refugee Organisation (IRO) agreement (1947–1952), the Hungarian population in Australia now reaches 30 000.</p>	<i>Australian Immigration: Consolidated Statistics</i> , Department of Immigration, Canberra, no. 1, 1966, p. 64 and no. 4, 1970, p. 23.
1956	<p>In October, Hon. Athol Townley MP succeeds Holt as Immigration Minister in the Menzies' Government.</p>	
1956	<p>The Menzies' Government liberalises the White Australia Policy by granting permanent resident status to non-Europeans who had arrived as refugees during the war or had resided here for at least 15 years. The reformed policy also allows non-European spouses of Australian citizens to be naturalised and relaxes the conditions of entry for persons of 'mixed descent'. The following year, non-Europeans other than spouses are permitted to apply for citizenship after 15 years residence. Further liberalisation takes place in 1959 and 1960, under Menzies, and in 1966 under Prime Minister Holt.</p>	K. Rivett (ed.), <i>Australia and the Non-White Migrant</i> , Melbourne University Press, 1975, pp. 25–30.

	Details	Source Documents
1957	The formation of the European Economic Community provides freedom of movement between member states and guest-worker programs that have the effect of reducing European migrant and refugee interest in Australia. Over the next ten years, Australia's refugee intake averages less than 2500 per annum.	
1958	In March, Hon. Alexander Downer MP succeeds Townley as Immigration Minister in Menzies' Government.	
1958	The Immigration Act is overhauled. The new <i>Migration Act 1958</i> abolishes the dictation test and replaces it with an entry permit system.	ibid., pp. 26–27.
1961	In 1960–1961, the Department of Immigration costs the Commonwealth Government £12 161 849. Approximately £2 250 000 (18.5 per cent) is spent on settlement services (though this term is not used in 1960–1961). Most of the settlement service expenditure goes to the maintenance of migrants in centres and hostels, medical and hospital costs and the 'education of non-British migrants in the English language'. The latter cost £424 892.	Commonwealth of Australia: The Budget 1961–1962, Commonwealth Government Printer, Canberra, 1962, pp. 8, 32, 59.
1961	Australia's population is 10 508 186 at the time of the 1961 Census. About half the increase since 1947 (when the population was 7 579 358) is due to immigration. A total of 1 778 780 is born overseas (17 per cent of the population). People from the United Kingdom (and the Republic of Ireland) are the largest group (755 402), followed by Italians (228 296) and Germans (109 315). The largest humanitarian group—the Poland-born, who mainly arrived as Displaced Persons after the War—totals 60 049. A total of 261 399 refugees have been admitted since 1945, of whom 200 550 travelled on assisted passages. The White Australia Policy is further liberalised during the 1960s, and governments persist with an economically-driven immigration policy based on industrial labour requirements.	<i>Year Book of the Commonwealth of Australia, 1968</i> , Commonwealth Bureau of Census and Statistics, Canberra, 1968, p. 140. <i>Year Book of the Commonwealth of Australia, 1962</i> , Commonwealth Bureau of Census and Statistics, Canberra, 1962, pp. 305–306.
1963	In December, Hon. Hubert Opperman MP succeeds Downer as Immigration Minister in the Menzies' Government.	
1966	Review of migration policy further liberalises the White Australia Policy. The fifteen year residence requirement for citizenship is reduced to five years.	J. Jupp, <i>Immigration</i> , Oxford University Press, second edition, Melbourne, 1998, pp. 118–119.
1966	In December, Hon. William Snedden MP replaces Opperman as Immigration Minister in the Holt Liberal Government.	

	Details	Source Documents
1968	About 6000 Czech and Slovak refugees arrive in Australia following the Warsaw Pact invasion of Czechoslovakia in August. More than 10 000 had arrived in the immediate post-war years (1947–1952). The 1968 refugees brought the total in Australia to more than 16 000.	M. Cigler, <i>The Czechs in Australia</i> , AE Press, Melbourne, 1983, pp. 111–112.
1969	In November, Hon. Phillip Lynch MP succeeds Snedden as Immigration Minister in the Gorton Liberal Government.	
1971	In 1970–1971, the Department of Immigration costs the Commonwealth Government \$70 325 094. Approximately \$10 200 000 (14.5 per cent) is spent on settlement services (though this term is not used in 1970–1971). Most of the settlement service expenditure goes to the maintenance of migrants in centres and hostels, and 'Migrant Education Services'. The latter cost \$3 875 000.	Commonwealth of Australia, <i>Appropriation Bill (No. 1) 1971–1972</i> , House of Representatives, 17 August 1971, pp. 50–53.
1971	Australia's population is 12 755 638 at the time of the 1971 Census. A total of 2 579 318 is born overseas (20 per cent of the population). People from the United Kingdom (and Republic of Ireland) are the largest group (1 088 210), followed by Italians (289 476) and Greeks (160 200). The largest humanitarian group—the Poland-born, who mainly arrived as Displaced Persons after the War—totals 59 700. The number of refugees admitted under assisted passages since the War exceeds 250 000. During the early 1970s, the White Australia Policy is abolished and the immigration intake is greatly reduced due to economic recession and high levels of unemployment. Emphasis is placed on family reunion and, from 1975, on the resettlement of refugees. In the latter half of the 1970s, the net proportion of migrants from the United Kingdom falls significantly and the Fraser Government begins a process of institutionalising the multicultural reality of Australian society.	<i>Year Book of the Commonwealth of Australia, 1973</i> , Commonwealth Bureau of Census and Statistics, Canberra, 1973, pp. 140 and 156
1971	In November, Hon. Dr. Alexander (Jim) Forbes MP succeeds Lynch as Minister in the McMahon Liberal Government.	
1972	Idi Amin's regime expels 80 000 Asians from Uganda. In October, the Australian Government grants entry to 198. In Parliament, Arthur Calwell, who had been Australia's first Minister for Immigration (1945–1949) in the Chifley Government, expresses concern about their admission but Dr Forbes, the Immigration Minister, states that the McMahon Government, recognising the humanitarian problem, will admit only a small number 'who are qualified in professions to practise in Australia and who can be absorbed	For Calwell's position, see: House of Representatives, <i>Debates</i> , 17 October 1972, p. 2741. For Forbes, see: House of Representatives, <i>Debates</i> , 22 August 1972, p. 468.

	Details	Source Documents
	readily in those professions'.	
1972	The election of the Whitlam Labor Government in December sees the Hon. Al Grassby MP appointed as Minister for Immigration.	
1973	In January, the new Whitlam Government announces that future immigration policy would not distinguish between immigrants on the basis of race, colour or nationality. The White Australia Policy is finally abolished. The implications of this new policy for refugees are not tested until 1975, with refugee crises in East Timor and Vietnam.	Jupp, op. cit, p. 119.
1973	In September, a military coup in Chile overthrows the socialist government of Salvadore Allende, and Australia takes in Chilean refugees. The Chilean program has bipartisan support and marks a break from previous refugee programs that tended to support refugees who were fleeing Communist governments. Between 1974 and 1981, about 6000 Chileans are taken in and, thereafter until the ending of military rule in 1990, hundreds continue to be admitted each year as part of either the Special Humanitarian Program (introduced in 1981) or family reunion program. The Chilean population in Australia increases from 3760 at the 1971 census to 24 042 in 1991.	'Chileans' in J. Jupp (ed.), <i>The Australian people: an encyclopedia of the nation, its people and their origins</i> , Cambridge University Press, 2001, pp. 195–197.
1974	Displaced persons from Cyprus are admitted after the Turkish occupation of northern Cyprus. The Cypriot population in Australia increases from 13 267 at the 1971 census to 21 629 in 1976.	'Greek Cypriots', <i>ibid.</i> , pp. 419–420.
1974	The Department of Immigration is disbanded and a Department of Labour and Immigration established by the Whitlam Government. Hon. Clyde Cameron MP succeeds Grassby as Minister in June.	
1975	Australia has received approximately 300 000 refugees and displaced persons since 1947, with the great majority assisted by government with passage and settlement services.	Department of Immigration and Ethnic Affairs, <i>Review '76</i> , Canberra, 1976, p. 8.
1975	The defeat of United States-backed regimes in Vietnam is accompanied by massive displacement of Vietnamese people from their homes. Refugees flee to Malaysia, Indonesia, Thailand, Hong Kong and the Philippines.	Department of Immigration and Ethnic Affairs, <i>Chronology—Australia and Indo-Chinese refugees, 1975–80</i> , Canberra, 1981, p. 1.
1975	In April and May, the Royal Australian Air Force evacuates	<i>ibid.</i>

	Details	Source Documents
	2000 Vietnamese refugees and the Whitlam Government announces categories of Vietnamese citizens who are eligible for temporary entry into Australia: spouses and children of Vietnamese students already in Australia; spouses and under 21-year-old children of Australian citizens subject to completion of Australian citizenship formalities, and Vietnamese with a long and close association with the Australian presence in Vietnam whose life is considered to be in danger. The latter are selected on a case by case basis. Australia informs the United Nations High Commissioner for Refugees (UNHCR) of its willingness to accept refugees. Resident status is granted to students in Australia under the Colombo Plan and privately from both Vietnam and Cambodia who apply for it. In June 1976, admission policy is extended to Lao students. Visitors and other temporary entrants from South Vietnam, Cambodia and Laos are granted resident status subject to health and character checks. By the end of 1975, Australia has selected about 400 Vietnamese refugees from camps in Guam, Hong Kong, Singapore and Malaysia.	Department of Immigration and Ethnic Affairs, <i>Review '76</i> , Canberra, 1976, p. 15.
1975	In June, Hon. James McClelland MP replaces Cameron as Immigration and Labour Minister in the Whitlam Government.	
1975	Violent civil war in East Timor in August 1975 produces a wave of about 2500 evacuees to Darwin. About 700 agree to go to Portugal but the remaining group, which includes families without breadwinners, the elderly and unaccompanied children, are accommodated in Commonwealth Government hostels in Sydney and Melbourne. The December invasion of East Timor by Indonesian military forces leads to widespread resistance and guerilla warfare that lasts until independence is achieved in 2002. Throughout the 25-year struggle, a continuous flow of Timor-born people seek refuge in Australia. At the 1996 census there are an estimated 9200 Timorese-born people in Australia.	Department of Immigration and Ethnic Affairs, <i>Review '76</i> , Canberra, 1976, p. 9. 'Timorese', in Jupp, <i>op. cit.</i> , p. 706.
1975	In November, following the appointment of a Coalition 'caretaker' government by the Governor-General, the Hon. Anthony Street MP becomes Minister for Labour and Immigration.	
1975	In December, following the general election, the Fraser Liberal Government establishes a new Department of Immigration and Ethnic Affairs, with Hon. Michael Mackellar MP as Minister.	
1976	On 26 January, the Fraser Government offers an amnesty to prohibited immigrants who have over-stayed their visas. The period in which applications may be made for amnesty expires	<i>Review '76</i> , <i>op. cit.</i> , p. 17 and 19.

Details	Source Documents	
<p>on 30 April. There are four categories of prohibited immigrant: 'people who are required to have entry permits and who enter without them, people whose temporary entry permits expire or are cancelled while they are still in Australia, people exempted from the entry permit requirement who cease to be exempted while in Australia, and people convicted of criminal offences overseas or who have been deported from any country or who suffer from certain disabilities, whose entry permits do not bear special endorsements'. The amnesty applies to 'over-stayers'.</p>		
1976	<p>An Australian team is sent to Thailand in March to process Indo-Chinese refugees there. A total of 568 refugees are accepted and admitted.</p>	ibid., p. 8.
1976	<p>On 27 April, a small unauthorised boat carrying five refugees from Vietnam reaches Darwin. It is the first of 56 such boats to arrive over the next six years. The term 'boat people' becomes current. A total of 1037 refugees are admitted from Indo-China in the 1975–1976 year.</p>	<i>Chronology - Australia and Indo-Chinese refugees, 1975–80</i> , op. cit., p. 3.
1976	<p>In May, Minister Mackellar invites the Timorese who were admitted at the end of 1975 to apply for resident status. More than a thousand take up the offer.</p>	<i>Review 76</i> , op. cit., p. 15.
1976	<p>Civil war in Lebanon results in the deaths of 50 000 people and displacement of about 600 000 Lebanese and 150 000 Palestinians from Lebanon. The Australian Embassy in Beirut is evacuated in March. Visas are granted to any relatives of Australian residents who have suffered extreme hardship as a result of the war, provided they meet health and character requirements. In the first half of 1976, more than 800 Lebanese are admitted. The flow continues with the worsening war and by 1981 the Lebanon-born community has increased by more than 16 000.</p>	ibid., p. 9. A. and T. Batrouney, <i>The Lebanese in Australia</i> , AE Press, Melbourne, 1985, pp. 83–86.
1976	<p>The Joint Standing Committee on Foreign Affairs and Defence issues its report, <i>Australia and the Refugee Problem</i>, based on its examination in 1975 of the plight and circumstances of Vietnamese refugees and the Australian response to them. The report points to the 'complete lack of policy for the acceptance of people into Australia as refugees rather than as normal migrants' and recommends as a matter of urgency 'an approved and comprehensive set of policy guidelines and the establishment of appropriate machinery' to be applied to refugee situations.</p>	Senate Standing Committee on Foreign Affairs and Defence, <i>Australia and the Refugee Problem: the plight and circumstances of Vietnamese and other refugees</i> , AGPS, Canberra, 1976, p. 77, p. 89.
1976	<p>A new detention centre providing 'specially designed security accommodation for up to 48 people awaiting deportation' is</p>	Department of Immigration and

	Details	Source Documents
	opened at Villawood, Sydney, on 15 November. It is called the Villawood Immigration Detention Centre. Existing detention facilities in Melbourne and Brisbane were built prior to 1945. Prior to 1976, prohibited immigrants in Sydney were detained at North Head quarantine station and Long Bay Gaol.	Ethnic Affairs, <i>Review '77</i> , Canberra, 1977, p. 22.
1976	Australia admits a total of 4431 refugees in 1975–1976, of whom 1037 are Indo-Chinese. Total immigration intake for the year is 52 748—the lowest since World War Two.	<i>Review '76</i> , op. cit., pp. 5, 8.
1977	With a commitment to admitting greater numbers of refugees, Minister for Immigration and Ethnic Affairs, the Hon. Michael Mackellar, visits Thailand in February to assess the Indo-Chinese refugee problem, and visits Cyprus to confer with government officials and the Australian task force assisting Lebanese refugees.	<i>Review '77</i> , op. cit., p. 7.
1977	In February, the first Migrant Resource Centre is established in Melbourne. It is operated by the Australian Greek Welfare Society, with Government funding.	ibid., p. 1.
1977	In March, Minister Mackellar announces an agreement with Indonesia on arrangements to reunite East Timorese in Australia with close relatives from Timor. Australia also allows for the return to Australia of Timorese who went voluntarily to Portugal from Darwin in 1975–1976. Normal migration requirements apply, with emphasis on family reunion.	ibid., p. 8.
1977	In a landmark statement on 24 May, Minister Mackellar announces in Parliament a strategy and a series of initiatives for the development and implementation of a comprehensive refugee policy. It is the first occasion on which a coherent and specific refugee policy has been enunciated in the Parliament. Prior to this time, refugees were admitted as migrants. The statement draws on key recommendations of the 1976 <i>Australia and the Refugee Problem</i> report and includes a commitment to the formulation of procedures for designating refugee situations and appropriate responses to them; the establishment of an inter-departmental committee to advise the Minister, in consultation with voluntary agencies, on Australia's capacity to accept refugees; an examination of ways in which voluntary agencies may be encouraged to participate in refugee resettlement; and the strengthening of the Department of Immigration and Ethnic Affairs' Refugee Unit. A significant aspect of the new policy relates to the humanitarian acceptance of people 'in refugee-type situations who do not fall strictly within the UNHCR mandate or within Convention definitions'. Australian staff are	Hon. Michael Mackellar MP, Minister for Immigration and Ethnic Affairs, 'Statement', House of Representatives, <i>Debates</i> , 24 May 1977, pp. 1713–16. <i>Review '77</i> , op. cit., pp. 14–15.

	Details	Source Documents
	temporarily stationed in Thailand to organise a 'regular intake' of Indo-Chinese refugees.	
1978	The UNHCR estimates the global refugee population at 3.1 million. This figure does not include other humanitarian categories of concern to the UNHCR or Palestinians assisted by the UN Relief and Works Agency.	UNHCR, <i>The State of the world's refugees, 1997-1998</i> , Oxford University Press, 1997, p. 54.
1978	In March, the Determination of Refugee Status Committee (DORS) is established on an inter-departmental basis, to handle applications from people in, or arriving in, Australia seeking refugee status as defined by the UN Convention. DORS consists of representatives of the Departments of Immigration and Ethnic Affairs, Foreign Affairs, Prime Minister and Cabinet and the Attorney-General. All 'boat people' have to apply to DORS.	Department of Immigration and Ethnic Affairs, <i>Review '78</i> , Canberra, 1978, p. 28.
1978	In addition to DORS, the Fraser Government establishes a Standing Inter-departmental Committee on Refugees to advise the Minister for Immigration and Ethnic Affairs on a range of refugee issues and to regularly review the refugee intake. The Committee comprises senior officers of Department of Immigration and Ethnic Affairs, the Departments of the Prime Minister and Cabinet, Employment and Industrial Relations, Social Security, and Health and Education. The Committee maintains contact with voluntary agencies. A separate Refugee and Special Programs Branch is created within the Department of Immigration and Ethnic Affairs.	ibid.
1978	On 17 May, Minister Mackellar announces initiatives relating to the plight of Indo-Chinese refugees. These include moves to internationalise the approach to the situation by concerted action with the United States and other receiving nations to persuade more nations to accept refugees for resettlement; a decision to accept 9000 Indo-Chinese refugees in 1978–1979; approaches to regional governments seeking their cooperation in holding Vietnamese vessels in transit to enable processing of 'boat people' in those countries; and an approach to the UNHCR seeking greater involvement among receiving countries and regional governments.	ibid.
1978	In June, Dr. Moss Cass MP, the Opposition Spokesman on Immigration and Ethnic Affairs, writes in <i>The Australian</i> newspaper's regular column, 'The A.L.P. View', that 'Between April 1976 and January this year, 1037 Boat People arrived in Australia: none were sent back. The implications of a government policy which accepts queue-jumping on this scale are obvious'. The concept of 'queue-jumping' is evoked from	Moss Cass, 'Stop this unjust queue jumping', <i>The Australian</i> , 29 June 1978.

Details	Source Documents
time to time by spokespersons for both the major parties. In March 1982, it is used in the House of Representatives by Ian Macphree, the Minister for Immigration and Ethnic Affairs in the Fraser Government. (See '1982' entry.)	
1978 The Galbally Report—the <i>Review of Post-Arrival Programs and Services to Migrants</i> —is tabled in Parliament in May. The Fraser Government announces expenditure of \$49.7 million on migrant services (English language teaching, initial settlement services, ethnic media, establishment of an Institute of Multicultural Affairs, and others) over three years to implement Galbally's recommendations. Acting on the report, the Government establishes Migrant Resource Centres, reshapes the Adult Migrant Education Program, provides grants for migrant welfare workers, establishes the Institute for Multicultural Affairs and expands the Telephone Interpreter Service.	Department of Immigration and Ethnic Affairs, <i>Review '78</i> , Canberra, 1978, p. 7.
1978 As part of a review of immigration, Minister Mackellar announces new policies in June, essentially extending family reunion, reaffirming a commitment to humanitarian and compassionate responsibilities and introducing a numerical 'points' system to ensure that future immigrants have the skills and qualities best suited to Australia's national needs. The new program is based on three-year rolling programs, with an assumed net intake of 70 000 per annum. Refugees are to be admitted under criteria separately established for each refugee program within the guidelines announced in May 1977.	ibid., pp. 1, 13, 18.
1978 In June, the Department's annual report states that 'Efforts to exercise greater control over the prohibited immigrant problem by increased search activity are inhibited by the lack of adequate detention facilities'. Only Sydney has a modern detention facility, the Villawood Immigration Detention Centre. The great majority of prohibited immigrants are people who overstay their visas.	ibid., p. 35.
1977–78 Australia admits 75 732 migrants, of whom 7117 are Indo-Chinese refugees (5458 Vietnamese, 1331 Laotians and 328 Cambodians), mainly from camps in Thailand and Malaysia. However, 1977–1978 also sees the arrival of the largest ever numbers of unauthorised 'boat people': 1430, who travel in 37 small boats. They are mainly from Vietnam.	ibid., p. 2.
1977–78 Under the special programs for people who are not refugees but who gain entry on a humanitarian basis, Australia receives Soviet Jews and White Russians from China, in addition to Timorese from Portugal and Lebanese. Refugees arrive in	ibid., p. 28.

	Details	Source Documents
	Australia in 1977–1978 from more than 40 countries. A total of 9597 refugees are admitted.	
1978	In keeping with the commitment to seek an international solution to the Indo-Chinese refugee crisis, Minister Mackellar undertakes two significant overseas missions in the second half of the year. In July, he meets with representatives of South East Asian governments to explore ways of maintaining an orderly processing of Indo-Chinese refugees and of securing greater international cooperation in resettling them and, in December, he attends UNHCR consultations in Geneva to discuss Indo-Chinese refugees. The participating countries offer to double the number of resettlement places and pledge increased financial assistance to the UNHCR.	Department of Immigration and Ethnic Affairs, <i>Review '79</i> , Canberra, 1979, p. 13.
1979	In January, Minister Mackellar announces policy in regard to the 'export' of ethnic Chinese and Vietnamese by officials in Vietnam who take bribes and transport them on vessels flying flags of convenience. Australia will not deal with the owners or masters of such vessels and any passengers will be denied entry. In June, exodus from Vietnam reaches a peak with the continuing expulsion of ethnic Chinese.	<i>ibid.</i> , p. 6.
1979	In keeping with the strategy of an international solution, Minister Mackellar visits Manila, Thailand, Malaysia and Indonesia in May. In light of the Indonesian Government's decision to establish an island processing centre, the Australian Government offers the UNHCR \$250 000 toward the centre's establishment.	<i>ibid.</i> , p. 13.
1979	In March the Committee for the Allocation of Loan Funds to Refugees from Indo-China (CALFRIC) is incorporated in New South Wales to administer refugee resettlement loans. CALFRIC plays an important role in helping refugees move from Migrant Centres into their own homes and, by 1982, has assisted 18 000 with small interest-free loans funded by DIEA.	Department of Immigration and Ethnic Affairs, <i>Review '82</i> , Canberra, 1982, p. 36.
1979	Commonwealth funding for the Adult Migrant and Refugee Education Program reaches \$18 million, three times the sum of four years earlier. The program began in 1951 but was limited to part-time, mainly evening, courses and correspondence courses until 1969, when it was expanded. Between 1969 and 1972, full-time courses were introduced, along with the Home Tutor Scheme, migrant education television and courses-in-industry.	<i>Review '79</i> , op. cit., p. 27.
1979	Fewer unauthorised boats arrive in 1978–1979: six boats carrying 351 people. Since 1975, Australia has admitted 22 819 Indo-Chinese refugees—18 962 Vietnamese, 2985 Laotians and	<i>ibid.</i> , p. 13.

	Details	Source Documents
	872 Cambodians. Since the first unauthorised boat arrival in April 1976, 50 other boats have reached northern Australia, carrying 2011 people.	
1979	At mid-July, there are 373 000 refugees in camps in South East Asia.	Department of Immigration and Ethnic Affairs, <i>Review '80</i> , Canberra, p. 46.
1979	On 20–21 July, an international conference on refugees, attended by 66 countries, is held in Geneva, under UN auspices. Australia announces it will increase its resettlement program to 14 000 in 1979–1980. Other countries offer to increase their intake, bringing an increase of pledged resettlement places from 125 000 to 260 000 world wide. Also, from this conference, the Government of Vietnam pledges to stop the outflow of 'boat people'. The conference results in a decrease in the number of boats leaving Vietnam.	ibid.
1979	While the Indo-Chinese remain the main refugee group, Australia continues its special refugee programs for East Europeans who have gained asylum in Western Europe, taking in about 300 a year, with assistance from the Australian Council of Churches and the Federal Catholic Immigration Committee; Soviet Jews, under a program of the Australian Jewish Welfare Society (in 1978–1979, about 400 families totalling about 1200 people); Chileans who have fled to Argentina, and Iraqi Assyrians who sought refuge in Greece; and East Timorese under a family reunion arrangement with Indonesia.	<i>Review '79</i> , op. cit., pp. 13–15.
1979	The Australian Refugee Advisory Council is established in October to advise the Minister for Immigration and Ethnic Affairs on aspects of the movement to and settlement in Australia of refugees from all sources.	<i>Review '80</i> , op. cit., p. 5.
1979	In December, the first application is approved under the Community Refugee Settlement Scheme (CRSS). Under this sponsorship scheme CRSS refugees are moved directly into the community where they are cared for by groups which have undertaken to provide initial accommodation, help with finding employment and general social support. The first group, consisting of 20 Indo-Chinese families, is settled at Whyalla, South Australia, in February 1980. The scheme is extended to Tasmania, Queensland and New South Wales. The CRSS is an alternative to government-run Migrant Centres; an objective is to limit residential concentrations of particular groups. By 1982, there are 400 sponsor groups throughout Australia, mainly	ibid., p. 21. <i>Review '82</i> , op. cit., p. 34.

	Details	Source Documents
	churches and service clubs. That year, the Fraser Government introduces a system of grants to support CRSS sponsors. Nearly 5000 refugees had been sponsored by the CRSS up to June 1982.	
1979	In December, Hon. Ian Macphee MP succeeds Mackellar as Minister in the Fraser Government.	
1980	In February, the total number of Indo-Chinese refugees settled in third countries since April 1975 reaches 777 913, of which 251 000 are in the Peoples' Republic of China. Australia has taken in 32 402.	<i>Chronology - Australia and Indo-Chinese refugees, 1975–80</i> , op. cit., p. 11.
1980	A total of 19 954 refugees are admitted during 1979–1980—nearly a quarter of total settler arrivals.	<i>Review '80</i> , op. cit., p. 40.
1980	Despite the success of the Geneva Conference in helping to decrease the number of 'boat people' and the caseload of refugees in countries of first asylum awaiting resettlement, there are still 118 076 Laotians, 8443 Kampucheans and 7512 Vietnamese 'boat people' in Thailand. An additional 2520 Vietnamese entered Thailand overland.	<i>ibid.</i> , p. 47.
1980	In 1979–1980, 2500 Eastern Europeans are admitted from countries of first asylum in Western Europe, mainly Austria. Other refugee groups in 1979–1980 are: Assyrians in Greece (250 cases admitted); Chileans (in late 1978, UNHCR invited Australia to be part of an international operation to resettle Chileans in Argentina who were under threat of deportation. In March 1979, Minister Mackellar agreed to accept up to fifty family units); Cubans (small group is admitted in June 1980, following Castro's decision to allow mass exodus early in 1980) and White Russians from China (about 12000 admitted as refugees since 1947 but numbers declined in 1970s). The passage and resettlement of the White Russians is handled by the Australian Council of Churches. Only about 200 are admitted in 1979–1980.	<i>ibid.</i> , p. 48.
1980	Introduction of 'special humanitarian programs' for cases where people are in need ('individual members of minority groups around the world suffering human rights violations or serious discrimination') but are not refugees by the UNHCR definition. These were in 1979–1980: Soviet Jews in Europe, mainly sponsored by the Australian Jewish Welfare Society (1500 admitted in 1979–1980); China family reunion, as a result of liberalisation of Chinese government policy on exit permits (740 admitted in 1979–1980); East Timor family reunion (298 admitted from December 1978 to June 1980); and Vietnam	<i>ibid.</i> , p. 50. Department of Immigration and Ethnic Affairs, <i>Review '81</i> , Canberra, 1981, p. 49.

	Details	Source Documents
	family reunion (320 sponsored relatives allowed to leave Vietnam for Australia by June 1980).	
1980	In June, Minister Macphee announces an amnesty: people in Australia without permanent resident status may apply for permanency under the Regularisation of Status Program, if they arrived before 1 January. They are given until 31 December to apply.	<i>ibid.</i> , p. 56.
1980	In November, the Australian Refugee Advisory Council meets in Canberra to discuss the issue of recognition of professional or trade qualifications held by some refugees.	<i>ibid.</i> , p. 3.
1980	A major earthquake in Italy in November leads to special provisions to allow family members of Australian residents to migrate to Australia. Sponsors are not required to have resided in Australia for the usual period of time. The special arrangements apply until 27 February—three months after the earthquake.	<i>ibid.</i> , pp. 4–5.
1980	In June, the 600th unaccompanied refugee child is admitted into Australia as part of the intake from South East Asia. Their status on admission is as wards of the Minister for Immigration and Ethnic Affairs but they are cared for by State and Territory child welfare authorities. They are paid an allowance the same as other wards of the state. Through the UNHCR, the Australian government seeks to trace the whereabouts of any relatives of the children, only granting them permanent residence in cases where no relatives can be located.	<i>Review '80</i> , op. cit., p. 21.
1981	Australia's population is 14 576 330 at the time of the 1981 Census. A total of 3 182 469 is born overseas (22 per cent of the population). People from the United Kingdom (and Republic of Ireland) are the largest group (1 132 601), followed by Italians (275 883), New Zealanders (176 713), Yugoslavs (149 335) and Greeks (146 625). The largest humanitarian group - the Poland-born, who mainly arrived as Displaced Persons after World War Two - totals 59 441. The intake of Indo-Chinese refugees since 1975 reaches 45 077. During the 1980s, an 'Orderly Departures' program is finalised with the Government of Vietnam and the refugee intake is diversified, with new emphasis on Central and Latin America. Australia places greater emphasis on skills in high demand occupations and business schemes in its immigration program. The program is about 80 000 for 1980-1981 but the target is raised to an intake of 145 000 by the end of the decade, 1989-1990. In 1990-1991, the planned intake is 126 000. More than 400 000 refugees and other humanitarian	<i>Year Book Australia, 1983</i> , Australian Bureau of Statistics, Canberra, 1983, p. 127. <i>Year Book Australia, 1982</i> , Australian Bureau of Statistics, Canberra, 1982, p. 115.

	Details	Source Documents
	cases have been admitted since 1945, with approximately 150 000 admitted during the 1980s.	
1981	The UNHCR estimates the global refugee population at 8.2 million. This figure does not include other humanitarian categories of concern to the UNHCR or Palestinians assisted by the UN Relief and Works Agency.	UNHCR, <i>The State of the world's refugees, 1997-1998</i> , Oxford University Press, 1997, p. 54.
1981	A Commonwealth grant-in-aid is made to the Indo-China Refugee Association to employ a qualified social worker for Sydney's Fairfield area.	<i>Review '80</i> , <i>ibid.</i> , p. 5.
1981	From 1945–1981, Australia has accepted more than 400 000 refugees and displaced persons from many countries. The Department reflects that 'They have proved themselves valuable and positive contributors to building Australia economically, socially and culturally while at the same time helping to develop and maintain what is still a discernible Australian identity'.	<i>ibid.</i> , p. 47.
1981	Australia continues its negotiations with the Vietnamese authorities to establish an orderly departure program based on the principle of family reunion. At 30 June 1981, the Department of Immigration and Ethnic Affairs holds 1900 offers of sponsorship on behalf of 3500 people.	<i>ibid.</i>
1981	Between April 1975 and 30 June 1981, Australia has resettled a total of 51 780 Indo-Chinese refugees, including 43 393 Vietnamese, 5050 Laotians and 3276 Kampucheans. Most were selected from camps of first asylum in Malaysia, Indonesia and Thailand, with smaller numbers coming from Hong Kong, the Philippines and other countries. The number of 'boat people' in camps is declining, with 63 310 at 30 June 1981 compared with 85 500 in 1980 and 193 000 in 1979. However, while the Government of Vietnam has maintained its undertakings on organised boat departures from Vietnam, there is still an outflow of people escaping Vietnam by land and sea.	<i>ibid.</i>
1981	Other refugees in 1980–1981 are Eastern Europeans (in response to outflows from Eastern Europe and pressure on countries of first asylum). Australia resettles 4600 in 1980–1981 (compared to 2500 the previous year). Events in Poland add to the higher rates of people seeking resettlement and, for the first time, Eastern Europeans are assisted by the CRSS. Also, the resettlement program in Greece for Assyrians from Iraq is extended to include Armenians and Chaldeans (a total of 300 admitted in 1980–1981). Two hundred and twenty White Russians are admitted from China and a small group of Cubans (40) but this program is not attracting the planned intake as most	<i>ibid.</i> , p. 48.

	Details	Source Documents
	Cubans leaving Cuba want to settle in the United States.	
1981	In the latter half of 1981, the Special Humanitarian Program (SHP) is established.	ibid., p. 49.
1981	Under the SHP, Australia continues to take in Soviet Jews. The Soviet Government started allowing them to leave in 1974 and Australia has been receiving groups since then. Five hundred and nineteen are admitted in 1980–1981 but the planned intake of 1500 is not met due to Soviet exit controls. Also under the SHP, Australia takes in 46 Timorese, as part of the family reunion scheme negotiated with the Indonesian government in 1978. The agreement is for the admission of 625 and, by 1980–1981, 346 have arrived. On 16 October, Minister Macphee announces the establishment of a special humanitarian program for Timorese who are living in disadvantaged conditions in Portugal, Hong Kong, Macau, Taiwan and Jakarta, having left Timor prior to September 1980. This group has to be nominated by relatives in Australia who can provide accommodation and settlement support. In 1980–1981, 1192 are approved for entry.	ibid.
1981	In June, the Fraser Government establishes Individual Special Humanitarian Entry for individuals suffering serious discrimination or human rights abuses. They have to be fleeing oppression and seeking temporary asylum in a third country and have close relatives or close ties with Australia. This is known as the 'Global SHP'.	ibid.
1981	In 1980–1981, expenditure of the Department of Immigration and Ethnic Affairs is \$95 613 650, of which approximately \$34 293 000 (35.8 per cent) is spent on settlement services (though the term is not used in the Appropriation Bill). The main expenditure on settlement services is \$28 773 000 for the Adult Migrant Education Service, \$1 681 952 for Grants-in-aid to ethnic communities, \$1 464 000 for the Telephone Interpreter Service and \$1 197 000 for assistance to migrant resource and information centres. A total of \$338 000 is allocated to voluntary agencies and communities who assist refugees.	<i>Appropriation Bill (No. 1) 1981-1982, Budget Paper No. 2, Canberra, 1982, pp. 83–85.</i>
1981	The 56th unauthorised boat reaches Australia in August 1981, bringing the number of 'boat people' arrivals since 27 April 1976 to 2100. Notwithstanding another unauthorised boat arrival in October, whose passengers are deported when it is shown that they are part of a people smuggling operation, this is the last of the Indo-Chinese 'boat people' until November 1989.	
1981	Australia initiates the concept of 'temporary refuge' at a meeting	<i>Review '82, op. cit.,</i>

	Details	Source Documents
	of the Executive Committee of the UNHCR (EXCOM). Temporary refuge is 'the practice whereby refugees are admitted temporarily into a country of first arrival, pending the provision of a durable solution'. EXCOM unanimously endorses the concept.	p. 59.
1981	Review of Commonwealth Functions terminates all assisted passages except for refugees and replaces the Refugee Advisory Council, the Australian Ethnic Affairs Council and the Population and Immigration Council with a single body, the Australian Council on Population and Ethnic Affairs.	<i>Review '81</i> , op. cit., p. 6.
1981	In October, 146 asylum seekers from Vietnam arrive at Darwin in an unauthorised boat. Australian Federal Police and Hong Kong police investigations confirm that the passengers paid large sums of money as part of an organised attempt at illegal entry into Australia. One hundred and twenty seven are deported (mainly to Taiwan) in December and the remaining 19 moved temporarily to Villawood Detention Centre awaiting deportation.	<i>Review '82</i> , op. cit., pp. 4, 7, 64.
1981	Grant paid to Association of Lao Refugees in New South Wales to employ a social worker in Fairfield, Sydney.	<i>Review '81</i> , op. cit., p. 6.
1981	Australia is the fourth largest contributor to the UNHCR. Since 1978, it has contributed more than \$96 million in aid to refugees and refugee situations.	<i>Review '82</i> , op. cit., p. 59.
1981–82	The Fraser Government reviews Australia's refugee programs, following overseas trips by Minister Macphee in June and July 1981. The review results in the introduction in 1982 of 'individual determinations' of the refugee status of people seeking resettlement in Australia, to ensure that 'only genuine refugees, not economic migrants, are admitted under Australia's refugee programs'. The new policy is part of Australia's evolving response to Indo-Chinese in camps in the region, an attempt to set criteria and limit and control the intake at a time of mixed economic/refugee outflows. The review also results in the termination of the White Russian program and an extension of the Latin American program. At 30 June 1982, about 12 500 White Russians from China have been resettled in Australia. The refugee program for Iraqi Assyrians in Greece is ended and that group incorporated into the new SHP for persons of Middle Eastern minority groups. 'Group specific' SHPs also apply to Soviet Jews (about 4300 resettled in Australia since Soviet authorities began allowing them to leave in 1974) and East Timorese.	<i>ibid.</i> , pp. 6, 56.

	Details	Source Documents
1981	Following imposition of martial law in Poland on 13 December, the Australian Government decides to increase by one thousand the number of Polish refugees admitted from outside Poland.	<i>ibid.</i> , p. 7.
1982	Report on <i>Indo-Chinese refugee resettlement - Australia's involvement</i> by the Senate Standing Committee on Foreign Affairs and Defence is published. The Report says that 'Australia's immigration policy is an integral part of its relations with many countries and the refugee policy is increasing in prominence within that policy'.	Senate Standing Committee on Foreign Affairs and Defence, <i>op. cit.</i> , p. 15.
1982	Refugee and special humanitarian intake for 1981–1982 is 21 917—the highest since 1950–1951—and unmatched since. In addition to the South East Asian program, which has resettled some 73 600 people since April 1975, the 1981–1982 intake includes Lebanese and special entry arrangements for Poles and other Eastern Europeans, Soviet Jews, and Central Americans. Poland, which is experiencing the Solidarity movement and martial law, is the main source of Australia's 5923 Eastern European refugees. The total number of Indo-Chinese refugees admitted since April 1975 (to 30 June 1982) reaches 65 585, mainly Vietnamese (54 397) followed by Laotians (5677) and Kampuchians (5449).	<i>Review '82</i> , <i>op. cit.</i> , pp. 56–57.
1982	In March, agreement is reached between the Fraser Government and the Government of Vietnam on migration to Australia and, in June, a Migration Officer is posted to Hanoi. Names of 6000 Vietnamese offered sponsorship by relatives in Australia are given to the Vietnam Government. In November, the first group of immigrants from Vietnam is accepted under the Orderly Departure Program. Six hundred and twenty-four are admitted during 1982–1983.	<i>ibid.</i> Department of Immigration and Ethnic Affairs, <i>Review '83</i> , Canberra, 1983, p. 26.
1982	In a statement to the House of Representatives on 16 March 1982, Minister Macphee announces the Fraser Government's intention to tighten refugee policy by applying the UN Convention criteria on an individual basis rather than on the basis of the UNHCR's group mandate. The aim, he says, is 'to ensure that our limited program places are reserved for the genuine refugees'. During the speech, the term 'queue-jumping' is used, possibly for the first time by a Government Minister.	Hon. Ian Macphee MP, 'Refugee policy and procedures', Statement to House of Representatives, 16 March 1982, in <i>Immigration policies in action</i> , AGPS, Canberra, 1982, pp. 39–41.
1982	In March, the survey of Indo-Chinese refugees' settlement experiences, which commenced in 1978, is published under the title <i>Please listen to what I'm not saying</i> . It finds that settlement difficulties for Indo-Chinese refugees stem from lack of cultural sensitivity on the part of the host society, an absence of support	<i>Review '82</i> , <i>op. cit.</i> , p. 9.

	Details	Source Documents
	systems and the lack of an established ethnic community.	
1982	In April and May, Australia airlifts 1360 Eastern Europeans from Austria to Australia by Qantas.	<i>ibid.</i> , p. 10.
1982	In May, Hon. John Hodges MP succeeds Macphee as Minister for Immigration and Ethnic Affairs.	
1982	Government accepts key recommendations of the Australian Institute of Multicultural Affairs evaluation of the objectives and implementation of the <i>Report of the Review of Post-Arrival Programs and Services for Migrants</i> (the 1978 Galbally report).	<i>Review '83</i> , op. cit., p. 101.
1982	<i>Guidelines for the Determination and Processing of Refugees</i> are introduced in July 1982. They interpret the UN Convention definition of refugees in light of Australia's own priorities and criteria for refugee selection. The criteria include: <ul style="list-style-type: none"> (i) the size and nature of the particular refugee problem; (ii) the urgency of resettlement; (iii) the validity of the claim for refugee status or consideration within the Special Humanitarian Program; (iv) the views and policies of the UNHCR, countries of first refuge and other resettlement countries; (v) the existence of ethnic communities in Australia likely to facilitate sponsorship and other post-arrival support; and (vi) Australia's regional and other national interests. 	Department of Immigration and Ethnic Affairs, <i>Review '86</i> , Canberra, 1986, p. 64.
1982	In July, 40 people believed to be from Afghanistan are refused entry after arriving at Sydney airport from India without visas.	<i>Review '83</i> , op. cit., p. 101.
1982	The number of refugees resettled under the Rescue at Sea Pool (RSP) reaches 330. Under the RSP, which is a UNHCR scheme, a number of countries guarantee a reserve of resettlement places to refugees found at sea by ships from countries flying flags of convenience.	<i>Review '82</i> , op. cit., p. 57.
1983	From January, refugees are to be allowed to remain in migrant centre accommodation for 26 weeks to complete English and orientation classes and to seek accommodation and employment. This is a lengthening of the period.	<i>Review '83</i> , op. cit., p. 103.
1983	The Hawke Government is elected in March 1983. Hon. Stewart West MP is the new Minister for Immigration and Ethnic Affairs. The new Government endorses existing refugee policy but diversifies the intake, to 'reflect the global dimensions of refugee problems'. The result is greater focus on Central and South America and the Middle East. Labor also emphasises the importance of placing greater weight on 'political solutions to	<i>ibid.</i> , pp. 1, 27, 31.

	Details	Source Documents
	refugee situations' and, in keeping with the UNHCR view, recognises that resettlement is a last resort. Preferred options, or 'durable solutions', are: voluntary repatriation to the refugees' homeland under suitable and safe conditions and local integration in the country of first asylum. Labor endorses the practice of 'temporary refuge' and reaffirms the system of individual determination of refugee status, introduced by the Government in July 1982.	
1983	In April, Minister West inspects Villawood Immigration Detention Centre and promises improvements to conditions and the appointment of a manager and a social worker.	ibid., p. 103.
1983	In May, a new Immigration Detention Centre is opened at Maribyrnong, Melbourne.	ibid., p. 104.
1983	Under Labor, the CRSS and CALFRIC continue and a Clothing Reimbursement Scheme is introduced, through which the government reimburses voluntary agencies for supplying clothing to refugees.	ibid., p. 68.
1983	In 1982–1983, a total of 17 054 persons arrive under refugee and SHP programs. Australia resettles 12 435 refugees from Indo-China, of whom 8177 are Vietnamese, 3997 Kampucheans and 261 Laotians. Australia also admits 3668 people from Eastern Europe, mainly Poles, and smaller numbers from Latin America and East Timor. Under an agreement with Indonesia, a mutually agreed list of East Timorese and their dependents are allowed to move to Australia. Nearly 600 are admitted under the agreement. An additional 760 people are resettled under the Global SHP, into which the Soviet Jewish SHP is incorporated.	ibid., pp. 1, 27, 29–31.
1983	Minister West participates in inter-governmental consultations (with the United States, Japan and Canada) on the Indo-Chinese refugee situation, at the invitation of the United States Government, in Hawaii.	Department of Immigration and Ethnic Affairs, <i>Review '84</i> , Canberra, 1984, p. 114.
1983	Communal violence in Sri Lanka in July and August results in special concessions for family migration sponsorships and for people adversely affected by the disturbances.	ibid., p. 36.
1983	Renewal of fighting in Lebanon results in new special arrangements for Lebanese entry to Australia, including priority processing of family migration sponsorships, waiving of two year residence requirement for such sponsorships and extension of visitor visas. Further extensions are made, in light of the continuing conflict, during 1984.	ibid., pp. 114–116.

	Details	Source Documents
1983	In September, the Human Rights Commission Report on Villawood Detention Centre, <i>The observance of human rights at the Villawood Immigration Detention Centre</i> , is tabled in Parliament. It is critical of conditions and management at the Centre and charges that there is an 'unnecessary circumscription of many rights and freedoms' of detainees, which amounts to a system of 'arbitrary detention' inconsistent with Australia's obligations under the International Covenant on Civil and Political Rights and under the Declaration of the Rights of the Child.	ibid., p. 114. Human Rights Commission, <i>The observance of human rights at the Villawood Immigration Detention Centre</i> , Report no. 6, AGPS, Canberra, August 1983, p. 5.
1983	Ministers for Immigration & Ethnic Affairs and for Education and Youth Affairs release the report, <i>Immigrant and refugee youth in the transition from school to work or further study</i> , in December. The report highlights the disadvantage created in employment and education through inadequate English among migrants and refugees aged 15 to 24.	Review '84, op. cit., p. 115.
1983–84	Refugee and SHPs bring 14 769 people to Australia. 10 092 cases from Indo-China (7908 Vietnamese, 1603 Kampuchean and 581 Laotians), 1964 from Eastern Europe, 982 from Middle East, 838 from Latin America and smaller numbers from other places. More than a third of the Eastern Europeans are Polish supporters of the Solidarity movement. The largest Latin American group is Salvadoran. The DIEA reports that, 'Refugees have become an increasingly important element of Australia's international relations'.	ibid., pp. 2, 35–36.
1984	First group of Chilean miners accepted under SHP is settled in Perth. They were deprived of their civil liberties due to trade union activity in Chile.	ibid., pp. 103, 117.
1984	Vietnam Orderly Departure Program) brings 1755 people to Australia. Priority is given to spouses, children, fiancés and parents of Australian residents. All applicants are subjected to standard family migration selection criteria.	ibid., pp. 3, 29.
1984	The first appreciable number of Africans (106) is admitted as part of the refugee and humanitarian intake in 1983–1984. They are mainly Ethiopian and most settle in Melbourne. More than a million Ethiopians are in refugee camps in surrounding countries.	ibid., pp. 36, 118.
1984	At 30 June 1984, DORS has considered about 1700 applications for refugee status since its first meeting on 11 March 1978.	ibid., p. 38.
1984	National Population Council meets for first time in August. It	Review '85, op. cit., p. 131.

	Details	Source Documents
	was established in June to advise the Minister for Immigration and Ethnic Affairs on policies relating to immigration, population, workforce planning, ethnic affairs and settlement, migration and international law and refugee policy.	
1984	First national conference of the Federation of Ethnic Communities' Councils of Australia is held in Melbourne. A thousand delegates attend.	ibid.
1984	Hawke Government returned at election held on 1 December. Hon. Chris Hurford MP succeeds West as Minister for Immigration and Ethnic Affairs.	ibid.
1984	DIEA publishes figures on numbers of refugees arriving in Australia from January 1945 to June 1984: a total of 418 870. The three principal groups are: Polish (74 973), Vietnamese (70 492) and Hungarian (26 185).	<i>Review '84</i> , op. cit., p. 55.
1985	By June, Australia has resettled about 95 000 Indo-Chinese refugees since April 1975. In 1984–1985, 7183 are visaed, of whom 6071 are Vietnamese, 1005 Cambodian and 107 Laotian. More than half are selected from camps in Thailand and Malaysia. A total of 779 East Timorese are granted visas globally under concessional arrangements that are now completed. A total of 214 Sri Lankans are visaed, representing a decline since the violence of 1983. A total of 1166 Eastern Europeans are given visas under the refugee program and 253 under the SHP. Special favourable provisions apply for Polish people who had been detained for their pro-Solidarity activities. Significant increase in humanitarian resettlement of people from South and Central America (1717), half of whom are Salvadorans. 752 South Americans are accepted, mainly Chileans.	<i>Review '85</i> , op. cit., p. 68–69.
1985	An earthquake in Chile in March results in priority processing of family migration sponsorships for people affected by the disaster.	ibid., p. 134.
1985	Responding in April to the Joint Foreign Affairs and Defence Committee report <i>Australia and ASEAN: Challenge and Opportunities</i> , the Minister for Foreign Affairs, the Hon. Bill Hayden MP, says that the Hawke Government shares the report's view that 'no other part of the world promises to be of more consistent importance to Australia than the region of East and South East Asia...'. Hayden describes Australia's immigration and refugee policies as 'fundamental to the way we	ibid., p. 135.

	Details	Source Documents
	are perceived by our neighbours in the region'.	
1985	Australia accepts 1882 people from the Middle East under the Refugee and Special Humanitarian Programs, notably Iranian Baha'is. Special entry arrangements are made in February for close relatives of Australian residents seriously affected by the conflict in Lebanon. A total of 943 are given visas and an additional 1352, mostly Lebanese, admitted under the family migration scheme.	ibid., p. 69.
1985	A total of 144 Africans, mainly Ethiopians, are selected from the small caseload of individuals unable to obtain secure first refuge in Africa.	ibid.
1985	In May, the Treasurer, the Hon. Paul Keating MP, announces that, with a decreasing number of 'boat people' and an increased emphasis on family reunion, a reduction of 2000 in 1985–1986 in the 12 000 assisted passage places in the Refugee and Special Humanitarian Programs in 1984–1985 would save around \$3.6 million. He also announces the Hawke Government's intention to sell surplus migrant centre buildings and associated land.	ibid., p. 135.
1985	In June, Australia joins with thirteen other countries in the Rescue at Sea Resettlement Offers Scheme, launched by the UNHCR. The scheme encourages ships in South East Asian waters to rescue Indo-Chinese boat people.	ibid., p. 136.
1985	In July, Minister Hurford announces that five Irian Jayans, who arrived unauthorised in northern Australia, would not be given permanent residence. If they prove their case, they will be recognised as refugees temporarily until arrangements can be made for their resettlement in a third country.	Department of Immigration and Ethnic Affairs, <i>Review '86</i> , Canberra, 1986, p. 129.
1985	In an address to the Refugee Council of Australia, Minister Hurford expresses the view that the resettlement of Indo-Chinese refugees in third countries is not an adequate solution for all refugee problems. He reaffirms the Hawke Government's commitment to such comprehensive policies as: normal migration arrangements (like the Orderly Departure/Family Reunion Program from Vietnam); voluntary repatriation; screening procedures (such as those developed by the UNHCR) and integration in the immediate locality.	ibid., p. 130.
1985	Communique issued in Phnom Penh by Indo-Chinese Foreign Ministers: Vietnamese military forces in Cambodia to be withdrawn progressively and totally in 1990.	ibid.
1985	In December, informal talks on Indo-Chinese refugees held in	ibid.

	Details	Source Documents
	Canberra between United States, Canada, Japan and Australia, with deputy UN High Commissioner for Refugees present as an observer.	
1985	Lebanese in Australia on temporary entry permits are invited in December to apply for permanent residence by 31 January 1986 or return home. Special concessional arrangements are brought into line with more general criteria.	<i>ibid.</i> , p. 133.
1986	The UNHCR estimates the global refugee population at 11.2 million. This figure does not include other humanitarian categories of concern to the UNHCR or Palestinians assisted by the UN Relief and Works Agency.	UNHCR, <i>The State of the world's refugees, 1997-1998</i> , Oxford University Press, 1997, p. 54.
1986	In January, the Review of Migrant and Multicultural Programs and Services meets for first time.	<i>Review '86</i> , <i>ibid.</i>
1986	In February, the last of the 'White Russians' from China arrives under the special program that had been instigated by the Department and the Australian Council of Churches in 1947. About 14 700 were settled in Australia under the program.	<i>ibid.</i> , p. 64.
1986	In April, Minister Hurford reiterates the Hawke Government's opposition to an amnesty for 'illegal immigrants'. The Department of Immigration and Ethnic Affairs estimates that each year more than 16 000 people admitted as visitors remain as illegal immigrants more than six months after their entry permit expires. This message, repeated throughout 1985, has the support of the Opposition, which in 1980 introduced legislation to ensure that Parliamentary approval is required for any amnesty.	<i>ibid.</i> , p. 135. Department of Immigration and Ethnic Affairs, <i>Review '87</i> , Canberra, 1987, p. 98.
1986	In May, Minister Hurford states that while the Indo-Chinese already in Australia are genuine refugees, a large proportion of those leaving the countries of Indo-China 'could not establish any claim of individual politically-motivated persecution'. Many were 'migrants—pure and simple', seeking a better life economically and socially.	<i>ibid.</i> , p. 137.
1986	Migration and Review Task Force established in May, to look at policy proposals relating to the administration of the Migration Act and decisions that flow from it. The aim is to specify entitlements and restrictions and to streamline decision-making processes.	<i>ibid.</i> , p. 6.
1986	Conflict in Irian Jaya results in 12 000 people crossing the border into Papua New Guinea. In July, Minister Hurford grants refugee status to two of the eleven Irian Jayans living in	<i>ibid.</i> , pp. 65, 138.

Details	Source Documents	
<p>Australia in the Torres Straits. This follows consideration of the refugee claims by DORS. The Minister grants temporary entry permits to all eleven, allowing them to move freely in Australia and to gain employment for the duration of the permits which, after six months, would be subject to review. The Minister says that the 'best long-term solution' for the nine is 'for them to return to their homes voluntarily'. Granting the permits to all is a 'practical and humanitarian response'.</p>		
1986	<p>Australia accepts its 100 000th Indo-Chinese refugee during the 1985–1986 year. About half of the year's refugee and SHP intake is Indo-Chinese (6168). Under the SHP, visas are issued to 254 East Timorese and 38 Sri Lankans. A total of 1572 East Europeans are issued visas and 95 Africans. Also, 946 from Central America (mainly El Salvador) and 524 from South America (mainly Chile). A total of 1690 from the Middle East are granted visas, about half from Lebanon (mainly SHP). The other large group consists of Afghans and Iranians who had sought asylum in Pakistan.</p>	ibid., pp. 65–66.
1986	<p>At 30 June, 1986, DORS had considered 2200 applications since 11 March 1978.</p>	ibid.
1986	<p>A survey conducted in August by DIEA and Rearch Research Pty Ltd of Australian-born and Asian-born neighbours' attitudes to each other in public and private housing in selected areas of Sydney and Adelaide reveals a high level of acceptance on both sides. The survey focused on areas with concentrations of recently arrived Asians and other migrants and surveyed 555 Australians and 160 migrants.</p>	Department of Immigration and Ethnic Affairs, <i>Review '87</i> , Canberra, 1987, p. 154.
1986	<p><i>Don't settle for less</i>, the report of the Committee of Review of Migrant and Multicultural Programs and Services, chaired by Dr. James Jupp, is released. The report recommends that all Government decisions should take into account ethnic and cultural diversity and that the composition and functions of advisory bodies should be reviewed in light of multicultural principles. Minister for Immigration and Ethnic Affairs Hurford responds by saying that 'the response [of the Government] to the needs of migrants and the multicultural nature of our society is not as effective as it should be'. The Review prompts a new strategy on the part of government, with key elements recognising the leadership role of government in promoting multicultural principles and in ensuring that overseas-born residents have equitable access to Federal programs and services.</p>	ibid., pp. 158, 106. Minister for Immigration and Ethnic Affairs, <i>News Release</i> , MPS 80/86, 12 August 1986.

	Details	Source Documents
1986	The Prime Minister, the Hon. Robert Hawke MP, announces the establishment of an Office of Multicultural Affairs, as an advisory and research body. The Office begins operations in March 1987.	<i>Review '87</i> , pp. 159, 163.
1987	Hon. Michael Young MP succeeds Hurford as Minister for Immigration and Ethnic Affairs in February, with Hon. Clyde Holding MP appointed Minister Assisting the Minister for Immigration and Ethnic Affairs.	
1987	During 1986–1987, Australia issues visas to 11 291 people under the Refugee and Special Humanitarian Programs. About half are Indo-Chinese, with an increase in Cambodian intake due to Thai closure of the Khao-I-Dang Cambodian refugee camp. SHP visas are issued to 98 East Timorese and 61 Sri Lankans. A total of 2161 Eastern Europeans are given visas, mainly Poles, Hungarians, Czechs and Romanians located in first refuge countries in Europe. In 1986–1987, the SHP includes opponents of apartheid in South Africa who are persecuted by the regime. Two hundred and thirty-eight Africans are visaed. Visas are issued to 1051 Central Americans (mainly from El Salvador) and 665 Chileans from South America. Also, 1423 people from Middle East are visaed: 425 from Lebanon. The balance is mainly Iranians and Afghans in temporary refuge in Pakistan.	<i>ibid.</i> , p. 66.
1987	Minister Young announces in September that people who enter Australia and subsequently apply for refugee status would be permitted to work while their cases are decided, provided they meet certain criteria.	Department of Immigration, Local Government and Ethnic Affairs, <i>Review '88</i> , Canberra, AGPS, 1988, p. 177.
1988	Hon. Clyde Holding MP succeeds Young as Minister for Immigration, Local Government and Ethnic Affairs in the Hawke Government.	
1988	A study of the Community Refugee Settlement Scheme by Touche Ross Management Consultants confirms the Scheme's importance in refugee settlement in Australia. Since the CRSS's introduction in 1979, it has helped settle nearly 35 000 refugees. In 1986–1987, 2500 refugees are assisted by about 280 support groups.	<i>ibid.</i> , pp. 86–87, 183.
1988	Australia's Refugee Program and Special Humanitarian Program receives people from more than 60 countries.	<i>ibid.</i> , p. 184.
1988	In June, Minister Holding tables <i>Immigration - a commitment to Australia</i> , the Report of the Committee to Advise on Australia's	<i>ibid.</i> , p. 187. Also: 'Migrants policy

	Details	Source Documents
	Immigration Policies (CAAIP) in the Federal Parliament. The Committee (CAAIP), headed by Dr. Stephen Fitzgerald, was established in September 1987. The report calls for urgent reform of Australia's immigration policy and recommends that it be given a sharper economic focus through greater skilled and business migration. While recommending the maintenance of a refugee and humanitarian program at about 10 per cent of the total intake, the report also calls for a gradual disengagement from Indo-Chinese resettlement.	under fire', <i>The Age</i> , 4 June 1988.
1988	In 1987–1988, Australia accepts 11 400 refugees and Special Humanitarian cases. About half are Indo-Chinese. A total of 2462 persons given visas under the Refugee and Special Humanitarian Programs are from Europe, 491 from the Middle East, 1676 from Central and South America and 20 from Africa.	ibid., p. 37, p. 42.
1988	New procedures for migrant entry from Vietnam commence on 1 July 1988, after two years of negotiations with the Vietnam Government. Vietnam agrees to provide Australian authorities with substantial lists of people eligible for departure from Vietnam. People wishing to emigrate no longer need to seek permission from the Vietnamese authorities prior to lodging an application with Australian migration personnel. The Vietnam Government retains sole right to grant exit permits. Since the commencement of the original bilateral arrangement in 1982, more than 11 000 people have migrated directly from Vietnam to Australia.	ibid., p. 188.
1988	The Clothing Reimbursement Scheme and the Committee for the Allocation of Loans to Refugees in Centres continue their work during 1987–1988. The former assists 5500 people during the year while the latter has made 12 700 loans since its inception in 1979, with a total value of about \$6 million.	ibid., p. 87.
1988	At 30 June 1988, there are 3642 refugee wards of the Minister for Immigration, Local Government and Ethnic Affairs. During the year, 308 refugee minors (aged 18 or under) arrive in Australia. Those who are not joining or arriving with close adult relatives enter as wards of the Minister. Wards aged 16 or under who are full-time students can receive an allowance. At 30 June, 268 refugee wards are receiving the maintenance allowance.	ibid., p. 91.
1988	During 1987–1988, DORS receives 439 applications, of which 432 are finalised.	ibid., p. 41.
1988	In September, Senator the Hon. Robert Ray succeeds Holding as Minister in the Hawke Government.	

	Details	Source Documents
1988	In December, Minister Ray announces the Hawke Government's response to the Report of CAAIP. Reforms include the division of the immigration program into three main streams (family, skill and humanitarian) and the establishment of the Bureau for Immigration Research. Migration legislation is reformed to provide for more equitable decision-making, 'capping' is imposed onto program numbers and a new statutory two-tiered system of review for rejected immigration applications is introduced.	Department of Immigration, Local Government and Ethnic Affairs, <i>Review '89</i> , Canberra, 1989, p. 11.
1989	In April, the Hawke Government announces the establishment of the National Office of Overseas Skills Recognition within the Department of Employment, Education and Training.	<i>ibid.</i> , p. 14.
1989	On 3 and 4 June 1989, Chinese troops storm a protest against corruption and for greater democracy by Chinese students who are occupying Beijing's Tiananmen Square. Hundreds of protestors are killed. The Australian Government announces that citizens of the People's Republic of China (PRC) who are normally resident in China but legally temporarily resident in Australia will be permitted to remain here until 31 July 1990 on the same temporary basis. This is later extended to June 1994. The Minister for Immigration, Local Government and Ethnic Affairs, Ray, says the Hawke Government has 'enormous sympathy for the PRC students'. 'Australia', he says, 'has consistently shown its compassion in circumstances where human rights are blatantly violated'.	<i>ibid.</i> , p. 15. MILGEA, News Release, 6 June 1989.
1989	In June, Australian and Indonesian authorities cooperate in an effort to thwart an illegal migration racket based at Kupang, West Timor. The Indonesian government later deports 40 men from Pakistan, India, Bangladesh, the Philippines and Sri Lanka who had approached boat owners in Indonesian ports seeking to buy passages to Australia.	'Indons help block illegals', <i>The West Australian</i> , 7 June 1989. 'Aliens in Indonesia trying to enter Australia illegally', <i>Canberra Times</i> , 26 June 1989.
1989	Following the CAAIP report, DORS procedures are enhanced so that applicants for refugee status can also lodge a parallel application for Grant of Resident Status on humanitarian grounds. Both claims are to be considered by DORS staff. In 1988–1989, DORS finalises 388 cases and 564 applications are received.	<i>Review '89</i> , op. cit., p. 26.
1989	On 14–15 June, Australia participates with 77 other countries in an international conference held under the auspices of the UN Secretary-General in Geneva. The Conference, which aims to	<i>ibid.</i> , p. 15, p. 25. <i>Review '90</i> , op. cit., pp. 45–46.

Details	Source Documents	
<p>resolve the situation of Indo-Chinese refugees in camps in the region, endorses a Comprehensive Plan of Action (CPA) designed to achieve a durable solution to the problem of the Indo-Chinese outflow. The five key elements of the Plan require first asylum countries in South-East Asia to continue to grant temporary refuge to all asylum seekers and to screen all new arrivals against internationally-recognised criteria to determine whether they are bona fide refugees. Under the CPA, persons deemed not to be refugees are to be returned to their country of origin; persons in camps throughout the region who arrived prior to cut-off dates for screening are to be resettled along with those accepted as refugees; and the orderly departure arrangement is to be expanded as the safest and preferred means of departure from Vietnam. Australia joins the Steering Committee set up to monitor the Plan. By 30 June 1990, Australia has given visas to more than 7200 Vietnamese who were in camps. The Department also gave visas to more than 8000 Vietnamese under general migrant categories.</p>	<p>Minister for Immigration, Local Government and Ethnic Affairs (MILGEA), <i>News Release</i>, MPS 90/89, 29 December 1989.</p>	
1989	<p>Settlement programs continue but principal expenditure is on a network of Migrant Centres in Sydney and Melbourne and self-contained accommodation in all mainland capitals. Minister Ray commences review of on-arrival accommodation.</p>	<p><i>Review '89</i>, op. cit., p. 37.</p>
1989	<p>The <i>Migration Legislation Amendment Act 1989</i>, the Hawke Government's legislative response to the Report of CAAIP, represents the most comprehensive reform of immigration legislation in 30 years. It receives Royal Assent on 19 June 1989.</p>	<p>ibid., p. 15.</p>
1989	<p>The National Population Council (NPC) is asked to review Australia's refugee and humanitarian response. It also reviews Grant of Resident Status to Visitors on the grounds of marriage or de-facto relationships.</p>	<p>Department of Immigration, Local Government and Ethnic Affairs, <i>Review '90</i>, Canberra, 1990, p. 90, pp. 175–76.</p>
1989	<p>Minister Ray announces a new initiative for refugee women and their families facing hazards such as physical or sexual abuse. The new category allows immigration officers to exercise discretion when assessing refugee applications from single women and their families who are in vulnerable situations.</p>	<p>MILGEA, <i>News Release</i>, MPS 70/89, 18 September 1989.</p>
1989	<p>Intensification of fighting around Beirut, and Australian Government's support for the withdrawal of all foreign troops from Lebanon, results in extensions of stay for Lebanese visitors to Australia.</p>	<p>MILGEA, <i>News Release</i>, MPS 74/89, 29 September 1989.</p>

	Details	Source Documents
1989	On 21 November, the High Court rules unanimously in <i>Park Oh Ho v. the Minister for Immigration and Ethnic Affairs</i> (1989) T 167 CLR 637 that the Department of Immigration, Local Government and Ethnic Affairs has no legal basis for the detention of seven Koreans who had illegally entered Australia between December 1985 and July 1986. They were detained at Villawood from 20 August to 2 December 1986.	'Koreans' detention illegal, court rules', <i>The Age</i> , 22 November 1989.
1989	On 28 November 1989, a small boat carrying 26 people from Cambodia arrives at Broome: the first direct boat arrival from Indo-China since 1981. Two more boats arrive: on 31 March with 119 people and on 1 June with 79 people. Talks are held with Cambodian officials in an attempt to find solutions in line with accepted international principles.	<i>Review '90</i> , op. cit., p. 15, p. 48.
1989	Torture and trauma therapy centres in Sydney and Melbourne receive funding from the Department of Immigration and Ethnic Affairs in November. A nation-wide network is developed and eventually administered by the Department of Community Services and Health.	Department of Immigration and Ethnic Affairs, <i>Refugee and humanitarian issues: the focus in Australia</i> , 1994, p. 34.
1989	In late 1989, the Hawke Government introduces accelerated processing and movement arrangements for refugee women and their families in situations involving abuse and exploitation, and refugees and other victims of persecution facing immediate life threatening situations or threat to liberty.	<i>Review '90</i> , op. cit., p. 39.
1989	Speaking at a function to mark the tenth anniversary of the Community Refugee Settlement Scheme, Minister Ray says that Australia shares the concerns of many others in the international community about 'the large numbers of people seeking a better life who presented themselves as asylum seekers'. 'If we use valuable resettlement places to help them', he says, 'we may deny freedom and security to a corresponding number of genuine refugees in precarious circumstances'.	MILGEA, <i>News Release</i> , MPS 85/89, 8 December 1989.
1989	In 1989, Australia's Migration Act is overhauled, the first such fundamental redesign since 1958, when the Migration Act replaced the old Immigration Act of 1901. The new Act, the <i>Migration Legislation Amendment Act 1989</i> , comes into operation on 19 December 1989. The Act and Regulations tighten control of the management of the immigration program, create a two-tier system for the review of migration decisions, and in the words of the Minister Senator the Hon. Robert Ray, 'improves the ability to curb abuse of the immigration program by people seeking to come to Australia illegally'. The 'illegals' in	ibid., p. 15, p. 21. MILGEA, <i>Media Release</i> , MPS 88/89, 18 December 1989.

Details	Source Documents	
<p>question are mainly visitors who have overstayed their visas. Minister Ray says he 'makes no apology for the toughness of the new law as far as illegal entrants are concerned'. The 'toughness' includes the introduction of mandatory deportation (after a period of grace of 28 days) and the power to sell illegal entrants' possessions with a view to recovering costs relating to detention and deportation. 'Illegals' are given twelve months, from 19 December, to regularise their status or forfeit the right to apply to remain. (The <i>Migration Reform Act 1992</i> strengthened the mandatory deportation section by removing the 28 day period of grace and replacing it with 'removal as soon as possible'). The people of concern to the Government are mainly individuals who have overstayed their visitor visas and students from the People's Republic of China who had been assured by Prime Minister Hawke in June (following the repression of protestors in Tiananmen Square) that they would not have to return to the PRC on the expiration of their student visas. In response to some public concerns, the Minister guarantees that the new Act and Regulations do not disadvantage asylum seekers and that the determination of their status would be 'basically the same as it was before 19 December'.</p>		
1989	<p>The Federation of Ethnic Communities' Councils of Australia criticises the new Migration Regulations on the grounds that some changes 'infringe on the basic human rights of many Australians and potential migrants'. A National Immigration Forum is established by ethnic community groups, the Council of Churches and the International Community of Jurists, to campaign against the new Regulations.</p>	<p>'Tougher migration rules in force today', <i>The Age</i>, 19 December 1989.</p>
1989	<p>In December, more than a decade after the initial large-scale resettlement of Vietnamese refugees in Australia, Minister Ray describes the Vietnamese in Australia as having 'demonstrated their industriousness and determination to build a new life for themselves and their children'. Australia has resettled about 120 000 Indo-Chinese.</p>	<p>MILGEA, <i>News Release</i>, MPS 90/89, 29 December 1989.</p>
1990	<p>Following the December 1989 reforms to the immigration law, Minister Ray reports that 'tens of thousands' of 'illegals' have either left Australia or sought to legalise their status. These were mainly visa overstayers. In 1988–1989, about 14 000 applications for Grant of Resident Status (GORS) had been received by the Department of Immigration, Local Government and Ethnic Affairs but in December alone the number of applications was 12 000. The number of PRC citizens applying under the GORS program increased dramatically. A period of</p>	<p>MILGEA, <i>Media Release</i>, 21 January 1990 and 24 January 1990.</p>

	Details	Source Documents
	grace is declared. So-called 'illegals' have until 16 February to apply for an entry permit and face mandatory deportation if the application fails. The period of grace is extended on two occasions.	
1990	In February, Minister Ray assures PRC nationals in Australia that the new regulations will not adversely affect them and that those who were legally in Australia on 20 June 1989, are still allowed to apply for permanent residence. Those who were here illegally may apply for temporary entry permits valid until 31 January 1991. Extensions of stay are also announced for Sri Lankan citizens and visitors from Lebanon.	MILGEA, <i>News Release</i> , 16 February 1990.
1990	International aid workers in Phnom Penh claim that a syndicate is selling illegal boat passages from Cambodia to Australia. They say that people had paid up to \$A5000 and that eight fishing boats had left the port of Kompong Som for Australia in recent months.	'Cambodians paying up to \$5000 for escape to Australia', <i>The Age</i> , 24 April 1990.
1990	In April, Hon. Gerry Hand MP succeeds Ray as Minister for Immigration, Local Government and Ethnic Affairs.	
1990	On 9 May, Minister Hand announces adjustments to the migration rules which, he says, are necessitated by a number of procedural flaws arising from the changes of 19 December 1989. The initial changes of relevance to asylum seekers relate to 'illegal entrants' who, under the changes, are given extended time in which to apply for an entry permit and also given the right to have decisions on entry applications reviewed under the new two-tiered system.	MILGEA, <i>Media Release</i> , MPS 37/90, 9 May 1990.
1990	Opposition Leader, Hon. John Hewson MP, and Opposition Immigration Spokesman, Hon. Philip Ruddock MP, condemn Prime Minister Hawke's decision to allow PRC nationals to remain in Australia. They argue that the decision sets dangerous precedents and pre-empts the established processes for dealing with refugees. Wellington Lee, chair of the Asian-Australian Consultative Council, accuses the PRC students of 'duping' the Australian authorities and 'living off the blood' of the Tiananmen massacre.	'Outrage over favoured students', <i>Sydney Morning Herald</i> , 8 June 1990.
1990	On 27 June, Minister Hand announces the introduction of temporary entry permits within the refugee and humanitarian categories. Prompted by an unprecedented increase in applications for refugee status arising from Prime Minister Hawke's assurances to PRC students that they would not have to return to China, the new policy separates the obligation to offer protection from the practice of granting automatic permanent	MILGEA, <i>Media Release</i> , 27 June 1990.

Details	Source Documents
<p>residence to individuals deemed to be refugees. The regulations are amended to create temporary entry permits which provide refugees with four years' protection. Holders may apply for permanent residence after four years and they may apply for the renewal of the permit.</p>	
<p>Under the changes, the Minister also institutes a review of the DORS processes, with a view to expanding their capacity.</p>	
<p>1990 On 27 June, Government announces that Chinese nationals who were in Australia at the time of the Beijing Tiananmen Square incident (20 June 1989) would be granted temporary residence for four years to 30 June 1994, under a special category of permit. There are about 20 000 in Australia in 1990.</p>	<p><i>Review '90</i>, op. cit., p. 16, p. 45.</p>
<p>1990 During 1989–1990, DORS receives 3598 applications, compared with 564 the previous year. Four hundred and forty-nine cases are finalised in 1989–1990.</p>	<p>ibid., pp. 44–45.</p>
<p>1990 On 10 July, Minister Hand announces that all asylum seekers on four-year temporary residence permits are to be given access to the following government services: Special Benefit, Family Allowance, Family Allowance Supplement, Medicare, labour market programs, English language training and education. (The Special Benefit is a 'safety net' measure as the temporary residents are not eligible for pensions and unemployment benefits.)</p>	<p>MILGEA, <i>Media Release</i>, 10 July 1990.</p>
<p>1990 In July, Minister Hand extends the period of stay for Sri Lankans and Lebanese temporarily in Australia, due to uncertain security situations in both places. Subsequent extensions last until December 1991.</p>	<p>MILGEA, <i>Media Release</i>, MPS 47/90, 27 July 1990.</p>
<p>1990 In August, the Department of Immigration, Local Government and Ethnic Affairs opens a special centre in Sydney for the processing of applications for the special Temporary Entry Permits for PRC citizens. The permits are valid to the end of June 1994.</p>	<p>Department of Immigration and Ethnic Affairs, <i>Review '91</i>, Canberra, 1991, p. 18.</p>
<p>1990 Federal government trebles the number of compliance staff in regional offices of the Department of Immigration, Local Government and Ethnic Affairs, and undertakes other measures to reduce the number of people in Australia illegally.</p>	<p>ibid. MILGEA, <i>Media Release</i>, MPS 50/90, 21 August 1990.</p>
<p>1990 In September, the Joint Standing Committee on Migration Regulations tables its first report, <i>Illegal entrants in Australia - balancing control and compassion</i>.</p>	<p><i>Review '91</i>, op. cit., p. 18.</p>

	Details	Source Documents
1990	<p>On 15 October, Minister Hand announces the Hawke Government's intention to further amend the Migration Regulations with a view to allowing certain people who were in Australia illegally before 19 December 1989 to regularise their status. The decision is based on the report of the Joint Standing Committee on Migration Regulations. The provisions apply until 18 December 1993, after which no person in Australia illegally prior to 19 December 1989 will be able to obtain permission to remain.</p>	<p>MILGEA, <i>Media Release</i>, MPS 54/90, 15 October 1990.</p>
1990	<p>On 26 October, the Hawke Government announces the introduction of a new system of determining claims for refugee status and humanitarian stay and the provision of significantly larger resources to speed up decision-making on refugee applications. The new system begins on 10 December. Under the new arrangement, a Refugee Status Review Committee (RSRC) replaces the DORS Committee. Refugee applications now go through three stages: a primary stage for applications to be assessed and decisions made quickly; a review stage for negative assessments; and where there are clear grounds for humanitarian stay but where refugee status is not recommended, the Minister for Immigration, Local Government and Ethnic Affairs may approve temporary entry on humanitarian grounds. For the first time, a non-government representative is involved in the decision-making process: a nominee of the Refugee Council of Australia is a member of the RSRC. Government members represent the Department of Foreign Affairs and Trade, the Attorney-General and DILGEA. A representative of the UNHCR attends meetings in an advisory capacity.</p>	<p><i>Review '91</i>, op. cit., pp. 18–19.</p> <p>MILGEA, <i>Media Release</i>, MPS 55/90, 26 October 1990.</p>
1990	<p>Further extensions are granted to Sri Lankans and Lebanese. Citizens and residents of either country who are in Australia temporarily on 31 October 1990 may extend their stay until 30 June 1991. In announcing the extensions, Minister Hand says that 'compliance activity in respect of illegal entrants would increase significantly from 1 November 1990' and that any Sri Lankan or Lebanese illegal entrants arrested after 1 November would not be eligible for the concession.</p>	<p>MILGEA, <i>Media Release</i>, 29 October 1990.</p>
1990	<p>In December, Minister Hand announces that plans to establish a holding centre for Cambodian boat people at Port Hedland have been abandoned and that the 224 unauthorised boat arrivals, who arrived in November 1989 and March and June 1990, would remain in Westbridge Migrant Centre, Sydney, Enterprise Migrant hostel, Melbourne, and the Youth Hostels Association Hostel in Darwin, until their future could be decided and while</p>	<p>MILGEA, <i>Media Release</i>, MPS 62/90, 12 December 1990.</p>

Details	Source Documents	
1990	<p>the Department reassessed options for a holding centre elsewhere.</p>	<p>MILGEA, <i>Media Release</i>, MPS 61/90, 7 December 1990</p>
1990	<p>In December, Minister Hand issues 'fair warning' to the 'illegal community' that the Government is now better equipped and prepared to enforce its policies against them. He cites figures for the month of November, revealing that 536 'illegals' had been located by his Department, a figure more than double the monthly average for 1989–1990. The 'illegals' are people who have overstayed their visas and the Department of Immigration, Local Government and Ethnic Affairs estimates that there are 90 000 as of 30 April 1990. The great majority entered as visitors to Australia.</p>	<p>Department of Immigration, Local Government and Ethnic Affairs, <i>Review '91</i>, Canberra, 1991, p. 87.</p>
1991	<p>In January, Minister Hand announces that people visiting from Latvia and Lithuania may apply to extend their entry permits, in light of the unsettled situation in those republics.</p>	<p>MILGEA, <i>Media Release</i>, MPS 2/91, 16 January 1991.</p>
1991	<p>In February, Minister Hand announces extensions of stay to citizens of Iraq, Israel, Kuwait and Saudi Arabia, in light of conflict in the Persian Gulf.</p>	<p>MILGEA, <i>Media Release</i>, MPS 6/91, 5 February 1991.</p>
1991	<p>In March, two boats arrive at Darwin without authorisation, carrying 33 and 35 people. The group of 33 consists of 20 PRC citizens, eight Macanese and five Vietnamese while the group of 35 comprises 34 Cambodians and one Vietnamese. Due to inadequate accommodation facilities in Darwin, most of the people on the second boat are sent to Sydney and Melbourne for processing.</p>	<p>MILGEA, <i>Media Release</i>, 7 March 1991.</p> <p>Joint Standing Committee on Migration, <i>Asylum, border control and detention</i>, AGPS, Canberra, 1994, p. 17.</p>
1991	<p>On 15 March, Minister Hand announces guidelines under which people legally (i.e. who are not illegal entrants) in Australia who are unable to sustain a claim to refugee status will be allowed to have their claims considered on humanitarian grounds. The guidelines are part of the new refugee system introduced on 10 December 1990. Recommendations for humanitarian stay are to be made by the Refugee Status Review Committee, with final decisions made by the Minister for Immigration, Local Government and Ethnic Affairs under Section 115 of the Act. This special category is for 'exceptional cases presenting features of threat to personal security and intense personal hardship'. It is officially titled the 'Special Assistance Category'.</p>	<p><i>Review '91</i>, op. cit., p. 21.</p> <p>MILGEA, <i>Media Release</i>, MPS 15/91, 15 March 1991.</p>
1991	<p>In recognition of the deteriorating situation in (then) Yugoslavia, in August Minister Hand allows visitors from (then) Yugoslavia to extend their stay until 31 December 1991.</p>	<p>Department of Immigration, Local Government and Ethnic Affairs, <i>Review '92</i>, Canberra,</p>

	Details	Source Documents
		1992, p. 395.
1991	On 30 July, the report of the National Population Council's Refugee Review is presented to Minister Hand. The Review was commissioned in November 1989 with a view to providing the Government with options for Australia's future approach to refugee policy, resettlement programs and processing, settlement services and socio-economic consequences.	<i>Review '92</i> , p. 90.
1991	In 1990–1991, the total outlay of the Department of Immigration, Local Government and Ethnic Affairs is \$320 788 000, of which \$141 366 000 (44 per cent) is spent on settlement and ethnic affairs. The main expenditure on settlement services is \$98 194 000 for English training and \$26 852 000 on 'access to services'. A total of \$11 676 000 is spent on refugees, humanitarian and special assistance.	<i>Program Performance Statements 1991-1992</i> , Immigration, Local Government and Ethnic Affairs portfolio, Budget related paper, no. 8.9, Canberra, 1992, pp. 6, 11, 101.
1991	On 12 August, Minister Hand announces the Hawke Government's decision to establish a processing centre at Port Hedland, Western Australia, for people who arrive in Australia without prior authorisation.	<i>Review '92</i> , <i>ibid.</i>
1991	On 13 August, Minister Hand announces that refugee claimants onshore now have to lodge a completed application within 28 days of indicating their intention to apply. In the case of unauthorised 'border applicants', the 28 days apply from the date of arrival. The Minister states that the new measure is designed to stop 'the system being misused by some individuals who are cynically seeking to extend their stay in Australia'. He also points to the 'dramatic rise' in numbers of asylum claimants. During the 1980s, applications averaged about 500 a year but from 1989 there was a sudden upsurge. At August 1991, the Department had 17 000 applications on hand, and the number was growing at a rate of 1000 a month. 'We may well reach a point', he said, 'where onshore asylum numbers begin to encroach seriously on our overseas resettlement capacity'. One hundred and sixty new permanent staff and 100 temporary staff are recruited and trained to help clear the backlog.	<i>ibid.</i> MILGEA, <i>Media Release</i> , MPS 50/91, 13 August 1991. <i>Media Release, Immigration Budget Statement 3</i> , 20 August 1991.
1991	In his Immigration Budget statement for 1991–1992, Minister Hand announces additional funds and staff for onshore processing of claims for refugee status and humanitarian stay, enhanced immigration compliance and control arrangements, and funding for reception and detention centres for people who arrive in Australia without prior screening or approval.	MILGEA, <i>Media Release, Immigration Budget Statement 1</i> , 20 August 1991.
1991	Minister Hand announces the recruitment of an additional 21	MILGEA, <i>Media</i>

	Details	Source Documents
	compliance field and investigations officers and the decision to expand the Westbridge Migrant Centre at Villawood to provide temporary accommodation for people in detention.	<i>Release, Immigration Budget Statement 4</i> , 20 August 1991.
1991	The Department of Immigration, Local Government and Ethnic Affairs introduces computerised case management system to link the determination of refugee status operational areas of the Department in Canberra, Sydney and Melbourne.	MILGEA, <i>Media Release, Immigration Budget Statement 3</i> , 20 August 1991.
1991	One hundred and thirteen Cambodian 'boat people' are transferred from the Enterprise Migrant hostel at Springvale, Melbourne, to Westbridge, Villawood, New South Wales. The group arrived at Broome without authorisation in March 1990 and had been held in custody under Section 88 of the Migration Act. Some absconded while at Springvale 'rather than await the outcome of their refugee applications'. An officer of the UNHCR and a legal adviser travel with the group to Sydney.	MILGEA, <i>Media Release, MPS 57/91</i> , 30 August 1991.
1991	Final group of unauthorised arrivals from Macau, who arrived in March, are sent home on 6 October after investigations reveal they are part of a people-smuggling racket and have no valid claims to refugee status.	MILGEA, <i>Media Release, MPS 59/91</i> , 11 October 1991.
1991	The first group of 'boat people' is detained in the new processing centre at Port Hedland, Western Australia, consisting of 104 Indo-Chinese transferred there from temporary sites in Darwin. They are detained while their refugee applications are being processed. Minister Hand says the new centre represents 'considerable savings' in the 'costs of housing people who arrive on our shores without a legal right to enter'.	MILGEA, <i>Media Release, MPS 62/91</i> , 18 October 1991. 'Boat people to move', <i>The News, NT</i> , 21 October 1991.
1991	Government allows nine 'illegal entrants' from the Indonesian province of Irian Jaya to remain in Australia on four year temporary permits. The nine are active supporters of the separatist guerilla movement, the Free Papua Movement (OPM). They had arrived in four unauthorised boats between June 1985 and October 1987, disembarking at the Torres Strait Islands. An additional three, with criminal records, are deported.	'Irian refugees allowed to stay', <i>The Age</i> , 26 November 1991. 'Government in bind over 'refugees'', <i>Sydney Morning Herald</i> , 21 May 1991.
1991	In December, further extensions of stay are granted to citizens of the former Yugoslavia and Sri Lanka. The new extensions end on 30 April 1992.	<i>Review '92</i> , op. cit., p. 39.
1991	The total number of immigrants admitted in 1990–1991 is 123 600. Seven thousand visas are in the Business Migration Program and 9780 visas are issued under the Refugee and	<i>Review '91</i> , op. cit., pp. 44–45.

	Details	Source Documents
	Special Humanitarian Programs. Of these, 44 per cent are Indo-Chinese, 30 per cent Middle Eastern, 20 per cent Latin American, three per cent East European and three per cent African.	
1991	The UNHCR estimates the global refugee population at 17.2 million. This figure does not include other humanitarian categories of concern to the UNHCR or Palestinians assisted by the UN Relief and Works Agency.	UNHCR, <i>The State of the world's refugees</i> , 1997-1998, Oxford University Press, 1997, p. 54.
1991	Australia's population is 17 284 000 at the time of the 1991 Census. A total of 3 965 300 is born overseas (23 per cent of the population). People from the United Kingdom (and Republic of Ireland) are the largest group (1 244 300), followed by New Zealanders (286 400), Italians (272 000), people from the Former Yugoslav Republics (168 000) and Greeks (147 400). The largest humanitarian group—the Vietnam-born, who arrived after 1975—total 124 800. More than 550 000 refugees and other humanitarian cases have been admitted since 1945.	<i>Year Book Australia 1995</i> , ABS, Canberra, p. 119.

Section 2: Australia and Refugees, 1992–2002

Purpose

This section serves the same purpose, follows the same methodology and has the same format, as Section 1 (1901–1991). Its purpose is to outline the official development of refugee policy, placing it in the context of the wider migration program and, through this introduction, of the key world events that influenced governments' formulation of policy. The methodology is, again, based on official sources: Government reports and Departmental and Ministerial media releases. These are fleshed out, occasionally, by secondary source material. The format is that of a chronology, with annotations.

An international context

In 1992, the United Nations High Commissioner for Refugees (UNHCR) estimated the world refugee population at 17.8 million. In 2001, the estimate was 12 million. Added to the refugees are 'persons of concern' to the UNHCR.¹ In 2001, there were 19.7 million in this category. These are tragically large figures. The UNHCR promotes three durable solutions for the long-term protection needs of such people. The preferred solution is voluntary repatriation in conditions of safety and dignity. If this is not possible, the UNHCR prefers local integration in the country of first asylum. Failing that, the durable solution of last resort, from the UNHCR point of view, is resettlement in a third country. Only nine countries in the world have annual refugee resettlement programs: collectively they resettle around 110 000 each year.² The greatest number are resettled by the United States of America.

In the decade under review, Australia admitted more than 100 000 refugees and other humanitarian cases. The largest proportion came from Europe (45 per cent of the total, principally from the regions of the former Yugoslavia), followed by the Middle East and North Africa (25 per cent of the total, principally from Iraq), South-East Asia (13 per cent of the total, principally from Vietnam), Africa (excluding North Africa) (eight per cent of the total, principally from Eritrea and Somalia) and Southern Asia (six per cent, principally from Afghanistan). About two per cent of the total were from South and Central America: a group that was significant to the intake at the start of the decade but whose numbers steadily declined. The region with the biggest rate of increase into Australia under the Humanitarian Program is Africa (excluding North Africa). The African intake has almost doubled during the course of the decade and, while numbers are relatively small (1039 in 2001–2002), the Minister for Immigration and Multicultural and Indigenous Affairs, the Hon. Philip Ruddock MP, has indicated a strong interest in this region.

The main international events of relevance to Australia's Humanitarian intake in the period 1992–2002 relate to the former Yugoslavia and the Middle East. About 70 per cent of Australia's refugee and humanitarian intake originated in these two regions over the

decade. Of the Middle East group (27 403 in all), the majority (16 417, or 60 per cent) were from Iraq and were escaping the national socialist regime of Saddam Hussein and the consequences of the 1990–1991 Gulf War. From 1996, Iraqis became numerically significant among the unauthorised arrivals by boat and, therefore, were prominent in the remote detention centres. The same applied to Afghans from 1997, after the Islamo-fascist Taliban took over Kabul in September 1996. These two groups, numbering 21 788 in the Humanitarian Program intake over the decade, had quite an impact outside the planned program. The fact that they, and other groups (such as Sri Lankans, Pakistanis, Iranians and Chinese) tended to arrive via organised people smuggling routes, and as 'forum shoppers' (i.e. they came from countries of first asylum in which they were safe), ultimately led the Australian Government to formulate its Pacific Solution. Under this solution, the islands at which boat people commonly arrived were excised from the Australian migration zone, thus denying unauthorised arrivals any prospect of seeking protection in Australia via Australia's determination system.

About 45 per cent of all admissions under the Humanitarian Program came from the regions of the former Yugoslavia, and it is this group that prompted two innovations in Australian policy: the introduction of temporary 'safe haven' protection and the introduction of financial incentives to return home.

War and internal displacement throughout the 1990s were the main causes of the intake. Proclamations of independence from the Socialist Federal Republic of Yugoslavia (SFRY) by Croatia and Slovenia in June 1991 marked the beginning of the disintegration of the SFRY. The Serb forces of the SFRY retaliated and, in March 1992, when Bosnia and Herzegovina also proclaimed independence, the SFRY laid siege to Sarajevo. The UNHCR began airlifts into Sarajevo on 3 July 1992. The humanitarian air-bridge was in place for more than three years and about 3.5 million people in the former Yugoslavia were helped by UNHCR. During the crisis, the Balkans experienced the worst atrocity in Europe since the Second World War when, in July 1995, 7000 men and boys were massacred by Serb forces at Srebrenica, Bosnia. The Dayton Peace Accord, of 21 November 1995, ended hostilities in Bosnia but in March 1998 fighting erupted in the southern province of Kosovo.³ Australia took in 8544 people from Bosnia-Herzegovina, and 6517 from Croatia, between 1992 and 2002.

The conflict in Kosovo, between the majority ethnic Albanians and Serbs, resulted in the displacement of about 350 000 ethnic Albanians, many of whom fled the region. In March 1999, NATO's air war over Kosovo resulted in further displacement, with around 800 000 fleeing. About 90 000 Kosovars were airlifted by UNHCR and received by 29 countries which offered temporary protection. In April 1999, Australia created 'safe haven' (temporary protection) visas for about 4000. By July, all were temporarily resettled in Australia at various safe haven centres. Not all the Kosovars wished to remain in Australia and many returned as soon as it was safe and practicable to do so. This local experience conforms to the general overseas' pattern, with 600 000 displaced persons and refugees returning to Kosovo within three weeks of the SFRY withdrawal of forces in June 1999.

'Operation Safe Haven' was the largest single humanitarian evacuation Australia has undertaken and created two important precedents for the Humanitarian Program in the new century. The first of these was to establish the precedent of offering temporary rather than permanent protection to people in genuine need. It could be said that this precedent really dates to the temporary visas created for People's Republic of China (PRC) students in Australia at the time of the Tiananmen incident in 1989 but the difference is that the PRC nationals were eventually permitted to remain permanently. Nearly all the Kosovars were in Australia for less than a year. Following from the Kosovar experience, Safe Haven visas were also granted to 1900 East Timorese in September 1999.

The second precedent created by Operation Safe Haven saw the introduction by the government of 'reintegration packages': financial inducements to return home. After the UNHCR declared Kosovo safe in July 1999, many Kosovars returned at the earliest opportunity. But by late August, with the European winter only a month or so away, the Australian Government offered a special 'Winter Reconstruction Allowance' to those who returned before the end of October. It paid \$3000 to each adult and \$500 per child. The same basic idea was adapted in the case of Afghans under the Pacific Solution in 2002, only it was called a 'Reintegration Package'. By April 2000, nearly all the Kosovars had returned, with only a few hundred by-passing the Allowance. Australia's temporary protection to 4000 Kosovars cost the Government about \$100 million over the 12 months of its operation.⁴

Australia's policy, 1992–2002: mandatory detention, protests, people smugglers and the Pacific Solution

Refugee policy during the decade under review did not so much mark a political or philosophical break with previous official approaches as a response to the need to deal with changed circumstances. The principles enunciated by the Hon. Michael Mackellar, as Minister for Immigration and Ethnic Affairs, in 1977 continued to guide Australian policy, and continued to be shaped by pragmatic considerations.⁵ Proof that we did not abandon those principles is found in the continuation of the Humanitarian Program at around 12 000 per year. On a per capita basis, this resettlement program continues to place Australia among the most generous recipients of refugees in the world. The most recent figures from the UNHCR reveal that Australia resettled 42 refugees per 100 000 of its population in 2001, putting it ahead of Canada (33) and the United States (29).⁶

A defining feature of Australian governmental thinking on refugee policy is the commitment to a planned system. This approach is bipartisan and represents a tradition in the wider migration program. During the 1990s, legislation which aimed at tightening the reception, detention and processing system was motivated by a desire to ensure that the government's intake was not undermined by unplanned (unauthorised) arrivals who may or may not be people in genuine need of protection. This commitment to preserving the integrity of the program continues to have bipartisan support.

Under the Humanitarian Program, the 12 000 admissions a year consist of two main groups. These are refugees within the UN Convention meaning (i.e. they are people outside their country of nationality and unable or unwilling to return because of a well-founded fear of persecution) and people admitted under the Special Humanitarian Program, which was established by the Fraser Government in 1981 for people who are outside their home country and who have experienced gross violations of human rights and cannot return. A Special Assistance Category, established in 1991 to cater for people not in fear of persecution but fleeing civil disorder, has been greatly reduced since 1999.⁷

The period after 1992 differs from the preceding decades in that the *Migration Reform Act 1992* formalised in law mandatory detention for all unlawful arrivals. Enacted by the Keating Government, mandatory detention became controversial, especially as the numbers of unlawful arrivals increased over time and as some detainees remained in detention for very lengthy periods (exceeding a year). The Act provided for unlawful arrivals to be detained until such time as an application for asylum had been processed and status finally determined. Appeals before the Refugee Review Tribunal and the Courts extended the duration of detention for those dissatisfied with the primary decision made by the Immigration Department.

Protest groups and refugee advocates condemned the policy of mandatory detention and focused their criticisms on the remote locations and allegedly poor conditions of the centres. The Australian Government was also criticised by international bodies, including the United Nations' High Commissioner for Human Rights and Human Rights' Watch.⁸ Inside the detention facilities, detainees occasionally expressed their frustration through demonstrations and, in late 2001 and 2002, through violent means, including self-harm and the burning down of buildings. By the late 1990s, Minister Ruddock was devoting considerable time to the careful repudiation of what he regarded as misinformation, misconceptions and lack of objectivity on the part of critics.

Government policy in the 1990s cannot be understood in isolation from the rise in, and sophistication of, international people smuggling. (People smuggling is defined by the *United Nations' Global Program Against Trafficking in Human Beings* as 'the procurement of illegal entry of a person into a State of which that person is not a national with the objective of making a profit').⁹ Government opposition to the practice was not new: indeed, in October 1981, the Fraser Government took firm and prompt action against a group of 146 Vietnamese when it was revealed they had paid substantial amounts for their unauthorised passage to Australia. The passengers were detained at Darwin's East Arm Quarantine Station and deported to Taiwan and Hong Kong.¹⁰ By the 1990s, people smuggling had become a qualitatively and quantitatively greater force behind the illegal movement of people. Addressing the Forum of Human Rights and Immigration in 1998, Minister Ruddock pointed to the ways in which the problem had grown. He said:

Organisations involved in people trafficking - smuggling them as if they were just so much contraband - are doing very good trade. Their plans are often complex, involving recruitment of passengers, purchase or forgery of travel documents and itineraries

which offer transit through several countries before arrival in the eventual destination country. It has been apparent for quite some time now that there are smuggling networks operating throughout China, South-East Asia and Australia to assist illegal immigrants to enter Australia. Increasingly, even boat arrivals in Australia have tended to come from outside the region. Characteristically, these arrivals fly into the region and gather in small groups ready for transshipment by boat on the last leg to Australia. Those who use these smuggling schemes undoubtedly pay heavily for the opportunity. Undoubtedly also, many travellers have been promised by the organisers that they would be allowed to stay in Australia and would quickly be able to work to recoup the cost of travelling.¹¹

The sophistication of the operations was apparent in the kind of vessels sometimes used to smuggle people. These included 35 metre twin-engine vessels with radar and global satellite navigation, a far cry from the tiny boats used by desperate Vietnamese in the late 1970s.¹² Tragic drownings of people travelling on overcrowded boats organised by smugglers heightened the resolve of governments to combat the practice. The Indonesian fishing vessel, code-named SIEV X, which sank on 19 October 2001 is a well-known case in point: 353 of its 397 passengers drowned en route to Australia.

Government concern about people smuggling intensified as a result of a significant increase in unauthorised boat arrivals in 1999 and 2000. Between July 1999 and June 2001, there were 8316 unauthorised boat arrivals compared with 4114 in the ten-year period from 1989–1990 to 1998–99.¹³ The increase was accompanied by a change in the regional origin of the arrivals—from mostly Asian to mostly Middle Eastern—and an increase in the percentage applying for protection.

The Government's strategy for dealing with the new circumstances has been based on efforts (such as aid and intelligence sharing) to minimise outflows from countries of origin and of first asylum and on regional and international cooperation to disrupt the smugglers and intercept their clients. Remote detention centres are an additional part of the strategy, along with attempts to quicken both the determination process and the removal of those who are not refugees.

A most important legislative amendment in the Government's strategy was the proclamation of the *Migration Amendment Regulations (no. 12)* on 20 October 1999, which created the three-year Temporary Protection Visa for unauthorised arrivals who are assessed as requiring protection. Previously, such people were granted a permanent protection visa (which is granted to successful applicants onshore who have arrived lawfully, with authorisation). The three-year visa, which limits the range of settlement services available to the holder, has been criticised as unfair to individuals who have been assessed as being genuine refugees.¹⁴ The Government, however, has argued that such measures are necessary to its multifaceted strategy to combat people smuggling and to deter arrivals from outside of the planned Humanitarian Program. Minister Ruddock has consistently argued that, given the limits to Australia's capacity, every unauthorised arrival who is granted protection takes the place of one of the many who have been languishing

for years in refugee camps in Asia, the Middle East and Africa. Critics reject the 'queue-jumping' accusation but no-one disputes the fact that the UNHCR has thousands of people in refugee camps who have been assessed as genuine refugees in need of resettlement and who have been waiting for a resettlement place for many years.

The controversies of the early 1990s came to a head in the late 1990s and early 2000s with an exponential increase in the number of unauthorised arrivals into Australia by sea. In July 1999 the *Migration Legislation Amendment Act (No. 1) 1999* was passed to create people smuggling and related offences. In November, the *Border Protection Legislation Amendment Act 1999* was passed to expand Australia's capacity to board, search and detain ships and to detain persons aboard those ships at sea. In February 2000 the *Crimes at Sea Act 2000* was passed to extend the criminal jurisdiction of the Commonwealth and States to the limits recognised under the 1982 *Convention on the Law of the Sea*. These measures were tested with the arrival of the *MV Tampa* off Christmas Island on 29 August 2001 and the adoption by the Federal Government of the so-called 'Pacific Solution'. The *Tampa*, a Norwegian freighter, had rescued 430 passengers aboard the *KM Palapa 1*, a fishing vessel that had broken down 80 nautical miles from Christmas Island:

The master of the *Tampa*, Captain Arne Rinnan, had intended to take the rescuees to a port in Indonesia but was requested by the passengers to proceed to Christmas Island. Before the *Tampa* reached Australia's territorial waters it was instructed to remain in the contiguous zone. On 28 August the *Tampa* issued a distress signal based on the fact that assistance had not been provided within 48 hours. On 29 August it proceeded into the territorial waters surrounding Christmas Island and was interdicted by [the SAS]. The same day the Government introduced border protection legislation into Parliament.¹⁵

The Border Protection Bill 2001 sought to retrospectively validate the actions in relation to the *Tampa* and, effectively, to deny its passengers the right to claim asylum in Australia. It was rejected by the Senate against the backdrop of legal action in the Federal Court and Full Federal Court challenging the lawfulness of the action in relation to the rescuees.

The key provisions were subsequently re-introduced along with various other measures. In the last sitting period for 2001, Parliament considered and passed a number of Bills dealing with the validation and enforcement of border protection measures, the 'excision' of offshore territories from the migration zones, a new protection, humanitarian and refugee visa regime, partially codified refugee assessment criteria, mandatory sentencing for people smugglers and a privative clause relating to judicial review of migration decisions.

On 26 September, the second last sitting day of 2001, the Senate passed six Bills which became the following Acts:

Migration Amendment (Excision from Migration Zone) Act 2001

Migration Amendment (Excision from Migration Zone) (Consequential Provisions) Act 2001

Migration Legislation Amendment (Judicial Review) Act 2001

Migration Legislation Amendment Act (No. 1) 2001

Migration Legislation Amendment Act (No. 6) 2001

Border Protection (Validation and Enforcement Powers) Act 2001

Some of the Bills had been previously introduced and failed to pass the Senate. Many of them set the legislative framework for an administrative arrangement that came to be known as the 'Pacific Solution'. The *Migration Amendment (Excision from Migration Zone) Act 2001* excised certain territories from Australia's migration zone, including Christmas Island, Ashmore and Cartier Islands and Cocos (Keeling) Islands, with a view to creating a separate visa application regime for unlawful arrivals at the excised places. Unauthorised arrivals to those territories cannot apply for a visa. The *Migration Amendment (Excision from Migration Zone) (Consequential Provisions) Act 2001* allowed for the detention of an unlawful non-citizen in an excised offshore place, for the transfer of an unlawful non-citizen from Australia to another country, and prevents such people from taking legal action against the Government in an Australian court. Under the Pacific Solution, asylum seekers were housed and processed at Manus Island (Papua New Guinea) and Nauru, at Australian Government expense. Through these measures, the Government hoped to further deter unlawful arrivals and also to reduce the high levels of litigation in the Courts.

By the end of 2002, the Australian Government had weathered the storm of protest and criticism and Minister Ruddock could accurately report, on 17 December, that there had not been an unauthorised boat arrival for twelve months. At the time of writing, February 2003, the Government's multifaceted strategy—based on prevention of outflows from countries of origin and first asylum, cooperation with other countries to disrupt people smugglers, mandatory detention and the introduction of temporary protection for genuine cases who arrive without authorisation, and the Pacific Solution—appears to have achieved its objectives.

Endnotes

1. The 19.7 million persons categorised as 'of concern' to the UNHCR at the end of 2001 included 12 million refugees (persons who met the 1951 Refugee Convention definition), 462 000 returnees, 940 800 asylum seekers, 5.3 million internally displaced persons (IDPs), 241 000 returned IDPs, and one million 'others of concern' (e.g. certain groups of war-affected populations, stateless citizens). <http://www.unhcr.ch/cgi-bin/texis/vtx/home/openssldoc.htm?tbl=STATISTICS&id=3d075d374&page=statistics>, accessed on 16 June 2003.
2. The nine are Australia, Canada, the United States, New Zealand, Netherlands, Norway, Sweden, Finland and Denmark.

3. UNHCR: *A brief history of the Balkans*, UNHCR web-site. <http://www.unhcr.ch/cgi-bin/texis/vtx/home/+vwwBmeLtOGswwwwrwwwwwwwhFqnN0bItFqnDni5AFqnN0bIcFggxGonharo5BdGOadhaBrmaxwcAwD5Dzmxwwwwww/opendoc.pdf>, accessed on 6 May 2003.
4. P. Ruddock, Minister for Immigration and Multicultural Affairs, *Media Release*, MPS 028/2000, 15 March 2000.
5. The 'Mackellar principles' were: '(i) Australia fully recognises its humanitarian commitment and responsibility to admit refugees for resettlement; (ii) The decision to accept refugees must always remain with the Government of Australia; (iii) Special assistance will often need to be provided for the movement of refugees in designated situations or for their resettlement in Australia, and (iv) It may not be in the interest of some refugees to settle in Australia. Their interests may be better served by resettlement elsewhere. The Australian Government makes an annual contribution to the United Nations High Commissioner for Refugees which is the main body associated with such resettlement'. (Hon. Michael Mackellar, op. cit., p. 1714).
6. Figures for 2001 resettlement are for quotas which appear in the UNHCR's *Easy Guide to Refugee Resettlement Programs*, Geneva, 15 June 2001.
7. Only 40 visas were issued under the Special Assistance Category in 2001–2002.
8. Human Rights Watch issued a 94-page report, *By invitation only: Australian asylum policy*, in December 2002.
9. United Nations Interregional Crime and Justice Research Institute, *Global programme against trafficking in human beings: project document*. http://www.unicri.it/project_document.htm, accessed on 16 June 2003.
10. Department of Immigration and Ethnic Affairs, *Review '82*, AGPS, Canberra, p. 63.
11. P. Ruddock, 'The plight of Australia's illegal immigrants', Address to the Forum of Human Rights and Immigration, Sydney, 14 May 1998.
12. Minister for Immigration and Multicultural Affairs, *Media Release*, MPS 59/99, 11 April 1999.
13. *Border protection: Background paper on unauthorised arrivals strategy*, Department of Immigration and Multicultural and Indigenous Affairs Web-site, last updated 22 July 2002.
14. J. Jupp, *From White Australia to Woomera*, Cambridge University Press, Melbourne, pp. 190–193.
15. N. Hancock, 'Refugee Law—Recent Developments', *Current Issues Brief No. 5*, Department of the Parliamentary Library, 2001–02, pp. 1–2. <http://www.aph.gov.au/library/pubs/CIB/2001-02/02cib05.htm>, accessed on 6 May 2003.