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ISSN 1325-5142

ISBN 978 0 7313 1879 7

August 2011

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Population Issues for Sydney and NSW: Policy frameworks and responses

By

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SUMMARY

Population growth has been an issue of national concern at various points in Australia's history, and has long been an important issue for NSW and Sydney, the most populous State and city in the country respectively. Population issues were recently propelled to the centre of public debate following the publication of the Federal Treasury's 2010 *Intergenerational Report*. Considerable debate about issues and priorities in managing population growth in Australia followed the Report's projection that the national population would reach 35.9 million by 2050. Recent studies suggest that population growth is a subject which is attracting more intense public concern.

This briefing paper provides an overview of:

- key pieces of data concerning population growth and the ageing of the population, nationally and in NSW;
- key government reports and initiatives responding to issues presented by population growth at the Federal, NSW and inter-governmental levels;
- responses to the national Sustainable Population Strategy and the National Urban Planning Policy, and
- recent public debate and academic commentary in relation to population issues.

Population statistics: The Australian population has been growing annually at an average rate of 1.6% since the 1960s, reaching a recent peak of over 2% in 2007-08 (a rate not seen since the 1960s), before declining to a rate of 1.5% growth in the year to December 2010. Australia had an estimated resident population (ERP) of 22,477,400 at 31 December 2010. In the same period the ERP of NSW reached 7,272,158. At 30 June 2010, the ERP of Sydney was 4,575,532.

Based on trends in fertility, life expectancy at birth, net overseas migration, and net interstate migration, as at 2008 the ABS projects that, on median projections, Australia's estimated population could reach 35.5 million people by 2056. By the same measure, the NSW population is projected to reach 10.2 million people by 2056, while Sydney alone is projected to reach a population of approximately 6.98 million people in that time. **[2.3]**

The main factors contributing to population growth in recent years in Australia, as in NSW, are net overseas migration (the number of arrivals in the country less the number of departures - NOM) and natural increase (births minus deaths). Despite having among the lowest population growth rates (1.2%) of all Australian States and Territories in the 12 months prior to December 2010, NSW had the largest population increase (in terms of numerical increase) of all Australian States.

In that period, NOM contributed to 58% of the State's population growth, while natural increase contributed to 40%. NSW also lost 11,200 people to neighbouring States as a result of interstate migration in that time—the largest net loss among States and Territories. The NSW Department of Planning notes

that interstate migration has a significant impact on population redistribution in Australia. Unlike Queensland and Western Australia, which experienced net interstate gains, over the past decade NSW has had an average net interstate migration loss of 24,000 people. However, in the twelve months prior to March 2010, NSW experienced its lowest interstate loss since 31 March 1998.

In recent years losses to interstate migration experienced by Sydney have been significantly offset by the numbers of international migrants settling in the city. Sydney, Perth and Melbourne are the cities which contain the highest share of Australia's migrant population (based on Productivity Commission figures, between 2001 and 2006 Melbourne attracted more international migrants than Sydney). NSW was the intended State of residence of 30%, or 42,267, of the 140,610 people who migrated to Australia on a permanent basis in 2009-2010. However, between 2006 and 2009 the key factor contributing to the growth in NOM in NSW was temporary migration—primarily international students. **[2.1.2]**

Regional differences: Population growth rates vary across NSW. Between 2006 and 2009 the *fastest* growth rates were experienced in the Sydney and Richmond-Tweed statistical divisions (SDs) at an average growth rate of 1.7% per year. At the same time the Far West of NSW was the only statistical division to have experienced average annual population decline of -0.3% since 2006. **[2.1.2]**

The NSW Department of Planning reports that future population growth in NSW is projected to be strongest in South Western Sydney (113% increase between 2006 and 2036) and North Western Sydney (52%), parts of Central Sydney (60%), the South Coast (42%), the Sydney-Canberra Corridor (42%) and the Illawarra (22%). Growth is also projected for a number of regional centres, including Albury, Bathurst, Coffs Harbour, Dubbo, Griffith, Port Macquarie, Tamworth and Wagga Wagga. At the same time, a number of areas with populations under 5000, largely located in remote parts of the State, are projected to experience a fall in population over the next 15 years. As a result of having a faster projected population growth rate than the rest of NSW, Sydney is projected to increase its share of the State's population from 62.8% in 2006 to 66% in 2036. **[2.3]**

Population ageing: In recent years, the issue of population growth has increasingly been considered in the context of the ageing of the population, which has been identified as one of the most significant demographic challenges facing the country. In 2008 the NSW Government reported that the number of people in NSW aged over 65 was projected to increase from 0.9 million in 2006 to 2.4 million by 2051, with those aged over 65 to outnumber children aged below 15 years by 2018.

While all regions in NSW will undergo population ageing, its extent will vary across different regions of the State. Coastal regions are expected to experience the largest percentage increase in people aged between 65-84 and over 85 years, with the Mid-North Coast, Nowra Bomaderry, and Illawarra statistical areas projected to experience the greatest increases. The ABS attributes this trend partly to 'sea change' and 'tree change' movements as older people move away from employment centres in their retirement. At the same

...
time it is projected that the population of Sydney will be younger than the overall population of NSW, with people aged over 65 comprising 18% of Sydney's population by 2036, as compared to 21% of the NSW population. The areas of Sydney currently with the highest proportion of people aged 0-4 years are Auburn (8.2%), Blacktown (9.0%), Camden (9.3%) and Liverpool (9.0%). **[2.2.2]**

Government reports and policy statements: Issues to do with population cut across several policy areas and all levels of government. In the course of developing policies over recent years, the NSW and Federal Governments have used formal consultative processes to engage experts, stakeholders and the general public on a range of issues related to population growth.

Commonwealth Government: The Federal Government responded to issues raised by population growth by undertaking to develop Australia's first national population strategy. The 'Sustainable Population Strategy' was developed and released in conjunction with Australia's first National Urban Policy in May 2011. The Federal Sustainable Population Strategy is focused on managing population growth by attempting to balance economic and community imperatives with environmental concerns, with the aim of achieving economic prosperity, liveable communities and environmental sustainability. A focus on regional development is a key element of the Strategy. Both the Sustainable Population Strategy and the National Urban Policy recognise that responding to issues presented by population growth depends on effective intergovernmental cooperation between Federal, State and local governments. **[3.1.2][3.1.3]**

The Sustainable Population Strategy met with criticism from a number of stakeholders for lacking detail and failing to set targets. In contrast, the National Urban Policy met with a more positive response with the majority of stakeholders welcoming the release of the policy as an important step in achieving greater planning and coordination for urban areas. **[3.1.2][3.1.3]**

State and local governments: In several key areas, including urban planning and infrastructure provision, the primary responsibility for policy, program implementation and service delivery rests with State and local governments. Local government associations, such as the Australian Local Government Association, the Council of Capital City Lord Mayors and the National Growth Areas Alliance have expressed their support for the development of a national population strategy and a national urban policy. While recognising that local governments are most directly involved with local communities, these bodies also emphasise the importance of collaboration between Commonwealth, State and local Governments in dealing with population change. **[3.2.3]**

A number of NSW Government policies directly address issues raised by population growth, including the State Plan and the Metropolitan Plan for Sydney, released by the Kenneally Government in December 2010.

At this early stage, the O'Farrell Government has focused on pursuing decentralisation and regional development as a means to alleviate pressures exerted by population growth in Sydney. This policy direction finds an echo in the strong focus on regional development in the Federal Sustainable Population Strategy. **[3.3]**

One of the key mechanisms for directing migration to regional areas is the implementation of State Migration Plans, which take the form of MOUs between the Minister for Immigration and Citizenship and respective State and Territory Governments. State Migration Plans allow States and Territories to sponsor applicants under a range of occupations nominated under the Plan to fill skills shortages in their local labour markets. They are intended to provide State and Territory Governments with a greater level of flexibility to address specific skills shortages and local labour market needs within their jurisdiction in a targeted way. The NSW State Migration Plan came into effect in March 2011. [3.3.3]

Issues in the population debate: Debates about population are complex and many sided. The key issues presented by population growth include:

- the role and management of immigration;
- the environmental impact, particularly on natural resources and biodiversity;
- pressures on infrastructure, particularly housing and transport;
- the relationship between economic prosperity and population growth; and
- the impact of growth on communities and quality of life.

The Scanlon Foundation Survey 2010 found that there had been a substantial shift in public attitudes towards population growth and immigration as compared to previous years. The Survey found that 51% of respondents considered that a projected population of 36 million in 2050 was 'too high', while 42% felt it was 'about right' or 'too low'. The Survey also registered a high level of negative sentiment towards the adequacy of government infrastructure provision for future population growth. Respondents in NSW registered the highest level of negative sentiment with 59% viewing infrastructure provision as poor. The 2010 Survey also noted a marked shift in attitudes to immigration, with those who felt that the immigration intake was too high increasing from 37% in 2009 to 47% in 2010. Nevertheless, the Survey found that, although there was heightened public concern about population growth, in the view of respondents other issues warranted greater concern, such as the economy, employment, and environment. [4]

A number of commentators, as well as a parliamentary inquiry, have supported the introduction of a national population policy. This support for a planning oriented population policy echoes the views of the National Population Council. As far back as 1992 it advised that, as population issues have implications for several areas of service delivery and policy making, they needed to be incorporated into national planning processes. [4]

Population growth is likely to continue for the foreseeable future with much of that growth projected to occur in Sydney and in NSW. It remains to be seen how effective efforts at coordinating national responses to the issues presented by population growth will be in delivering sound policy outcomes. [5]

1. INTRODUCTION

Population growth has been an issue of national concern at various points in Australia's history, and has long been an important issue for NSW and Sydney, the most populous State and city in the country respectively.¹ Population issues were recently propelled to the centre of public debate following the publication of the Federal Treasury's 2010 *Intergenerational Report*.² Considerable debate about issues and priorities in managing population growth in Australia followed the Report's projection that the national population would reach 35.9 million by 2050.³ Recent studies suggest that population growth is a subject which is attracting more intense public concern.⁴

Views canvassed in the course of recent public debate have directed attention to the idea of a target population, the role of immigration as a key contributor to population growth and the impact of population growth on lifestyles. Growing concern about the demographic impact of ageing in the Australian population has also led to a particular focus on issues of economic growth and the role of migration in meeting skills shortages and sustaining the ageing workforce. Another feature of the contemporary debate is the concern to balance economic growth with environmental sustainability.

The Federal and NSW Governments have independently and through intergovernmental forums recently announced a variety of measures that attempt to respond to the challenges presented by population growth.

In 1992 the National Population Council highlighted that population issues were central to most policy making areas at a national level and recommended the introduction of a population policy.⁵ Two years later the House of Representatives Standing Committee for Long Term Strategies echoed the call for the development of a national strategy.⁶ Following years of reluctance on the part of successive Federal governments to introduce a population policy, in May 2011 the Federal Government released Australia's first national Sustainable Population Strategy.⁷

Population growth is of particular significance for NSW as the most populous State in the country, as it is for Sydney, the largest metropolitan centre in Australia and the settlement destination for many migrants. Following the NSW State election of March 2011 the incoming O'Farrell Government committed to a strategy of decentralisation and growing regional NSW as one means of relieving population pressures facing Sydney.⁸

This briefing paper provides an overview of:

- key pieces of data concerning population growth and the ageing of the population, nationally and in NSW;
- key government reports and initiatives responding to issues presented by population growth at the Federal, NSW and inter-governmental levels;
- responses to the national Sustainable Population Strategy and the National Urban Planning Policy, and

- recent public debate and academic commentary in relation to population issues.

Recent Research Service publications relevant to this Briefing Paper include *Housing affordability* by Louise O'Flynn (Briefing Paper 4/2011) and *Population, housing and transport indicators* by Talina Drabsch (Statistical Indicators 4/2011).

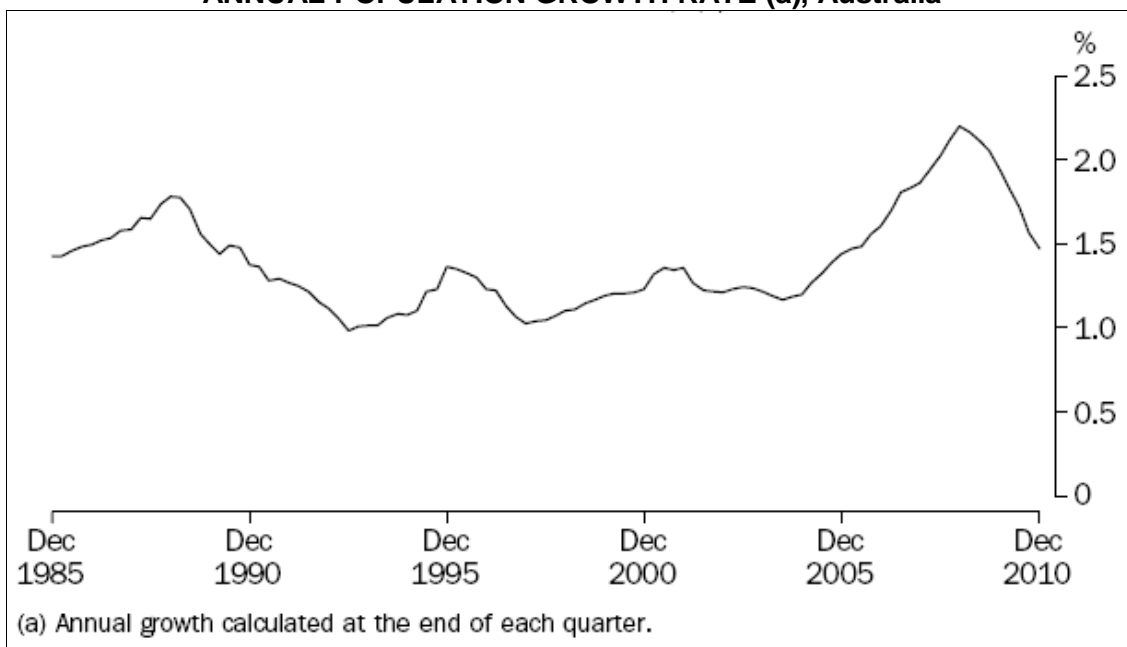
2. POPULATION STATISTICS

2.1 Population Growth

2.1.1 Australia

The Productivity Commission notes that since the 1960s Australia's population has grown annually at a rate of approximately 1.6%, reaching a recent peak of over 2% in 2007-08 (a rate not seen since the 1960s).⁹

ANNUAL POPULATION GROWTH RATE (a), Australia



(Source: ABS, [Australian demographic statistics: December quarter 2010](#), June 2011, p. 6)

The Australian Bureau of Statistics (ABS) estimated that at 31 December 2010 the Australian population was approximately 22,477,400 persons—having grown at a rate of 1.5% (an increase of 325,400 persons) over the previous twelve months.¹⁰ The ABS notes that this is Australia's lowest annual population growth rate since the year ending December 2006, when an increase of 316,000 people was recorded.

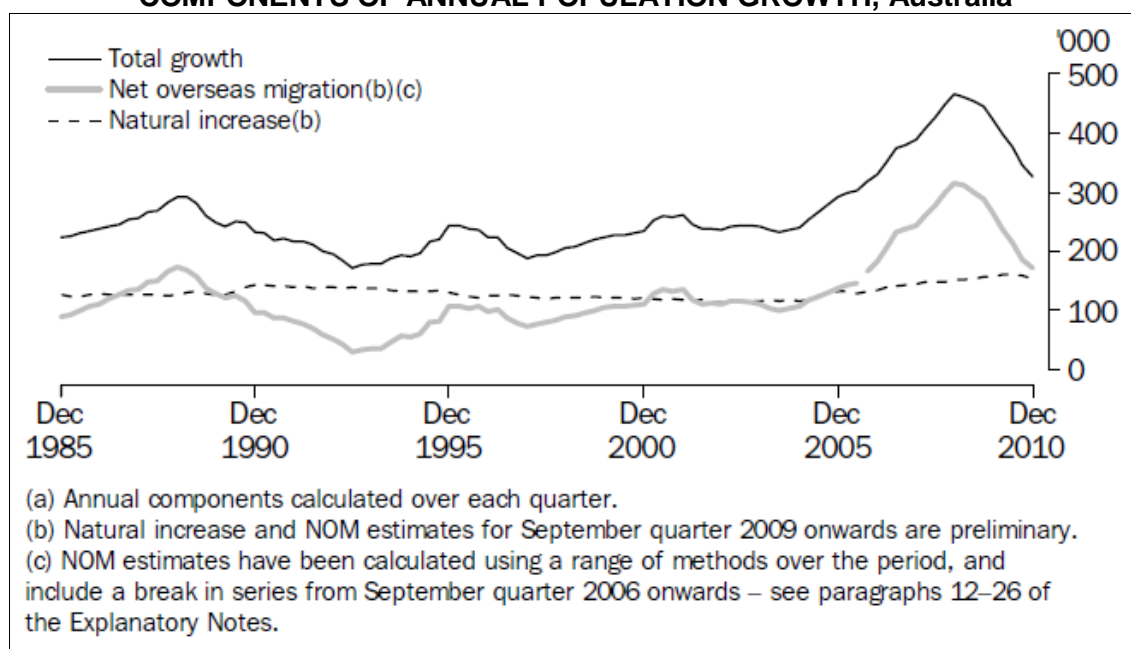
While all Australian States and Territories experienced population growth during the year ended on 31 December 2010, Western Australia, the ACT and Queensland had the fastest population growth rates, with Tasmania and the Northern Territory experiencing the lowest rate of growth.¹¹

POPULATION – STATES AND TERRITORIES, END DECEMBER 2010¹²

Preliminary Data	Population at end Dec qtr 2010 (‘000)	Change over previous year (‘000)	Change over previous year (%)
New South Wales	7,272.2	87.9	1.2
Victoria	5,585.6	85.8	1.6
Queensland	4,548.7	76.0	1.7
South Australia	1,650.4	15.6	1.0
Western Australia	2,317.1	47.4	2.1
Tasmania	509.3	3.9	0.8
Northern Territory	229.9	1.9	0.8
ACT	361.9	6.9	2.0
Australia	22,477.4	325.5	1.5

(Source: ABS, [3101.0 – Australian demographic statistics: December quarter 2010](#), June 2011, p. 1)

The key contributors to population growth are net overseas migration (NOM) (the net outcome of immigration and emigration) and natural increase (births minus deaths).¹³ In the year to December 2011 NOM comprised 53% and natural increase 47% of population growth. The rate of natural increase was 1.8% lower than the rate recorded for the year ended 31 December 2009; the NOM rate was 35% lower than that recorded for the year ended December 2009, marking the first decline in NOM since 2003-04.¹⁴ The decline in NOM has been attributed to a reduction in arrivals (reduced by 11%, or 56,700 people, compared with the previous year), plus an increase in departures (increased by 13%, or 27,500 people).¹⁵ In respect to departures, the Department of Immigration and Citizenship reports that emigration is now occurring at the highest level ever.¹⁶

COMPONENTS OF ANNUAL POPULATION GROWTH, Australia

(Source: ABS, [3101.0 – Australian demographic statistics: December quarter 2010](#), June 2011, p. 6)

It is only in recent years that net overseas migration (NOM) has significantly outstripped natural increase as the chief contributor to population growth. In the 1970s NOM contributed to approximately 30% of population growth, whereas in the three years to 2008-09 this had increased to about 65%.¹⁷

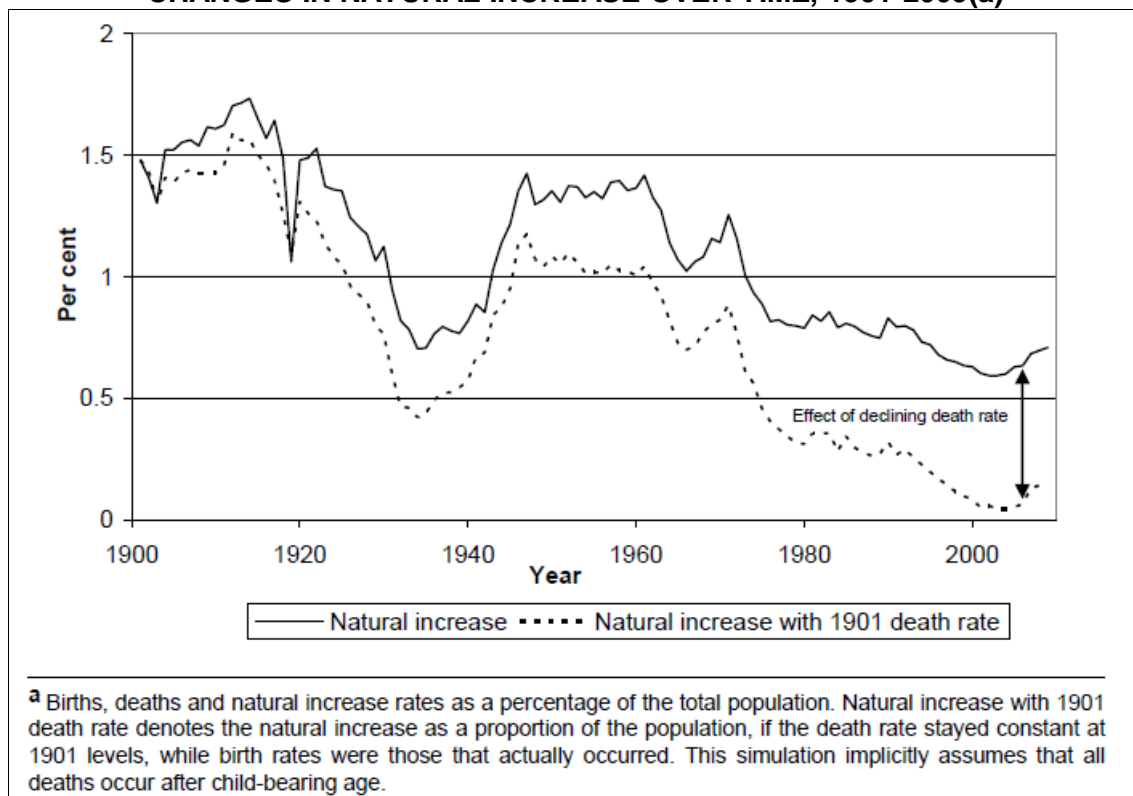
COMPONENTS OF AUSTRALIA'S POPULATION GROWTH¹⁸

	1973	1982	1991	2000	2009
	'000	'000	'000	'000	'000
Births	255.8	237.1	261.2	249.3	297.1
Deaths	111.3	111.0	119.6	128.4	143.7
Natural Increase	144.5	126.1	141.6	120.9	153.4
NOM arrivals	192.4	210.7	236.4	305.1	532.8
NOM departures	135.9	87.7	141.6	197.8	219.3
Migration adjustment	...	5.2	-8.3
NOM	56.6	128.1	86.4	107.3	313.5

(Source: Productivity Commission, [Population and migration: understanding the numbers](#), p. 9)

The Productivity Commission notes that the decline in natural increase over the past century is the result of a decline in the number of births as a proportion of the population, with the impact of this trend being mitigated by significant improvements in life expectancy and a reduction in mortality.¹⁹

CHANGES IN NATURAL INCREASE OVER TIME, 1901-2009(a)



(Source: Productivity Commission, [Population and migration: understanding the numbers](#), p. 18)

The Productivity Commission predicts that while the deaths of members of the 'baby boomer' generation over the next 40 years will lead to a decline in natural increase, the large number of women currently aged between 18 and 30 will contribute to a rise in natural increase.²⁰

Immigration²¹

Since 2006–07 net overseas migration (NOM) has been the primary factor contributing to population growth in Australia.²² The ABS defines NOM as the 'net gain or loss of population through immigration to Australia and emigration from Australia'.²³ This includes both permanent and temporary immigration, as well as both permanent and temporary emigration.²⁴ By way of example, the various components of NOM are set out in the table below, which contains ABS figures on NOM for 2008-09.

COMPONENTS OF NOM – AUSTRALIA, 2008-09²⁵

	NOM arrivals		NOM departures		NOM	
	no.	%	no.	%	no.	%
Temporary visas	279,166	53.7	89,950	40.9	189,216	63.1
Permanent visas	92,390	17.8	5,284	2.4	87,106	29.0
NZ citizens	47,554	9.1	17,338	7.9	30,216	10.1
Australian citizens	80,596	15.5	83,132	37.8	-2,536	-0.8
Other	20,079	3.9	24,217	11.0	-4,138	-1.4
TOTAL	519,785	100	219,921	100	299,864	100

(Source: ABS, [3412.0 – Migration, Australia, 2009-10](#), June 2011, p.32)

Australia's NOM increased significantly between 2005 and 2009, peaking at an estimated 301,200 in 2008.²⁶ However, in 2009-10 NOM declined for the first time since 2003-04, contrasting with the sharp growth experienced in the preceding three years.²⁷

NET OVERSEAS MIGRATION (NOM)—AUSTRALIA



(Source: ABS, [3412.0 – Migration, Australia, 2009-10](#), June 2011, p. 18)

The majority of people who migrate to Australia on a permanent basis do so

through the skilled migration stream and the family migration stream of Australia's Migration Program, and under the Humanitarian Program. In 2009-10, a total of 140,610 people arrived in Australia on a permanent settlement basis, down from 158,021 people in 2008-09.²⁸ In May 2011 the Federal Government announced a planned intake of 185,000 permanent migrants in the Migration Program (an increase of 16,300 places on the planning figures for the 2010-11 Migration Program), and 14,750 places in the Humanitarian Program (an increase of 1000 places on the previous program year's intake).²⁹ NSW has for many years been the intended State of residence for the highest percentage of migrants arriving to settle permanently in Australia. However, NSW's share of settlers has been declining since 2000-01, while Queensland, Western Australia and South Australia have experienced an increase.³⁰

PROPORTION OF PERMANENT ADDITIONS BY STATE AND TERRITORY, 2005-06 TO 2009-10

State/Territory of intended residence	2005-06	2006-07	2007-08	2008-09	2009-10
NSW	35.8	33.1	31.9	30.2	29.7
Victoria	25.2	25.5	25.4	24.5	24.3
Queensland	17.2	18.6	19.4	19.7	17.8
Western Australia	12.5	13.2	14.1	16.3	17.2
South Australia	6.7	6.8	6.4	6.0	7.4
ACT	1.3	1.4	1.4	1.5	1.5
Northern Territory	0.6	0.6	0.6	0.9	1.2
Tasmania	0.7	0.7	0.8	0.9	0.9

(Source: DIAC, [Population flows 2009-10](#), June 2011, p. 97)

As the following data from the Department of Immigration and Citizenship (DIAC) indicates, all States and Territories, apart from South Australia and the Northern Territory, reported a decrease in permanent additions for 2009-10 as compared to the previous year.³¹ DIAC notes that this is the first decrease in permanent additions since 2001-02.³² 29.7% of new permanent migrants in 2009-10 chose to live in NSW.³³

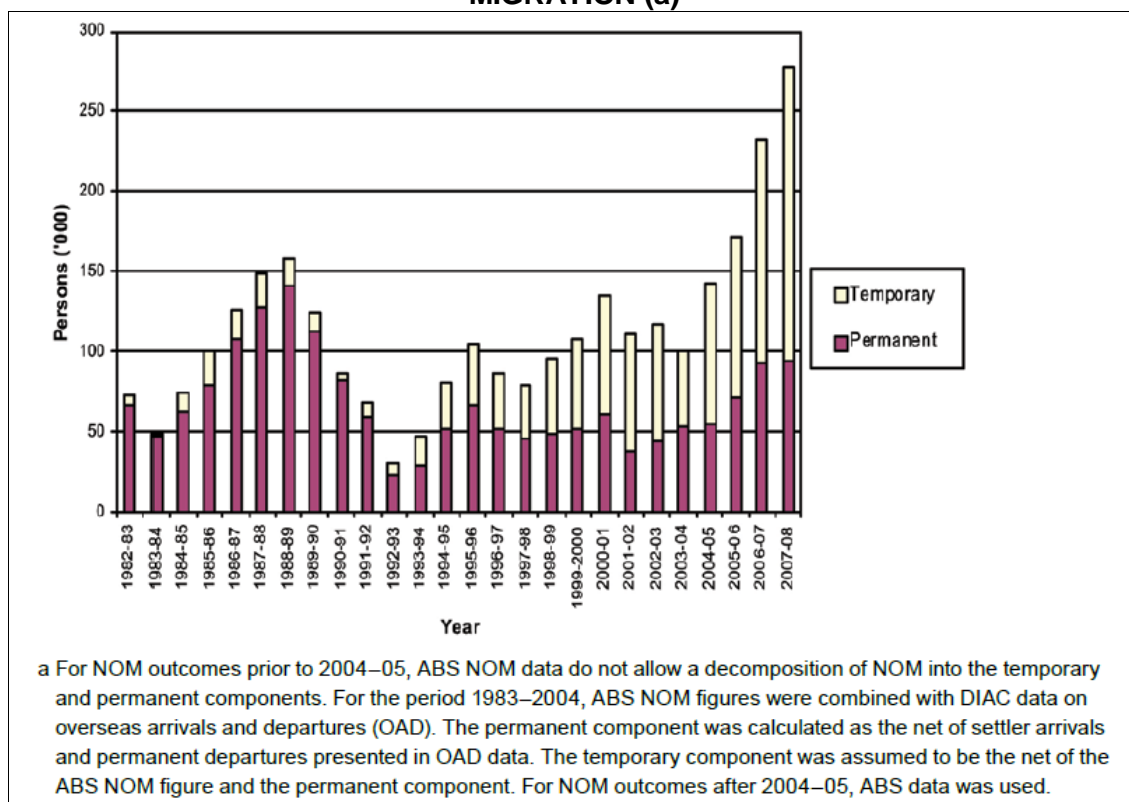
PERMANENT ADDITIONS BY STATE AND TERRITORY, 2008-09 TO 2009-10³⁴

State/Territory of intended residence	2008-09	2009-10	Per cent change
NSW	67,625	61,424	-9.2
Victoria	54,810	50,264	-8.3
Queensland	44,152	36,767	-16.7
Western Australia	36,585	35,532	-2.9
South Australia	13,440	15,241	13.4
ACT	3,264	3,135	-4.0
Northern Territory	2,062	2,508	21.6
Tasmania	1,931	1,792	-7.2
Australia	224,619	208,921	-7.0

(Source: DIAC, [Population flows 2009-10 at a glance](#), June 2011, p.4)

Unlike Australia's permanent migrant intake, the Federal Government does not impose an annual cap on the number of temporary migrants who enter Australia. One of the most significant changes to the nature of immigration to Australia in the past ten to fifteen years has been the rapid increase in long-term temporary migration, primarily by overseas students, skilled business entrants and working holiday makers.³⁵ Over the five years from 2004-05 and 2008-09 the net contribution of temporary visa holders to the overall NOM figure increased by 130%, while at the same time the net number of permanent visa holders contributing to NOM increased by 22%.³⁶ By 2008–09 the number of long-term temporary arrivals coming to Australia exceeded the number of permanent arrivals.³⁷ In 2008-09 temporary visa holders contributed to 63% of the total NOM figure for that year % (as compared with 58% of the total NOM in 2004-05), while permanent arrivals contributed to 29% of NOM in that year.³⁸ As a result, temporary migration, rather than permanent migration, has been the key factor propelling increases in the Australia's NOM in recent years.³⁹

PERMANENT AND TEMPORARY COMPONENTS OF NET OVERSEAS MIGRATION (a)



(Source: [Demographic Change and Liveability Panel report, an appendix to A Sustainable Population Strategy for Australia issues paper](#), p. 66)

At 30 June 2010, there were 924,521 temporary entrants in Australia.⁴⁰ Of these, 382,660 were student visa holders.⁴¹ The Department of Immigration and Citizenship (DIAC) indicates that there were 270,000 student visas issued in 2009-10. This was a fall of 15.8% compared to the number of grants the previous year, representing the first decrease in grants in 12 years.⁴² Further, in the context of reduced economic growth as a result of the global economic crisis, there was also reduced demand for temporary business entry visas in

2009-10. At 30 June 2010, NSW housed the greatest share of temporary migrants, including 126,430 overseas students and 39,540 temporary business long stay visas.⁴³

The Productivity Commission notes that increases in temporary migration mean that the number of temporary entrants in the country needs to be considered in analysing labour markets and community demand for services, infrastructure and housing.⁴⁴ The Commission further notes that temporary migration has both short term and long term impacts on population growth, as Australia's permanent migrant intake in recent years has increasingly been drawn from the ranks of those who first entered the country as temporary migrants.⁴⁵ Graeme Hugo and Kevin Harris explain that migrants not only have a direct impact on the number of people residing in an area but often also have an impact on rates of natural increase, as international migrants tend, on average, to be younger than the Australian population.⁴⁶

On 10 May 2010, the Gillard Government announced its planning figures for the 2011-12 Migration Program, in concert with the release of the Federal Budget for 2011-12.⁴⁷ The latest Migration Program announcement was marked by an explicit acknowledgement of the link between migration and population growth, as well as a greater focus on regional migration initiatives and their contribution to regional growth and development.⁴⁸ The Federal Minister for Immigration, Chris Bowen, noted that NOM levels in recent months have declined by almost half from their peak of more than 315,000 for the year ending December 2008 to about 180,000 for the year ending September 2010. According to the Minister, the decline in NOM has slowed the rate of population growth to a more sustainable level, and provided scope for the 2011-12 permanent Migration Program to be increased by 16,300 places from the previous year's planning levels, 'while maintaining more sustainable annual levels of NOM—in the region of 170, 000 –180,000 over the next few years'.

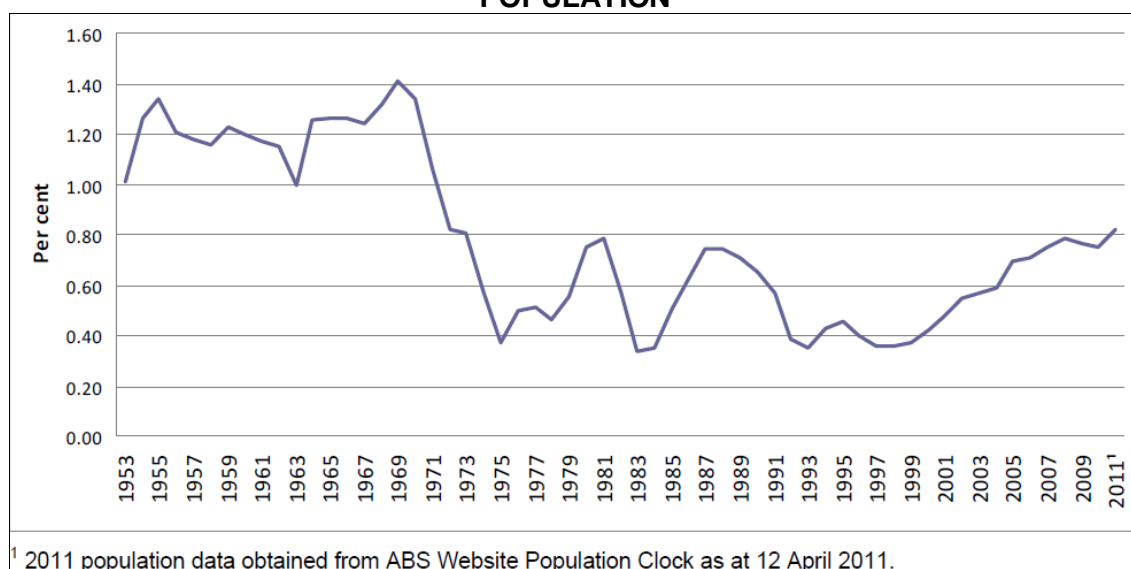
The majority of the increase has been in the Skilled Migration Stream (an increase of 12,000 on the 2010–11 program planning levels, with the Skilled Stream comprising 125,850 of the 185,000 places in the Migration Program. The increase in the Skilled Stream is justified as being necessary 'to help meet the expected increase in demand for skilled migration given strong employment growth and tightening labour market conditions'.⁴⁹ The Federal Government argues that 'the Migration Program can be used to redress the effects of the ageing population by maintaining a flow of workers into the labour force and contributing to participation and productivity rates'.⁵⁰

Since the 1950s Australia's average migration program intake has comprised between approximately 1.2–0.4% of the Australian population, as demonstrated in the figures below.

AVERAGE MIGRATION PROGRAM INTAKES SINCE 1950s

Decade	Average Migration Program intake	Per cent of population
1950s	114,286	1.20
1960s	140,300	1.23
1970s	95,311	0.70
1980s	97,163	0.61
1990s	78,016	0.43
2000s	130,597	0.63
2010-11	168,700	0.75
2011-12	185,000	0.82

(Source: DIAC, [2011-12 Migration Program](#), pp. 5-6)

MIGRATION PROGRAM SIZE AS A PERCENTAGE OF AUSTRALIA'S POPULATION

(Source: DIAC, [2011-12 Migration Program](#), pp. 5-6)

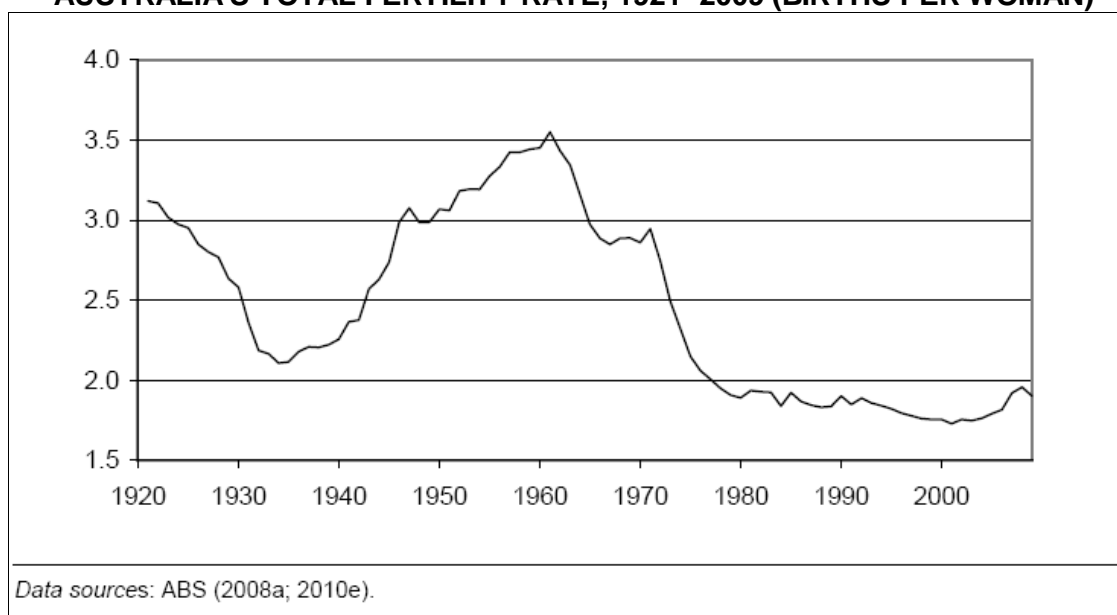
In the context of the employment needs of the resources industry and following the Federal Government's acceptance of recommendations made by the National Resources Sector Employment Taskforce, as part of the 2011-12 Budget announcements the Minister for Immigration and Citizenship also announced the introduction of a new temporary migration initiative to address skills needs in the resources sector.⁵¹ Enterprise Migration Agreements (EMAs) are a new measure that allows major resource projects to gain access to overseas labour to ensure these projects are not jeopardised by skills shortages. EMAs allow for streamlined negotiation arrangements for access to overseas workers and guarantee faster processing times for visa applications. The Minister stressed that overseas labour through the EMAs was only a supplementary measure and contingent upon resource projects demonstrating effective and ongoing local recruitment efforts.⁵²

Fertility

According to the ABS, after reaching its lowest level in 2001, Australia's total fertility rate has risen sharply in the following ten years, peaking at 1.96 babies

in 2008 before falling to 1.9 babies in 2009.⁵³

AUSTRALIA'S TOTAL FERTILITY RATE, 1921–2009 (BIRTHS PER WOMAN)



(Source: Productivity Commission, [Population and migration: understanding the numbers](#), 2010, p. 13)

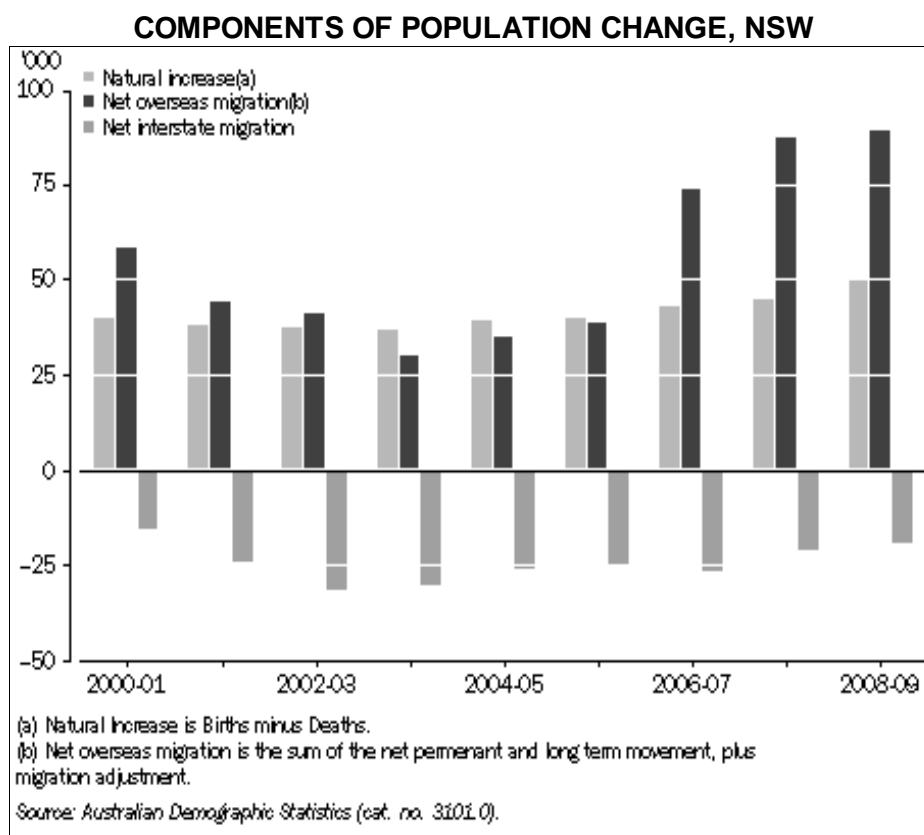
Nonetheless, it is noted that, in spite of the upward trend in recent years, since 1976 Australia's total fertility rate has remained below the replacement level of 2.1 babies per woman. The ABS defines 'replacement fertility rate' as 'the number of babies a female would need to have to replace herself and her partner, taking into account the deaths of women up to the age of 49 years'.⁵⁴ The ABS went on to observe that moderate changes in fertility in future, 'can only have marginal impacts on the future age structure of the Australian population'.⁵⁵

Total fertility rates vary in different regions of the country. The highest fertility rates were recorded in remote and regional areas of Queensland, Tasmania and Western Australia, with the highest rate of 2.85 babies per woman being recorded in Southern Queensland. In contrast, capital cities—including Sydney, which had a fertility rate of 1.79 babies per woman—had among the lowest fertility rates. Inner-city areas of major cities had the lowest fertility rates, with inner-city Sydney and Melbourne each having a total fertility rate of 0.67 babies per woman in the three years to 2009.⁵⁶

2.1.2 NSW

ABS figures show that at 31 December 2010 almost one third of Australia's population (32.4%) lived in NSW. The State's population grew at an average annual growth rate of 1.5% between June 2006 and June 2009 resulting in an increase of 318,300 persons in that period.⁵⁷ However, Western Australia, Queensland, Victoria and the Northern Territory have experienced significantly higher rates of growth in recent years.⁵⁸

Despite having among the lowest population growth rates (1.2%) of all Australian States and Territories in the 12 months prior to December 2010, NSW had the largest population increase of all Australian States, reaching a population of approximately 7.27 million on 31 December 2010. At the State and Territory level population growth is comprised of natural increase, NOM and net interstate migration.⁵⁹



(Source: ABS, [1338.1- NSW State and regional indicators: December 2010](#), January 2011)

In the twelve months to December 2010, NOM contributed to 58% of the State's population growth, while natural increase contributed to 40%.⁶⁰ NSW also lost 11,200 people to neighbouring States as a result of interstate migration in that time—the largest net loss among States and Territories.⁶¹ The NSW Department of Planning notes that interstate migration has a significant impact on population redistribution in Australia.⁶² Unlike Queensland and Western Australia, which experienced net interstate gains, over the past decade NSW has had an average net interstate migration loss of 24,000 people.⁶³ However, in the twelve months prior to March 2010, NSW experienced its lowest interstate loss since 31 March 1998.⁶⁴

In 2010, the Demographic Change and Liveability advisory panel said in its report to the Federal Minister for Population that while internal migration results in negative growth for most Australian cities (including Sydney), it is international migration—along with natural increase—which propels growth in Australian capital cities.⁶⁵ Indeed, in recent years major losses to interstate migration experienced by Sydney have been significantly offset by the numbers

of international migrants settling in the city.⁶⁶ Sydney, Perth and Melbourne are the cities which contain the highest share of Australia's migrant population (based on Productivity Commission figures, between 2001 and 2006 Melbourne attracted more international migrants than Sydney).⁶⁷ NSW was the intended State of residence of 30%, or 42,267, of the 140,610 people who migrated to Australia on a permanent basis in 2009-2010.⁶⁸ However, between 2006 and 2009 the key factor contributing to the growth in NOM in NSW was temporary migration—primarily international students.⁶⁹

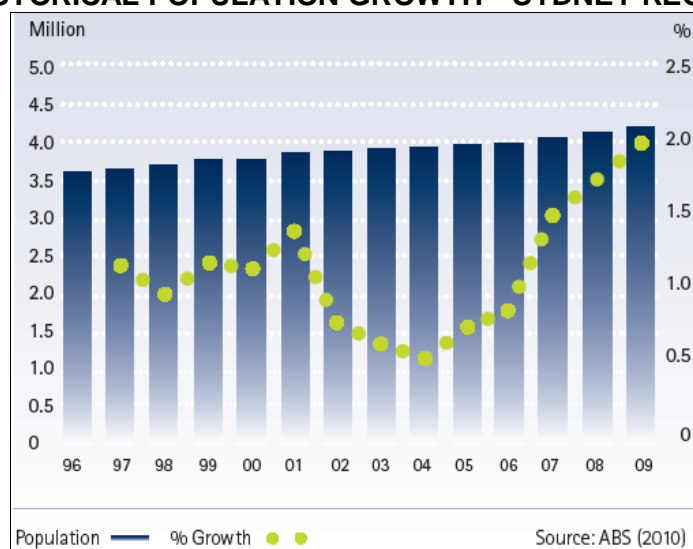
Regional Population Distribution: NSW

Population growth rates vary across NSW.⁷⁰ Between 2006 and 2009 the *fastest* growth rates were experienced in the Sydney and Richmond-Tweed statistical divisions (SDs) at an average growth rate of 1.7% per year.⁷¹ At the same time the Far West of NSW was the only statistical division to have experienced average annual population decline of -0.3% since 2006.⁷²

At 30 June 2010, 63% of the NSW population resided in the Sydney statistical division, consistent with the figures for the preceding 14 years.⁷³ Another 20% resided in coastal local government areas (LGAs) outside Sydney. In the year to June 2010 the population in regional NSW increased by 1.1% (29,800 people) to 2.66 million. All coastal LGAs in NSW experienced population growth in 2009–10, particularly areas in the Illawarra, Hunter and on the mid-North Coast. At the same time, inland LGAs—containing 17% of the State's population—experienced combined population growth of 1.1% (13,300 people), with Maitland in the Hunter region experiencing the *largest* growth, and areas bordering the ACT experiencing the *fastest* growth. All population declines occurred in inland LGAs, with Broken Hill in the Far West experiencing the largest decline in Australia and the majority of declining LGAs in NSW being located near the Murray River, along the NSW and Victoria borders in formerly drought affected areas.⁷⁴

In the year to June 2009 the Sydney statistical division had the highest population growth rate of any statistical division in NSW at 1.9%, a trend which continued in 2009-10 when Sydney experienced a growth rate of 1.7%.⁷⁵ The ABS indicates that in 2009-10 '[t]he population density of the Sydney statistical division was 370 people per sq km, equal to all Australian capital cities combined'.

HISTORICAL POPULATION GROWTH—SYDNEY REGION



(Source: Regional Development Australia-Sydney, [Regional plan for Sydney](#), 2010, p. 14)

In 2009–10 Sydney also contained the ten local government areas that experienced the *largest* population growth in NSW (including Blacktown, Parramatta and Sydney), as well as the five *fastest* growing local government areas in the State (including Canada Bay, Parramatta and Auburn).⁷⁶ In the five years to 2010 the highest growth rates were recorded in Auburn (3.7%), Strathfield (3.0%), Sydney (2.9%) and Canada Bay (2.9%), while the lowest growth rates were recorded in Hawkesbury (0.3%) and Lane Cove (0.4%).

LOCAL GOVERNMENT AREAS (LGAs) WITH LARGEST AND FASTEST POPULATION GROWTH, New South Wales

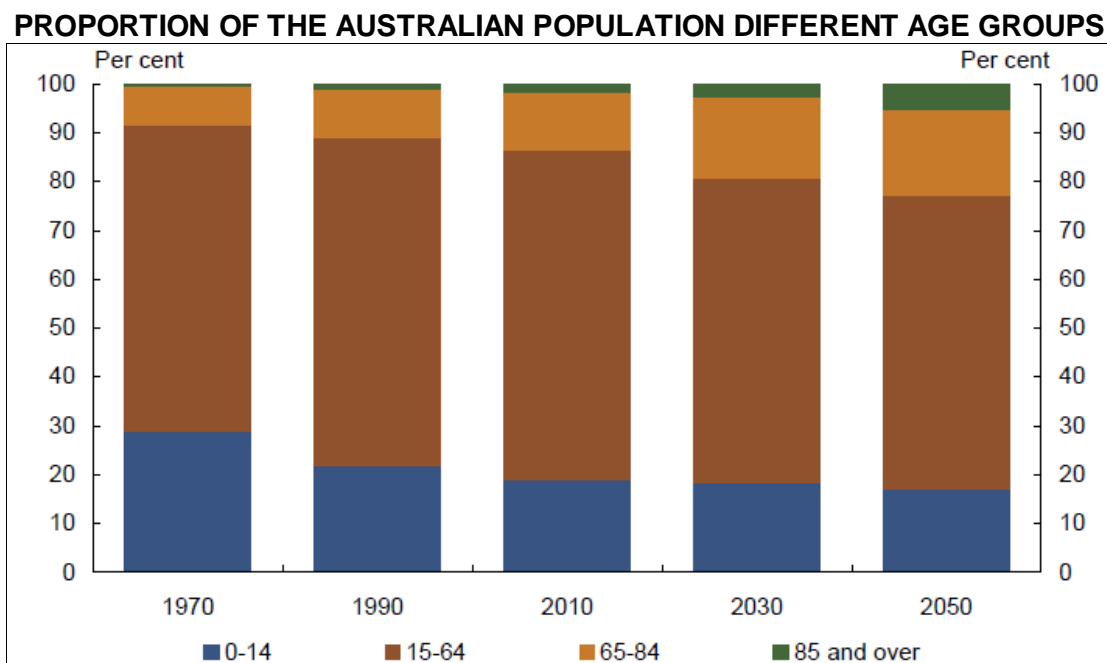
LGA	Estimated Resident Population (ERP) at 30 June 2010 (preliminary)	Population Change 2009 (revised)-2010 (preliminary)	Per cent change
Largest Growth			
Blacktown	307,800	8,300	2.8
Parramatta	172,300	5,100	3.0
Sydney	182,200	4,500	2.5
The Hills Shire	179,700	3,400	1.9
Liverpool	185,500	3,400	1.9
Fastest Growth			
Canada Bay	78,700	2,800	3.7
Parramatta	172,300	5,100	3.0
Camden	56,800	1,600	2.9
Auburn	78,600	2,200	2.8
Blacktown	307,800	8,300	2.8

(Source: ABS, [3218.0 – Regional population growth 2009-10 \(New South Wales\)](#), March 2011)

2.2 Population Ageing

2.2.1 Australia

One of the key demographic challenges in the coming years will be the changing age composition of the Australian population.⁷⁷ The ABS projects that as a result of sustained low fertility and increased life expectancy the proportion of people aged 65 years and over will increase from 13% of the Australian population in 2007 to between 23% and 25% in 2056, while the proportion of people aged under 15 years is projected to decrease from approximately 19% in 2007 to between 15% and 18% in 2056.⁷⁸ The Federal Treasury also estimates that the proportion of working age people to support each Australian aged 65 years and over will fall to 2.7, compared to 5 working age people today and 7.5 in 1970.⁷⁹ As the ABS recognises, 'over the next several decades, population ageing is projected to have significant implications for Australia, including for health, labour force participation, housing and demand for skilled labour'.⁸⁰



(Source: Australian Government, [Australia to 2050: future challenges](#), 2010, p.10)

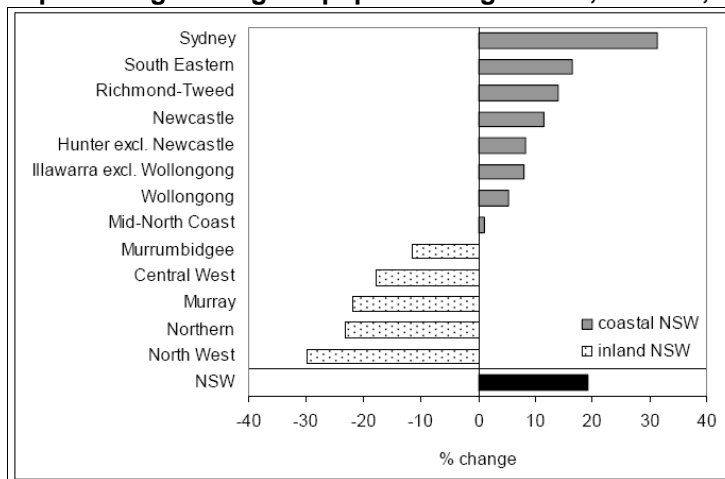
With the rate of labour force participation is projected to fall in proportion to a fall in the traditional working age population, the Federal Treasury identified the ageing of the population as 'the major factor driving the slowing in economic growth'.⁸¹ While immigration is seen as contributing to the amelioration of the ageing population by bringing in migrants of working age, the main strategy for dealing with the economic impacts of ageing identified by Treasury was productivity growth.⁸² Increased productivity, supported by government reforms and investment in social and economic infrastructure, in skills and human capital development, is identified as the key to future economic growth.⁸³

2.2.2 NSW

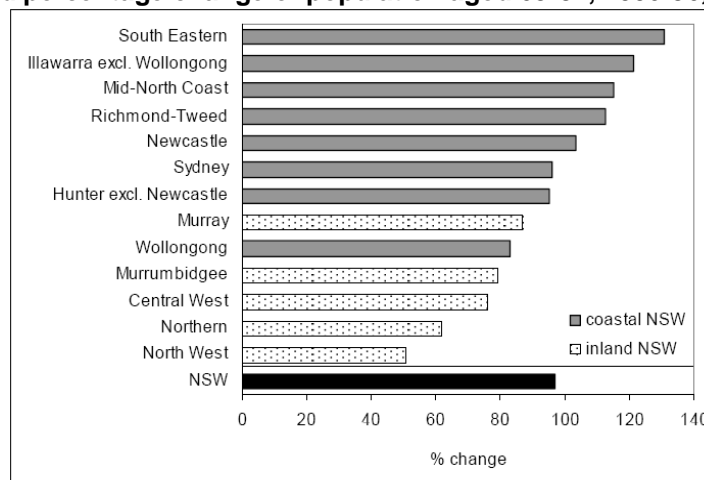
In 2008 the NSW Government reported that the number of people in NSW aged over 65 was projected to increase from 0.9 million in 2006 to 2.4 million by 2051, with those aged over 65 to outnumber children aged below 15 years by 2018.⁸⁴ The following figures illustrate the projected changes in population, with respect to ageing, across NSW regions.⁸⁵

REGIONAL POPULATION PROJECTIONS BY BROAD AGE GROUP

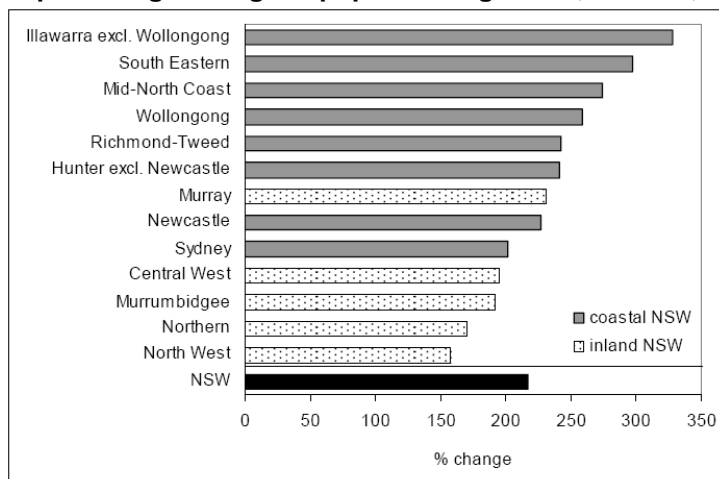
Projected percentage change of population aged 0-17, 2006-36, by region



Projected percentage change of population aged 65-84, 2006-36, by region



Projected percentage change of population aged 85+, 2006-36, by region



(Source: NSW Department of Planning, [New South Wales State and regional population projections, 2006-2036](#), October 2008, pp.13 and 15)

As the figures above illustrate, while all regions in NSW will undergo population ageing, the extent of population ageing will vary across different regions of the State. Coastal regions are expected to experience the largest percentage increase in people aged between 65-84 and over 85 years, with the Mid-North Coast, Nowra Bomaderry, and Illawarra statistical areas projected to experience the greatest increases. The ABS attributes this trend partly to 'sea change' and 'tree change' movements as older people move away from employment centres in their retirement.⁸⁶ At the same time it is projected that the population of Sydney will be younger than the overall population of NSW, with people aged over 65 comprising 18% of Sydney's population by 2036, as compared to 21% of the NSW population. The areas of Sydney currently with the highest proportion of people aged 0-4 years are Auburn (8.2%), Blacktown (9.0%), Camden (9.3%) and Liverpool (9.0%).⁸⁷

As recognised in the Federal Government's 'Sustainable Population Issues Paper', increased population ageing in regional areas will generate the need for investment in regional development infrastructure to meet the housing, health and other service needs of the ageing population.⁸⁸

The Productivity Commission argues that neither increased fertility nor increased immigration can serve to offset the effects of population ageing.⁸⁹ Fertility rates would have to be significantly increased to have a marked impact on population ageing, but would at the same time increase dependency ratios. Increased immigration would only mitigate population ageing in the short to medium term. With regard to the relationship between economic growth and immigration, the Productivity Commission argues that the impacts of increased immigration on GDP and GNI per head of the existing resident population are ambiguous and depend on the source and composition of the increase, and the context in which it occurs. The impact of population growth and immigration, as with the impacts of ageing, will be varied and unevenly felt across different regions of NSW and Australia generally.

2.3 Projected population growth rates: Australia and NSW

Based on trends in fertility, life expectancy at birth, net overseas migration, and net interstate migration, as at 2008 the ABS projects that, on median projections, the Australian population could reach 35.5 million people by 2056. By the same measure, the NSW population is projected to reach 10.2 million people by 2056, while Sydney alone is projected to reach a population of approximately 6.98 million people in that time.⁹⁰

POPULATION FIGURES AND MEDIAN GROWTH PROJECTIONS (MILLIONS)

Population at 31 December 2010			
Australia	22 477.4		
NSW	7 272.2		
Observed and Projected population growth			
	2006	2026	2056
Australia total	20 697.9	27 236.7	35 470.0
NSW total	6 816.1	8 395.1	10 210.2
<i>Sydney</i>	4 282.0	5 426.3	6 976.8
<i>NSW (balance)</i>	2 534.1	2 968.8	3 233.4

(Sources: ABS, [3101.0 – Australian demographic statistics: December quarter 2010](#), June 2011, p.1; ABS, [3222.0—2006 to 2101 population projections Australia](#), September 2008, p.7)

The majority of population growth is projected to occur in capital cities, with Sydney and Melbourne remaining the largest cities in the country, while Brisbane and Perth are set to double in size. A number of regional centres that have been experiencing significant growth in recent years are also projected to continue growing, while other regional centres have been facing slowing growth rates and declining populations.⁹¹ Both the Commonwealth and NSW governments have signalled that regional development supported by adequate levels of investment in infrastructure and opportunities for employment will be an important strategy to relieve population pressures on the major cities.⁹²

The NSW Department of Planning reports that future population growth in NSW is projected to be strongest in South Western Sydney (113% increase between 2006 and 2036) and North Western Sydney (52%), parts of Central Sydney (60%), the South Coast (42%), the Sydney-Canberra Corridor (42%) and the Illawarra (22%).⁹³ Growth is also projected for a number of regional centres, including Albury, Bathurst, Coffs Harbour, Dubbo, Griffith, Port Macquarie, Tamworth and Wagga Wagga.⁹⁴ At the same time, a number of areas with populations under 5000, largely located in remote parts of the State, are projected to experience a fall in population over the next 15 years.⁹⁵ As a result of having a faster projected population growth rate than the rest of NSW, Sydney is projected to increase its share of the State's population from 62.8% in 2006 to 66% in 2036.

The following table provides an indication of forecast population growth in Sydney's subregions to the year 2036.

FORECAST POPULATION GROWTH IN SYDNEY'S SUBREGIONS⁹⁶

Subregion	2006 Population	2036 Projected Population	2008-2036 Population Increase	Change
	'000	'000	'000	%
South West	410.5	874.8	464.3	113.1
Sydney City	165.6	264.8	99.2	59.9
North West	761.1	1,155.6	394.5	51.8
Inner West	227.4	307.0	79.6	35.0
West Central	679.6	896.6	217.0	31.9
Inner North	302.9	378.9	76.0	25.1
North	261.9	321.2	59.3	22.6
North East	235.0	277.0	42.0	17.9
East	281.8	334.0	52.2	18.5
South	651.4	747.6	96.2	14.8
Central Coast	304.7	424.7	120.0	39.4
Sydney	4,282.0	5,982.1	1,700.1	40%

(Source: NSW Government, [Metropolitan strategy review: Sydney towards 2036 discussion paper](#), 2010, p.11)

The NSW Department of Planning provides the following regional population estimates and projections for population growth across the regions of NSW.

REGIONAL POPULATION ESTIMATES, 1976-2006, AND PROJECTIONS, 2016-2036⁹⁷

Region	1976a	1986a	1996a	2006	2016	2026	2036	2006-36b change
	<i>Historical</i>				<i>Projected</i>			
	'000	'000	'000	'000	'000	'000	'000	'000
Sydney	3,144	3,472	3,881	4,282	4,822	5,395	5,982	1,700
Newcastle	381	417	463	518	573	627	676	158
Hunter excl. Newcastle	60	77	91	100	110	120	128	28
Wollongong	222	233	256	278	300	320	339	61
Illawarra excl. Wollongong	61	86	117	137	156	174	190	53
Richmond-Tweed	109	152	201	230	260	289	316	85
Mid-North Coast	144	207	262	297	331	362	387	90
Northern	175	182	179	180	179	175	168	-12
North West	136	140	143	139	135	130	123	-16
Central West	162	165	173	179	182	184	183	5
South Eastern	131	153	179	207	235	262	287	80
Murrumbidgee	140	144	149	154	159	163	165	11
Murray	95	105	111	115	120	122	121	6
New South Wales	4,960	5,532	6,205	6,816	7,560	8,323	9,066	2,250

(Source: NSW Department of Planning, [NSW State and regional population projections, 2006-2036](#), October 2008, xii)

Graeme Hugo and Kevin Harris argue that recent evidence of internal migration patterns and future projections suggest that 'the existing tendencies for net

migration from Sydney to non-metropolitan NSW will increase in the future.⁹⁸ They argue that, while the pattern of net migration gain and internal migration loss for Sydney will continue, Sydney's dominance as the largest single destination of new arrivals is likely to be reduced, in light on evidence of immigrant settlement in major centres like Newcastle and Wollongong as well as in smaller centres.

3. GOVERNMENT REPORTS AND POLICY STATEMENTS

Issues arising from population growth have several dimensions that affect all levels of government. A number of key initiatives responding to the issues of population growth have recently been announced by the Federal and NSW State Governments. The following sections discuss key reports that have been instrumental in the development of Federal and NSW Government policies and highlights key documents which set out the policies of both governments. It also briefly highlights key intergovernmental forums that have been concerned with issues of population growth and the development of policy responses to those issues.

3.1 Federal Government

The Federal Government's key response to issues of population growth and change in the context of public debates following the publication of the Federal Treasury's *Intergenerational Report* was to undertake to develop a national population strategy. Following a consultation period, which commenced in mid-2010, involving both expert advisory panels and public consultation, the Federal Government released a national Sustainable Population Strategy on 13 May 2011.⁹⁹ This strategy, along with the national urban policy and the Federal Government's regional policy agenda are said to form components of a 'Sustainable Australia framework'.¹⁰⁰

3.1.1 Intergenerational Report 2010

The Federal Government released its Intergenerational Report in January 2010. This identified the growth and ageing of the Australian population as one of the major intergenerational challenges facing Australia, including pressures on the health system and climate change.¹⁰¹ It projected that the Australian population would continue to grow, albeit at a lower rate than the preceding forty years, and at a growth rate of 1.2 per cent would reach 35.9 million by 2050.¹⁰² While noting that population growth would put pressure on infrastructure, services and the environment, the Report also stated that population growth 'assists in managing the pressures of an ageing population by providing the skills and innovation needed to underpin continued economic growth'.¹⁰³

The Report stressed that with adequate planning and investment, particularly with regard to infrastructure, planning and housing needs in Australian cities, population growth can be both socially and environmentally sustainable.¹⁰⁴

Former Prime Minister Kevin Rudd's endorsement of a 'big Australia' following the publication of the Intergenerational Report provoked much debate. This concerned the resources, infrastructure and planning required to support population growth, the role of immigration in contributing to population growth, the role of skilled migration in dealing with labour supply and productivity issues, and the environmental impact of population growth.¹⁰⁵

3.1.2 A national population strategy

In April 2010, Prime Minister Rudd announced the appointment of Tony Burke as the new Minister for Population, tasked with developing Australia's first comprehensive population strategy (recast in the months that followed as the 'Sustainable Population Strategy').¹⁰⁶ This was to take into account the trajectory of population growth, opportunities for economic and regional growth, and challenges such as water supply, environmental impacts, and urban congestion.

A sustainable population strategy for Australia: Issues paper

Initiating a consultative process to inform the development of the population strategy in July 2010, the Federal Government established three advisory panels focused on: demographic change and liveability; productivity and prosperity; and sustainable development.¹⁰⁷ The advisory panels submitted their reports to the Minister on 14 December 2010 and these were incorporated into an issues paper entitled, 'A sustainable population strategy for Australia' which was open for public comment until March 2011.¹⁰⁸ The issues paper echoes the view of the Intergenerational Report in affirming that population growth can be sustainably managed.¹⁰⁹ The issues paper defines a sustainable population as 'one where changes in the population's size, distribution or composition are managed to provide for positive economic, environmental and social outcomes.'¹¹⁰ Further, it also notes that recognising the differential impacts of population growth on different parts of the country at national, regional and local levels is crucial to planning an effective sustainable population strategy.¹¹¹

Debates

The issues paper reveals some tensions and divergences between the views of the three advisory panels in their respective discussions of the themes of environmental sustainability, economic sustainability and sustainable communities. The differing perspectives of the three panels are in some ways reflective of competing views expressed in the public debate:

- The Productivity and Prosperity panel emphasised the centrality of balanced population growth and a balanced immigration program to ensuring economic strength and prosperity by encouraging greater investment and innovation.¹¹²
- By contrast, the Sustainable Development panel challenged the view that population growth, supported by high rates of immigration, was necessary to support economic growth and warned against excessive population growth, in light of pressures on the Australian environment,

society and economy.¹¹³ The Sustainable Development panel advocated that the size of Australia's population and Australia's immigrant intake be made contingent on making progress against indicators of sustainability.

- The Demographic Change and Liveability panel accepted that population growth may be necessary for economic growth but noted that it needed to be balanced with the imperatives of environmental sustainability, so as to enable planned growth which is sustainable.¹¹⁴ In the view of the Demographic Change panel a balanced population strategy needs to take into consideration the various implications of population growth for economic growth and productivity, environmental sustainability, liveability and social inclusion.

'Sustainable Australia—sustainable communities: a sustainable population strategy for Australia'¹¹⁵

The national Sustainable Population Strategy, released on 13 May 2011, following the expert and public consultation process, outlines the Federal Government's priorities and principles for dealing with population change. The Strategy aims to 'ensure that future population change is compatible with the economic, environmental and social wellbeing of Australia'.¹¹⁶ It states:

The Strategy's focus is ensuring that we have in place the necessary policy settings and governance arrangements which will deliver improvements in our wellbeing, at the local, regional and national levels into the future.¹¹⁷

Notwithstanding the focus on projected population figures in much of the public debate in the months prior to its publication, the Strategy itself declines to nominate population targets.¹¹⁸ Rather, it is mainly concerned with influencing the distribution of the growing population and responding to the consequences of growth to address pressures in areas where population growth has outstripped infrastructure, while encouraging growth in areas where skills are needed. The Federal Government highlights that in many cases population change benefits Australia, for example, through increases in the size and mobility of the skilled working age population, enabling economic opportunities to be exploited, and through greater cultural diversity helping to forge better relations with other countries. The Strategy sets out a range of existing reform measures in areas including, health, water, skills, education and training, skilled migration, and infrastructure and investment, and points to measures in the 2011-12 Budget that support the Strategy.

The Strategy explains that population change has substantially varied impacts in different parts of the country, with regional areas and cities facing different challenges as a result of population change. It notes that there is a strong link between social disadvantage and location, with people who experience entrenched disadvantage and cost of living pressures often being located in areas characterised by lower quality (or lack of) community infrastructure and lack of transport links. The Strategy advocates a localised approach to issues across the country, with the aim of "improving the mix of services, job and skilled training opportunities and affordable housing, whilst boosting the

liveability of our cities and regions...".¹¹⁹

The key challenges facing major cities are identified as:

- the alleviation of pressures such as increased congestion, travel times and availability of community services, associated with the growth of outer suburban areas in major cities, and
- the closer linkage of housing and job opportunities.

The key challenges facing regional areas include:

- significant levels of population growth experienced by regional coastal centres,
- increasing demand for labour in the mining and resources sector,
- economic opportunities in the services sector drawing people to metropolitan and larger regional centres, and
- declining populations in some agriculture-dependent communities.

The stated principles on which the Strategy is based are: freedom of choice, valuing diversity, enhancing prosperity, good custodianship and the importance of physical environments, and joint responsibility between Commonwealth, State and Territory and local governments.

The key target areas identified by the Strategy as foundations for a sustainable future are economic prosperity, liveable communities, and environmental sustainability, concerning a range of issues including the following:

- Economic prosperity
 - Building a skills base and enhancing participation, skilled migration, greater innovation, and greater planning and infrastructure investment.
- Liveable communities
 - Productivity, sustainability, and liveability in Australia's major cities through a national urban policy, and COAG initiatives in cooperation with State and Territory and local governments.
 - Measures to tackle the housing supply gap and its impact on housing affordability.¹²⁰
- Environmental sustainability
 - Managing the impacts of human settlement and habitation (e.g. waste management and air quality).
 - Decoupling emissions from population growth and preparing the Australian economy and communities for a sustainable low emissions future.

The Strategy is supported by four new measures:¹²¹

- Suburban Jobs: investments to support local and State governments and the private sector to plan and provide for employment precincts outside Central Business Districts of major cities.
- Sustainable Regional Development: undertaking additional strategic assessments of sustainability plans developed by State and local governments for priority high growth areas.
- Measuring Sustainability: standardising and collecting regional and community level demographic and sustainability information, and developing sustainability indicators to guide Government decision making to allow better integration of economic data with measures of social and environmental sustainability.¹²²
- Promoting Regional Living: supporting regional communities to promote the merits of living and conducting business in regional areas.

At the core of the Strategy's attempts to influence human settlement patterns is the development and growth of regional areas, including through encouraging skilled workers to move to those areas. The Strategy advocates a 'market-led approach' to regional development whereby:

economic and lifestyle drivers will continue to be the key determinants of where Australians choose to live, and it is the role of governments to ensure that the necessary infrastructure is in place to support these growing communities.¹²³

The Strategy highlights that a number of measures announced as part of the 2011-12 Budget are directed towards regional development, including reforms to the skilled migration program to facilitate regional skilled migration, investments in education, skills and workforce participation measures, as well as specific Budget measures, such as the 'Sustainable Regional Development' program, and the 'Promoting Regional Living' program.¹²⁴

The full text of the Strategy can be accessed [here](#).

Stakeholder responses to the Sustainable Population Strategy

The lack of detail in the Sustainable Population Strategy led some commentators to question its meaning and value. A number of prominent commentators who have been critical of high population growth, such as demographer Bob Birrell, Labor backbencher Kelvin Thompson, and entrepreneur Dick Smith, criticised the lack of population 'targets' in the Strategy.¹²⁵ An advocate of population growth, demographer Bernard Salt argued that at the very least there was a need for a 'tracking rate of growth' to indicate the direction in which the population is moving.¹²⁶

Academic, Margaret Simons, welcomed the evidence of 'strands of coherent policy' and 'new thinking' evident in elements such as the linking of liveability in cities and regional development, the role of digital technology in addressing isolation, and the need for sustainable cities.¹²⁷ While arguing that the Strategy

'fails to deliver as a strategic beacon to show the way to a better, more prosperous and more sustainable Australia', Salt welcomed the allocation of funds to city and regional development programs and asserted that the Strategy presents a good 'tactical' document in its focus on the sustainability and liveability of communities.¹²⁸

Stakeholder groups representing a range of interests and approaches to population issues were also critical of the Sustainable Population Strategy. The Australian Industry Group welcomed the Strategy as 'sensible', but noted that it was 'cautious' in failing to make projections of future population levels and being more concerned with processes for intergovernmental cooperation, than with providing details regarding particular projects and initiatives.¹²⁹ A number of stakeholder groups were highly critical of the Sustainable Population Strategy for failing to substantively elucidate how the stated objectives of the Strategy are to be achieved. The Business Council of Australia argued that, while the Strategy established important national objectives, it did not provide a foundation for planning and investment, as it did not contain a clear strategy, commit to growth, provide a framework for coordination across government portfolios, a framework for intergovernmental cooperation, or a regular review process.¹³⁰ The Property Council of Australia was critical of the lack of 'definable prosperity targets' or 'growth bands' in the Strategy, and asserted that environmental, housing affordability, land release, infrastructure provision and city planning issues were not dealt with adequately.¹³¹ The Community Housing Federation of Australia described the Strategy as 'a disappointment', arguing that it failed to adequately address housing supply and affordability.¹³² The Australian Conservation Foundation (ACF), while applauding the focus on community wellbeing and sustainability in the Strategy, argued that it lacked 'a clear, credible plan to put Australia on a more sustainable course'.¹³³ According to the ACF, the new measures announced in the Strategy are 'too limited to make a real dent in the problems growth in population and consumption are causing for our communities and ecosystems'.

3.1.3 Australian cities and a national urban policy

On 7 December 2009 the Council of Australian Governments (COAG) agreed to the need for nation-wide reforms to capital city strategic planning systems, aimed at ensuring 'Australian cities are globally competitive, productive, sustainable, liveable and socially inclusive and are well placed to meet future challenges and growth'.¹³⁴ Agreed reforms included the establishment of capital city planning systems by January 2012, consistent with national criteria identified by COAG to ensure that cities:

have robust, transparent and long-term planning systems in place to manage population and economic growth, address climate change, improve housing affordability and tackle urban congestion.¹³⁵

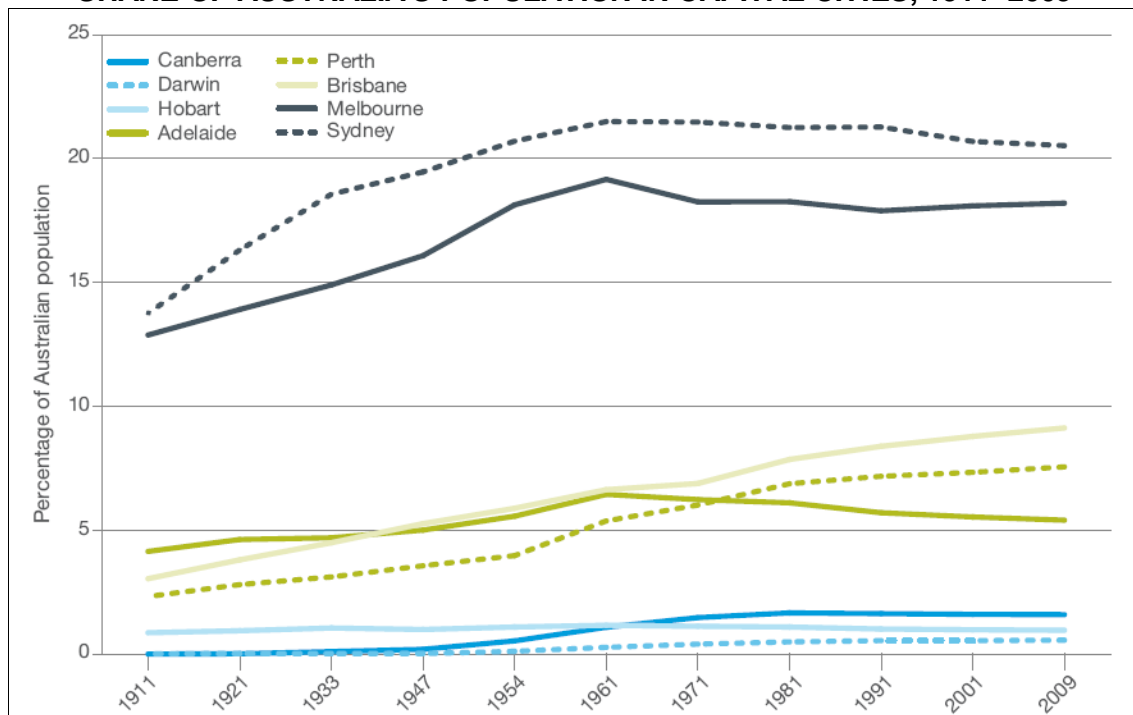
In implementing the aims of this COAG agreement the Federal Government undertook to develop a national urban planning policy in relation to 18 major Australian cities with populations over 100,000. According to the Federal

Government, the pursuit of a national urban planning policy recognises the centrality of cities to the Australian economy (generating roughly 80% of GDP, and employing 75% of the national workforce) and the fact that cities house the majority of the nation's population.¹³⁶ It also attempts to recognise that the challenges facing cities need to be addressed in a systematic and integrated fashion to secure the long term productivity, sustainability, and liveability of Australian cities.

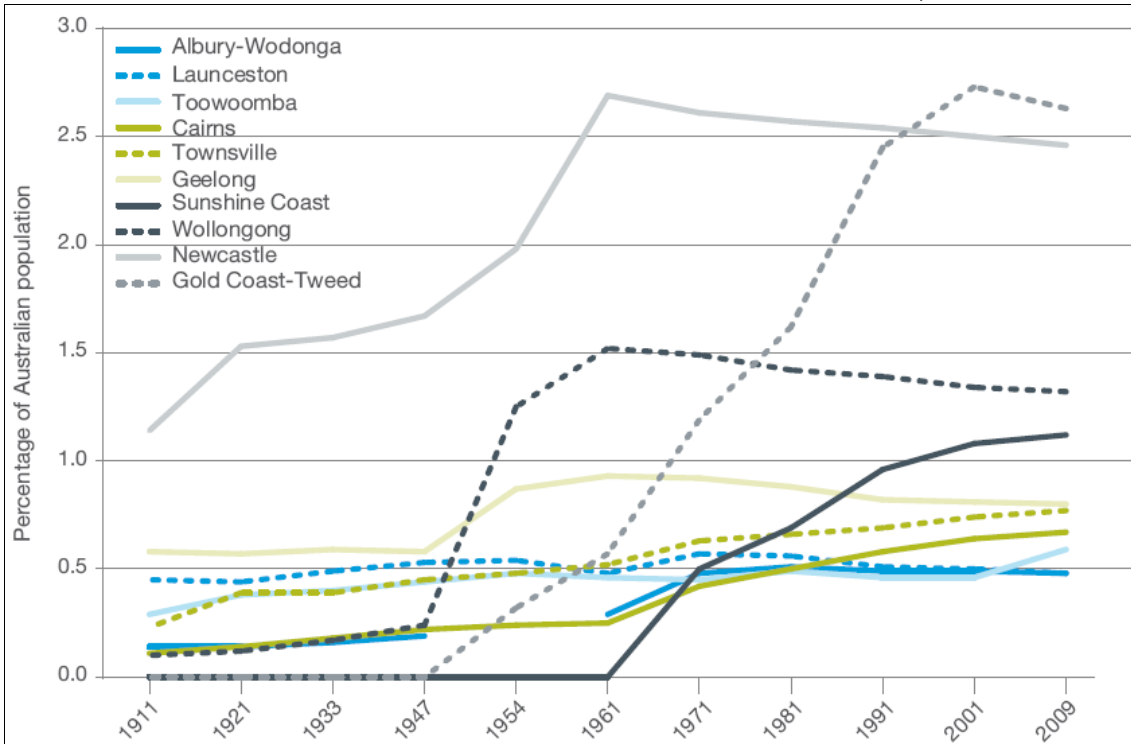
As the following graphs indicate, the share of Australia's population in cities has increased over the course of the last century. The proportion of residents living in capital cities alone increased from 63% to 64.1% between 2001 and 2009, with demographer, Bob Birrell, attributing this increase to the fact that the majority of overseas migrants reside in capital cities.¹³⁷ Indeed Graeme Hugo and Kevin Harris argue:

[i]mmigration is the key demographic process in the development of Australia's major cities, especially the 'Gateway City' of Sydney. It is not only the major demographic engine of growth, it also has an important role in economic and social change.¹³⁸

SHARE OF AUSTRALIA'S POPULATION IN CAPITAL CITIES, 1911–2009

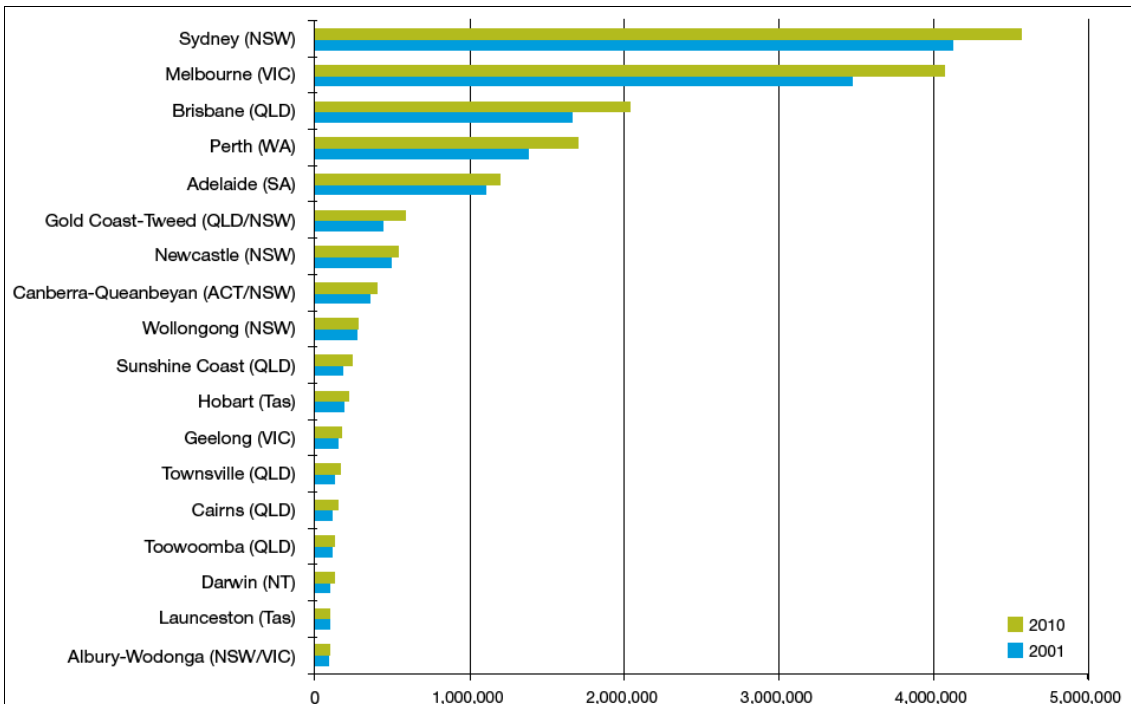


SHARE OF AUSTRALIA'S POPULATION IN REGIONAL CITIES, 1911–2009



(Source: Australian Government, [Our Cities: The challenge of change](#), Background and research paper, 2010, p.5)

AUSTRALIA'S 18 MAJOR CITIES—POPULATION CHANGE FROM 2001 TO 2010



Source: ABS 2011 Cat No 3218.0 Statistical Divisions used for capital cities, Statistical Districts used for Canberra-Queanbean and other major cities

(Source: Australian Government, [Our cities, our futures: A national urban policy for a productive, sustainable and liveable future](#), 2011, p.6)

In the process of developing a national policy, the Federal Government published the first *State of Australian Cities* report in 2010, assessing the changes and challenges being experienced by Australian cities. Following the publication of the Report, the Major Cities Unit in the Federal Department of Infrastructure and Transport launched a public consultation process inviting public input on the key issues and priorities identified to guide the development of a new policy. The Federal Government indicated that the National Urban Policy is intended to complement the Sustainable Population Strategy, and be linked with the regional policy agenda it is developing.¹³⁹

Australia's first national urban policy was released on 18 May 2011.¹⁴⁰ The policy, 'Our Cities, Our Future', which outlines the Federal Government's objectives and directions in relation to cities, is discussed in greater detail in the following sections.¹⁴¹

'State of Australian cities 2010'

In the first report of its kind, the Commonwealth Government attempted to undertake a holistic national study of Australian cities to measure economic, environmental, social and demographic changes.¹⁴²

The Report identifies that population growth, along with demographic change, transport congestion, living affordability, infrastructure development, productivity growth, climate change and ecological sustainability, are the main challenges facing Australian cities.¹⁴³ With the majority of overseas migrants choosing to settle in major cities, approximately 72% of the nation's future population growth is projected to occur there. While Sydney's population alone was projected to reach almost 7 million by 2050, cities like Brisbane and Perth are projected to almost double in size in that period. The Report reviews the performance of Australian cities with respect to key issues including: urban development; environmental sustainability; productivity and economic outcomes; the impact of demographic changes, particularly on housing and the environment; liveability in cities; equity; and governance.

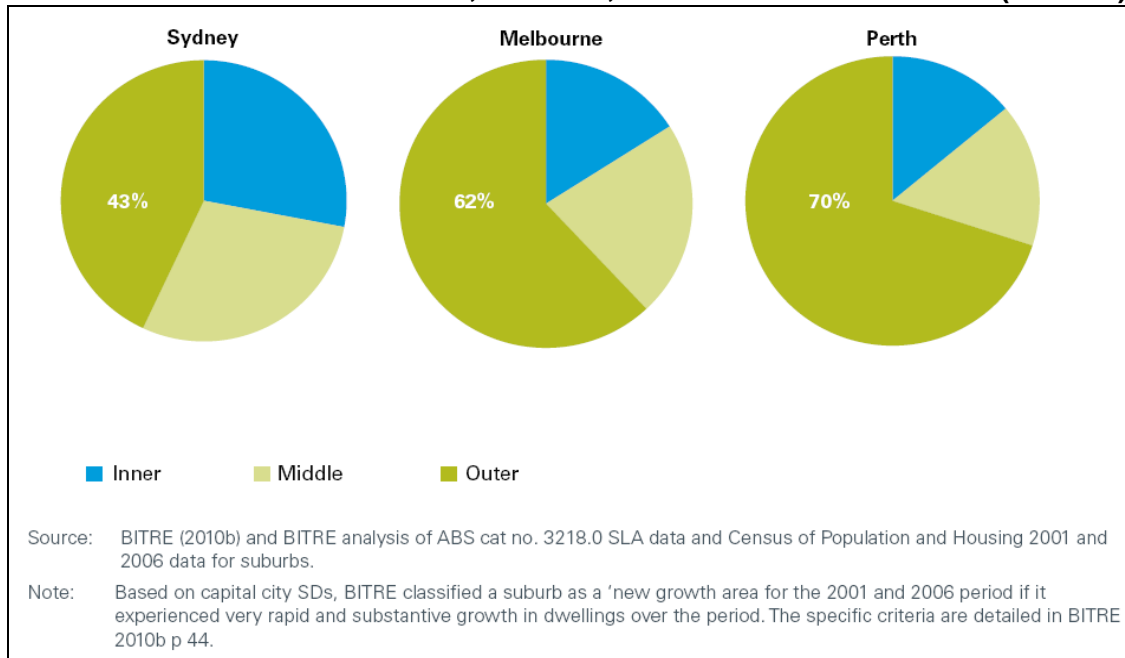
Urban development and environmental sustainability

The Report notes that movements from rural and remote areas to cities and coastal areas have resulted in high levels of land clearing to enable urban development. The impacts of outward urban expansion and low density residential development have included the greater separation of residential areas from locations of employment, the greater use of cars for mobility, higher transport costs, vulnerability to oil price rises, and loss of productive agricultural land and habitat, with competition for arable land being a significant issue for city regions.¹⁴⁴ Surveying the pressures placed by human settlement on water, energy and land resources, the Report states that there is evidence to indicate that 'our current way of life is not environmentally sustainable'

The Report also notes that in recognition of the unsustainable nature of urban sprawl State Governments have adopted planning policies to encourage greater

urban consolidation as a means of meeting environmental objectives, notwithstanding the controversy surrounding consolidation as a strategy for dealing with sprawl. Amongst the three largest cities in the country urban consolidation was strongest in Sydney between 2001 and 2006, with a greater share of population growth occurring in inner and middle parts of Sydney compared to Melbourne and Perth.¹⁴⁵ Population growth share of 'new growth areas' was 24% in Sydney, as compared to 51% in Melbourne, and 62% in Perth.

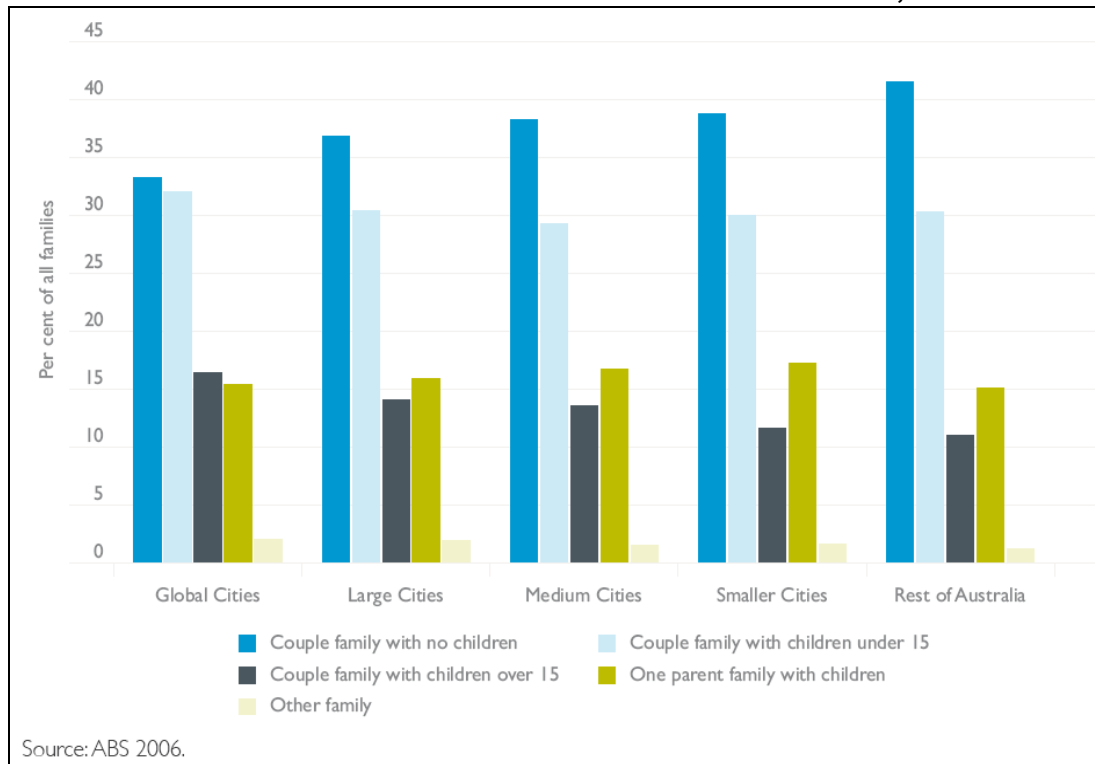
URBAN GROWTH BY LOCATION, SYDNEY, MELBOURNE AND PERTH (2001-06)



(Source: Australian Government, [Our cities: The challenge of change](#), Background and research paper, 2010, p.35)

Impact of demographic changes

The two most important demographic changes identified in the Report are population ageing and changes to household size and composition. A rapid increase in the number of smaller households in recent years has contributed to the rate of increase in households exceeding the rate of population growth. The rapid increase has been attributed to population ageing and the greater proportion of older people living alone, as well as other social trends such as a greater number of people living alone and people having children later in life. There is considerable regional variation in household composition, with larger cities having a larger number of families with young children.

FAMILY TYPES AS A PROPORTION OF HOUSEHOLDS, 2006

(Source: Australian Government, [State of Australian cities 2010](#), 2010, p.38).

The Report states that with the average household size projected to decline from 2.6 people per household in 2001 to 2.2 or 2.3 people per household in 2026, the number of households is projected to increase from 39% to 47% between 2001 and 2026 (from 7.4 million to between 10.2 and 10.8 million). The greatest percentage increase is projected to occur for lone-person households (an increase of between 57% and 105%)—a trend which is related to the ageing of the population and an increase in the number of older women living alone.

Demographic changes have also had an impact on housing issues, with the increase in the number of households necessitating an additional 3.2 million homes by 2029 to meet projected demand. NSW and Queensland are 'estimated to have the most rapidly widening demand-supply gap of all States and Territories under medium growth and supply scenarios'.¹⁴⁶ With Sydney alone expected to experience 16% of projected demand for housing, contrary to a national trend towards building and purchasing larger houses, the approvals for houses as a proportion of new dwellings in Sydney has remained below 50% since 1992-93, as compared to 84% in 1984-85. However, the Report notes that there is an apparent mismatch between housing stock and the diversity of needs of households in NSW, with resulting implications for housing affordability, consumption, related greenhouse gas emissions and environmental sustainability.¹⁴⁷ Population ageing in particular poses challenges with respect to providing affordable and accessible accommodation for the elderly.

Productivity and economic outcomes

As Australia's major cities are important drivers of the nation's economic growth, the productivity of cities with respect to the effective use of infrastructure and resources is a key issue.¹⁴⁸ According to the Report, productivity is influenced by the efficacy of infrastructure and connectivity between businesses, people, ideas, goods and services and liveability. Road congestion is identified as a major area where efficiency of infrastructure affects productivity in Australian cities, with the number of passenger and freight trips increasing faster than the capacity of the network. The Report indicates that there has been a decline in relative contribution of cities to economic growth over the last ten years. This has been attributed in part to global events such as the downturn in the ICT industry in 2000-01 and the global financial crisis. Other causes include inefficiencies and productivity losses arising from infrastructure backlogs, transport congestion, increased costs associated with the movement of freight and the provision of services associated with the growth of cities, such as water, power and sewerage.

Productivity also has an impact on demographic changes. Low productivity regions face rapid population ageing, while high productivity regions are ageing relatively slowly.¹⁴⁹ The Report indicates that regional centres that have contributed strongly to the improved economic performance of a regional area have experienced high employment growth relative to population growth.

Liveability and Equity

While average household incomes in capital cities are on average higher than elsewhere in the country, cities—including Sydney—continue to have high levels of income inequality, with poverty being concentrated in middle and outer suburban areas that often face levels of disadvantage comparable to those in remote areas. The Report states that a high proportion of the people in the lowest socio-economic groups live in areas characterised by poor urban design, inadequate infrastructure and facilities, and a lack of healthy and affordable food options. Socio-economic disadvantage in such areas can be further exacerbated by issues of access to transport infrastructure, education, health and community services, and access to employment and social, cultural and recreational opportunities.

'Our cities discussion paper 2010: A national strategy for the future of Australian cities'

As the basis for a national public consultation process, the Federal Government released a discussion paper in 2010 which identified the main challenges facing Australian cities as the demographic impacts of population ageing and population growth, combined with the long-term effects of climate change.¹⁵⁰ The discussion paper outlined the following guiding principles for a national approach to urban development, planning, decision making and investment in cities:

- adaptability
- resilience,
- equity,
- innovation,
- integration,
- efficiency,
- value for money, and
- subsidiarity.¹⁵¹

'Our cities, our future: a national urban policy for a productive, sustainable and liveable future'

The public consultation process on a National Urban Policy, which commenced in December 2010, revealed that there was strong support for the Commonwealth to increase its involvement and leadership in relation to cities, while respecting the constitutional role of States and Territories in holding primary responsibility for planning and management.¹⁵² The findings from the consultation included:¹⁵³

- Broad support for the aspirations set out in the 'Our cities' discussion paper.
- Existing Commonwealth policies and investment programs have a significant influence on how cities function and grow, but its role in the planning, development and management of cities is poorly defined.
- There is a need for greater understanding of the spatial implications of the Commonwealth and State activities in cities.
- Systems currently in place to manage cities are not adequate and there is a need for cities to be more proactively managed to meet the challenges associated with population growth and demographic change, environmentally sustainable development, ensuring global competitiveness and economic growth, and promoting healthy and equitable communities in cities.
- There is a need for greater coordination of activities between all levels of government and with the private sector, which is increasingly providing critical infrastructure in cities.

The National Urban Policy, which was developed in light of these views, is Australia's first national urban policy. The Policy establishes the first long term national framework to guide policy development and public and private investment in cities.¹⁵⁴ It outlines the way in which the Commonwealth Government can facilitate better outcomes in cities with respect to productivity, sustainability and liveability through direct investment and influencing the actions of others. The policy is aimed at coordinating Commonwealth investment and activities with State, Territory and local governments through COAG under the COAG reform agenda for cities. In accordance with the principle of subsidiarity, the Commonwealth Government sees its role as complementary to that of State and Territory and local governments, who are best placed to deliver and direct the infrastructure and service the immediate

needs of communities.

The National Urban Policy complements and applies the principles of the Sustainable Population Strategy in the context of urban policy. The Policy sets fourteen objectives and ten principles related to the goals of productivity, sustainability, liveability and good governance.¹⁵⁵ It also outlines an Action Plan detailing current, short-term and medium to long term initiatives to the year 2020 aimed at implementing the objectives identified in the Strategy.¹⁵⁶ The Policy can be accessed [here](#).

Stakeholder responses to 'Our cities: our future'

In contrast with the Sustainable Population Strategy, the National Urban Policy met with a more positive reception.¹⁵⁷ Organisations such as the Local Government Association of Australia, the Council of Capital City Lord Mayors, the National Growth Areas Alliance, the Planning Institute of Australia, the Green Building Council of Australia, the Property Council and the Housing Industry Association welcomed the policy as an important step in achieving greater planning and coordination for urban areas.¹⁵⁸ The Housing Industry Association welcomed what it described as 'a more balanced approach to housing mix and density' across major cities, including the 'need for new housing on the edges of our cities'.¹⁵⁹ The National Growth Areas Alliance welcomed the focus on outer suburbs and the attempt to bring employment and housing closer together.¹⁶⁰

Organisations such as the Planning Institute of Australia, the Local Government Association of Australia, the Council of Capital City Lord Mayors, the Property Council and the Green Building Council of Australia stressed the need for greater funding to implement the policy.¹⁶¹ The Planning Institute of Australia said that there needs to be better integration between the national planning policy and the Sustainable Population Strategy.¹⁶² The Property Council suggested that the urban planning policy needed agreed targets and a 'powerful commission'.¹⁶³ The Residential Development Council was somewhat more critical of what it saw as a lack of specific direction as to how the objectives of the policy are to be implemented and a lack of 'clear ownership of who will deliver on these worthy goals'.¹⁶⁴ On the latter point, the Council of Capital City Lord Mayors stressed the need to build effective intergovernmental relationships to ensure the delivery of projects under the policy.¹⁶⁵

3.2 Intergovernmental Forums

3.2.1 Council of Australian Governments (COAG)

On 13 February 2011 COAG identified five themes of strategic importance to guide its reform agenda.¹⁶⁶

- a long term strategy for economic and social participation
- a national economy driven by our competitive advantages
- a more sustainable and liveable Australia
- better health services and a more sustainable health system for all Australians

- Closing the Gap on Indigenous disadvantage

The COAG reform agenda deals with a number of policy areas which are significantly impacted upon by population growth. Of those, the following policy areas are currently the subject of National Agreements and National Partnerships governed by the Intergovernmental Agreement on Federal Financial Relations, which commenced on 1 January 2009.¹⁶⁷

- Capital cities
- Infrastructure
- Housing
- Water
- Education
- Skills and workforce development
- Health care

By way of example, efforts to develop a national urban policy arose directly from the COAG reform agenda in relation to capital cities.¹⁶⁸ The COAG agenda in relation to capital cities is discussed further in this paper in the section on the national urban policy.

3.2.2 Regional Development Australia

Regional Development Australia (RDA) is a relatively new partnership between the Commonwealth, State and local governments, which aims to support the growth and development of regional Australia.¹⁶⁹ Through a national network of 55 committees comprising governments, regional development organisations, local businesses, community groups and key regional stakeholders, RDA provides responses to social, economic and environmental issues affecting regional Australia, guided by principles of integration and collaboration across all levels of Government. In announcing the 2011-12 Federal budget, the Federal Government recognises that RDA has a central role to play in the Federal regional policy agenda.¹⁷⁰ The national Sustainable Population Strategy indicates that as part of its regional reform agenda the Federal Government is investing \$974 million over five years in the Regional Development Australia Fund (RDAF) to finance infrastructure projects and the economic and community development of regions.¹⁷¹ RDA committees have a key role to play in the identification of projects and in ensuring that proposed projects are consistent with the Regional Plans developed by them.¹⁷²

In NSW, Victoria, Queensland, South Australia and the ACT existing regional development organisations have joined RDA Committees. Since the signing of a Memorandum of Understanding between the Commonwealth and New South Wales Governments on 23 February 2011, which set out the arrangements for the creation of RDA, the following RDA Committees in NSW have published Regional Plans for their respective regions.

- Regional Development Australia-Sydney (August 2010)¹⁷³
- Regional Development Australia Far West NSW (July 2010)¹⁷⁴

- Regional Development Australia Southern Inland (April 2011)¹⁷⁵
- Regional Development Australia Illawarra (July 2009)¹⁷⁶
- Regional Development Australia Far South Coast (July 2010)¹⁷⁷
- Regional Development Australia Northern Inland NSW (updated February 2011)¹⁷⁸
- Regional Development Australia Northern Rivers NSW (August 2010)¹⁷⁹
- Regional Development Australia Mid North Coast NSW (updated April 2011)¹⁸⁰
- Regional Development Australia Hunter (July 2010)¹⁸¹
- Regional Development Australia Central Coast NSW (September 2010)¹⁸²
- Regional Development Australia Murray (July 2010)¹⁸³
- Regional Development Australia Central West (July 2010)¹⁸⁴
- Regional Development Australia Riverina NSW (September 2010)¹⁸⁵
- Regional Development Australia Orana NSW (March 2010)¹⁸⁶

By way of example, there follows a brief outline of issues covered in the 'Regional Plan for Sydney' Report.

Regional Development Australia-Sydney: 'Regional Plan for Sydney'

RDA-Sydney's 'Regional Plan for Sydney' identifies sustainable population growth and the ageing population among the key challenges facing Sydney.¹⁸⁷ Drawing on input from stakeholder consultations and information from 66 existing plans and reports of the Commonwealth, NSW and local governments, as well as other agencies, the Plan attempts to outline an economic, environmental and social vision for the Sydney region.¹⁸⁸

The 'Regional Plan for Sydney' report discusses a number of key issues related to population growth with respect to Sydney's social and demographic profile, the environment, education infrastructure, health infrastructure and economy. Examples of the issues highlighted under each of these categories are provided below.

Social and demographic profile

- Sustainable population growth requires a whole of Sydney planning process in which all aspects of governance are incorporated, including infrastructure, housing, education, economic development and community services.

Environment

- Population growth and urban expansion will add to the existing pressures on Sydney's water supply, and lend urgency to the need to reduce levels of electricity generation and improve air quality.

Education

- There is an ongoing need for investment in education infrastructure in current areas of high demand and areas of high population growth.

Health

- Population ageing will bring increased demand for care, and demand for an increasing diversity of care, while at the same time the ageing of the workforce will exacerbate existing workforce shortages in critical areas.

Economy

- Housing affordability is a key determinant of economic growth and productivity, particularly in relation to key workers, local professionals and highly skilled migrants. In addition there is a need to generate jobs locally through mixed distribution of industry to cater to local populations, as well as to deal with infrastructure constraints such as traffic congestion and the lack of a freight strategy.¹⁸⁹

RDA-Sydney identifies its focus areas for the 12 months following the publication of the Plan as planning, skills development, social inclusion, and economic development.¹⁹⁰ Further, it details its goals as:

- developing effective community consultation and engagement;
- developing a more collaborative Whole of Sydney Regional Planning Process for Sydney;
- facilitating and promoting a whole of government approach to key issues;
- enhancing awareness of government programs;
- community and economic development, and
- developing an effective organisation with a high and respected public profile.¹⁹¹

3.2.3 Local Government Associations

Local government organisations such as the Australian Local Government Association (ALGA), the Council of Capital City Lord Mayors (CCCLM), and the National Growth Areas Alliance (NGAA) have expressed their support for the development of a national population strategy.¹⁹² The CCCLM has noted that 'as the closest level of government to the people, local government must play a key role in informing Australia's population strategy'.¹⁹³ A recent study has revealed that among the local councils surveyed in the study, the cost of infrastructure provision is the key concern of local councils in relation to population growth.¹⁹⁴

Further to this, in recognition of the fact that the majority of the nation's present and future population growth will occur in urban areas, the ALGA, CCLM and NGAA have expressed their support for the creation of a national urban policy to improve outcomes in the nation's major population centres.¹⁹⁵ The ALGA called on the Commonwealth Government to work collaboratively with State, Territory and local governments on the development and implementation of a national sustainable urban regions program. Recognising that Australia's capital cities are 'at the forefront of accommodating Australia's population', and that

cities are already experiencing population growth, the CCCLM states that its main objective is the establishment of robust planning processes 'to ensure growth is well informed, coordinated and managed'. According to the chair of CCCLM, Darwin Lord Mayor Graeme Sawyer: '[a] bigger population needn't jeopardise our quality of life. With the right planning and investment in infrastructure we could house more people'.¹⁹⁶

The National Growth Areas Alliance, which represents 24 of Australia's fastest growing local municipalities (including Blacktown, Camden, Campbelltown, Liverpool and Penrith in NSW) and contains about 25% of the nation's metropolitan population, has also expressed its support for efforts to develop a national population strategy.¹⁹⁷ As the areas represented by the Alliance are set to experience population growth at twice the national population growth rate, the Alliance is concerned with the social, physical and planning challenges facing these municipalities as a result of population growth. The NGAA states that its primary goal 'is for communities in outer urban areas to have equitable access to jobs and services'.¹⁹⁸

Each year the ALGA publishes a report on the 'State of the Regions'.¹⁹⁹ The most recent 'State of the Regions' report focused on the issue of housing shortage and affordability.²⁰⁰ The report argues that '[t]he percentage of the population that is unsatisfactorily housed is rising, not falling' and '[t]he number of houses built in the dwelling construction zones has fallen below the expectations expressed in the official population projections'.²⁰¹ The Report warns that '[w]ith continuing national population growth, in the event of the build rate in the dwelling construction zones falling short of expectations the housing shortage will increase, with consequences for all regions'. It indicates that under prevailing trends:

current population projections for the dwelling construction zones will be under-filled, balanced by over-fulfilment of the current projections for the inner and middle metropolitan suburbs and for rural and economically depressed localities.²⁰²

3.3 NSW Government

Among the key NSW Government strategies which take a whole of government approach to the plethora of issues arising from population growth are the State Plan and the Sydney Metropolitan Plan.

3.3.1 NSW State Plan

The 'NSW 2010 State Plan—Investing in a Better Future', which was released in 2006 and updated in 2010, guides medium to long term outcomes for improvements in government service delivery across NSW in the priority areas of: better transport and liveable cities; supporting business and jobs; clever State; healthy communities; green State; stronger communities; and keeping people safe.²⁰³

The State Plan is supplemented by a wide range of detailed delivery plans

including:²⁰⁴

- Metropolitan Plans
- Regional Strategies
- Metropolitan and Regional Transport Strategies
- 'Towards 2030: planning for our changing population'
- the Homelessness Action Plan
- the Energy Efficiency Strategy
- Catchment Action Plans,
- Action for Air Plan, and
- Regional Business Growth Plans.

The Metropolitan Plan for Sydney 2036 is discussed in greater detail below. Details regarding progress on priorities set by local communities across the State can be accessed on the NSW State Plan [website](#).²⁰⁵

3.3.2 Sydney Metropolitan Plan

In December 2010 the NSW Keneally Government released a new Metropolitan Plan for Sydney to replace the previous metropolitan strategy, 'City of Cities: a plan for Sydney's future'.²⁰⁶ The 'Metropolitan Plan for Sydney 2036' builds on the 'City of Cities' strategy and aims to guide the future growth of Sydney to 2036 in the context of rapid population growth and demographic change by addressing issues including infrastructure, transport, housing, employment, environment and planning.²⁰⁷ The Plan directly links in with priorities and targets under the NSW State Plan and also addresses the national criteria for capital city planning agreed by COAG.²⁰⁸

The 'City of Cities' strategy, released in 2005 focused on the themes of economic development, strengthening regional cities within Sydney, employment, housing, environment and land use, access to services, transport, and building stronger regions in the Central Coast, Illawarra and the Lower Hunter. In early 2010, the Government undertook a review of the 'City of Cities' strategy, including a public consultation process, which examined the major challenges facing Sydney, a number of which were driven or significantly impacted upon by population growth. The Review revealed that projected population growth and changes in the demographic composition of the population as a result of population ageing, increased life expectancy, and changing social preferences will have implications for a wide range of areas including, housing, transport, infrastructure, employment, planning and community services.²⁰⁹ With the greatest population growth projected to occur in south west, north west, and west central Sydney, by 2036 approximately half of the population will live in Western Sydney.²¹⁰

The Metropolitan Plan's response to the challenges discussed through the review process identified the following strategic areas of focus:

- Strengthening a 'City of Cities'²¹¹
- Growing and renewing centres²¹²
- Transport for a connected city²¹³

- Housing Sydney's population²¹⁴
- Growing Sydney's economy²¹⁵
- Balancing land use on the city's fringes²¹⁶
- Tackling climate change and protecting the natural environment²¹⁷
- Achieving equity, liveability and social inclusion²¹⁸
- Delivering the plan²¹⁹

Building on the multi-centred geography identified in the 'city of cities' strategy under the previous metropolitan plan, the 'Metropolitan Plan for Sydney 2036' attempts to integrate land use and infrastructure planning, particularly transport planning, by incorporating the Metropolitan Transport Plan, which was released in February 2010. The former Minister for Planning, Lands and Infrastructure under the Keneally Government, Tony Kelly, noted that integration of land use and transport is critical to ensuring sustainable and equitable growth. The Plan identifies the key to sustainability in Sydney as the emergence of Parramatta as Sydney's second CBD, the growth of Liverpool and Penrith as 'regional cities', and the growth of other major town centres with the capacity to respond to the employment and service needs of the growing and changing population.²²⁰

The Plan accommodates the anticipated need for approximately 769,000 additional homes to cater to the needs of the growing and changing population. The Plan aims to locate 80% of all new housing within walking distance of centres of all sizes.

SUBREGIONAL NET ADDITIONAL DWELLING TARGETS²²¹

Subregion	New 2006-2036 Dwelling Target
Sydney City	61,000
East	23,000
South	58,000
Inner West	35,000
Inner North	44,000
North	29,000
North East	29,000
West Central	96,000
North West	169,000 Inc. 87,000 in new release areas
South West	155,000 Inc. 83,000 in new release areas
Central Coast*	70,000 Inc. 29,000 in Greenfield areas
Total	769,000

(Source: NSW Government, '[Strategic direction D, housing Sydney's population](#)', *Metropolitan Plan Sydney 2036*, 2010, p.115)

According to the Metropolitan Plan, about half of the 760,000 additional jobs required to support expected population growth in Sydney will exist in Western Sydney, with Sydney as a whole requiring 10,000,000 m sq in additional commercial floor space, 5,000,000 m sq in additional retail space, and 8,500 ha in employment lands.²²² The Plan aims to increase the number and diversity of jobs that are located close to homes by setting new employment capacity

targets for each Sydney subregion (as set out in the table below). The targets reflect Sydney's population growth forecasts and a more optimistic outlook for workforce participation and growth in some industry sectors, and are directly linked to targets in the NSW State Plan.

EMPLOYMENT CAPACITY TARGETS BY SUBREGION²²³

Subregion	Base Employment 2006	Long Term Employment Capacity Target 2036	Employment Growth 2006-2036	Employment Growth 2006-2036
Sydney City	429,000	543,000	-114,000	27%
East	136,000	167,000	+31,000	23%
South	193,000	245,000	+52,000	27%
Inner West	99,000	124,000	+25,000	25%
Inner North	238,000	300,000	+62,000	26%
North	83,000	98,000	+15,000	18%
North East	89,000	112,000	+23,000	26%
West Central	322,000	420,000	+98,000	30%
North West	266,000	411,000	-145,000	55%
South West	133,000	274,000	-141,000	106%
Central Coast	104,000	158,000	+54,000	52%
TOTAL	2,092,000	2,852,000	+760,000	36%
Share in Western Sydney	34%	39%	50%	

(Source: NSW Government, '[Strategic direction E, growing Sydney's economy](#)', *Metropolitan Plan for Sydney 2036*, p.133)

DWELLING AND EMPLOYMENT PROJECTIONS

Subregion	Projected Dwelling Requirements 2010-20	Projected Jobs Growth 2010-20
Sydney City	20,360	57,440
East	9,060	11,760
South	19,240	20,320
Inner West	13,960	10,520
Inner North	13,660	21,280
North	9,980	8,920
North East	6,520	10,220
West Central	31,680	45,480
North West	56,640	61,180
South West	50,580	35,080
Subtotal	251,820	282,200

(Source: NSW Government, '[Chapter 1 – Better transport and liveable cities](#),' in *NSW State Plan 2010*, p.15)

3.3.3 Regional development and skilled migration

Regional development is at the core of the Federal Government's new Sustainable Population Strategy.²²⁴ The emphasis on regional development at

the Federal level echoes announcements made by the NSW Government following the State election of March 2011. The incoming Government committed to a strategy of decentralisation and growing regional NSW as a means of relieving pressures facing Sydney as a result of population growth.²²⁵ Measures announced by the NSW Government to encourage growth in regions through the 'Regional Kick-Start Plan' include the passage of the *Regional Relocation (Home Buyers Grant) Act 2011* (NSW) on 22 June 2011.²²⁶ The legislation provides a grant of \$7,000 to families and individuals who relocate from metropolitan Sydney, Newcastle and Wollongong to regional NSW and is aimed at encouraging population growth in the regions and reducing population pressures in Sydney.

The Federal Government has pointed to skilled migration as a key component in regional development, stating that 'migration programs play an important role in assisting regional employers to address critical skills needs through access to overseas skilled workers'.²²⁷ A number of measures aimed at attracting skilled migrants to regional and rural areas in Australia have been introduced over the course of the last twenty years, sometimes with limited success.²²⁸ Figures from the 2006 census indicate that in NSW the vast majority of migrants reside in Sydney rather than in regional NSW.²²⁹ This trend is reflected in the following table, which provides data on the last known statistical division of residence of migrants who arrived over a twenty year period between 1 January 1991 and 30 April 2011 and settled in NSW.

SETTLERS IN NSW: LAST KNOWN RESIDENCE BY STATISTICAL DIVISION
(Arrival dates from 1 January 1991 to 30 April 2011)²³⁰

Last Know Statistical Division of residence	Total persons	Total as percentage of State total (approx.)
Central West Total	2,849	0.33%
Far West Total	252	0.03%
Hunter Total	14,649	1.7%
Illawarra Total	15,216	1.76%
Mid-North Coast Total	6,028	0.7%
Murray Total	2,105	0.24%
Murrumbidgee Total	4,393	0.5%
North Western Total	1,711	0.2%
Northern (NSW) Total	2,940	0.34%
Not Recorded Total	64,317	7.45%
Richmond-Tweed Total	6,555	0.76%
South Eastern Total	4,693	0.54%
Sydney Total	738,002	85.45%
New South Wales Total	863,710	

(Source: DIAC, DIAC Settlement Database Report, June 2011)

However, in recent years there has been evidence of increasing demand in the Regional Sponsored Migration Scheme—a key component in the effort to encourage regional settlement by migrants—with the number of applications lodged in the Scheme increasing by 35.2% in 2009-10.²³¹ There are also

indications of considerable increases in the number of migrants settling in areas outside of capital cities between 1996 and 2009.²³²

In its announcement of the 2011-12 Migration Program the Federal Government acknowledged that there is scope to improve existing regional migration initiatives. As part of an increase in Skilled Migration, the 2011-12 Migration Program includes a very strong emphasis on regional migration, particularly in sectors such as resources and healthcare, as well as other trades and professions facing shortages in regional areas. The 2010-11 Migration Program included the following measures directed specifically to regional migration:

- For the first time 16,000 places have been specifically allocated to permanent visas for skilled migrants going to regional areas under the Regional Sponsored Migration Scheme (RSMS). This measure was introduced in response to demand from regional employers to enable them to fill vacancies that cannot fill from the local labour force.
- Applicants for permanent regional migration visas will be accorded the highest processing priority.
- The Department of Immigration and Citizenship (DIAC) committed to reviewing employer-sponsored visa categories, including RSMS, to provide a streamlined pathway to facilitate transition from temporary to permanent residence for temporary visa holders who are living and working in regional areas.
- DIAC committed to enhancing its Regional Engagement Strategy to inform employers and industry groups in regional areas about how migration programs can assist them to fill skilled vacancies.
- Regional Migration Agreements are a new initiative that has been introduced to offer a coordinated and localised response to labour needs, in recognition of the fact that different regions around the country face differing labour needs.²³³

DIAC figures indicate that in 2010-11 State-specific and regional migration initiatives represented one third of Skill Stream visa grants.²³⁴ Of the 27 408 permanent migrants who entered NSW in 2009-10 through the Skill Stream of the Migration Program, 3.5% (956 people) entered through the Skilled Independent Regional/ Regional Sponsored category and 0.3% (242) entered through the State/Territory Nominated Independent categories.²³⁵

One of the key mechanisms for directing migration to regional areas is the implementation of State Migration Plans, which take the form of MOUs between the Minister for Immigration and Citizenship and respective State and Territory Governments.²³⁶ State Migration Plans allow States and Territories to sponsor applicants under a range of occupations nominated under the Plan to fill skills shortages in their local labour markets. They are intended to provide State and Territory Governments with a greater level of flexibility to address specific skills shortages and local labour market needs within their jurisdiction in a targeted way. The NSW State Migration Plan came into effect in March 2011, and a new plan was slated to start on 1 July 2011.²³⁷

4 RECENT PUBLIC AND ACADEMIC COMMENTARY ON POPULATION ISSUES

This section provides an overview of public attitudes towards population growth and the nature of recent public debates related to population issues. It also briefly discusses academic commentary on population issues with a particular focus on the environmental impacts of population growth.

Issues in the public debate

In the context of public debates about population growth in 2009 and 2010 a number of surveys indicated that population growth and the issues associated with it are a topic of concern to the Australian public.²³⁸ As an example of the studies conducted, the Scanlon Foundation Survey 2010 found that there had been a substantial shift in public attitudes towards population growth and immigration as compared to previous years.²³⁹ The Survey found that 51% of respondents considered that a projected population of 36 million in 2050 was 'too high', while 42% felt it was 'about right' or 'too low'.²⁴⁰ The Survey also registered a high level of negative sentiment towards the adequacy of government infrastructure provision for future population growth. Respondents in NSW registered the highest level of negative sentiment with 59% viewing infrastructure provision as poor.²⁴¹ Relatedly, the 2010 Survey also noted a marked shift in attitudes to immigration, with those who felt that the immigration intake was too high increasing from 37% in 2009 to 47% in 2010.²⁴² Nevertheless, the Survey found that, although there was heightened public concern about population growth, in the view of respondents other issues warranted greater concern, such as the economy, employment, and environment.²⁴³

Central preoccupations of the recent public debate have included the desirability or undesirability of population growth, the optimal size of the population, and the role of immigration, with debate sometimes appearing polarised between those who focus on the dangers of continued high population growth, for example on environmental and lifestyle grounds, and those who warn of the adverse economic implications of curbing population growth, for example through cutting the immigrant intake.²⁴⁴

Demographer, Bob Birrell, notes that much of the public debate in the months surrounding the 2010 Federal election and leading up to the development and release of Australia's first Sustainable Population Strategy by the Federal Government in May 2011 ultimately concerned 'lifestyle issues'.²⁴⁵ According to Birrell, in the minds of the Australian public population growth is connected with issues such as 'congestion, challenges to the traditional house and garden mode of living, the escalation of housing prices, and competition for amenity and deficiencies in service provision, such as health care'.²⁴⁶

Scientist, Steve Cork, highlights that despite the seemingly limited focus in much public debate on the desirability or otherwise of growth, there have been

consistent calls 'from a wide range of informed commentators for a more inclusive, transparent and rigorous dialogue about population policy'.²⁴⁷

In a similar vein, Ruth Fincher argues that in contrast to much of the alarm and controversy that attends public debate on population growth, academic debates among scientists, demographers and geographers, who advocate a more scientific approach to population issues have come to 'more sanguine conclusions'.²⁴⁸ Fincher notes that academic debates in recent decades have examined a range of issues including, the environmental impacts of population growth, the relationship between immigration and future labour supply in the context of population ageing, and pressures on urban infrastructure. Some academic commentary suggests that the focus on population growth rates may itself be misleading. For example, from the perspective of environmental sustainability it has been argued that issues of consumption, and the spatial distribution of the population are far more salient than growth per se, while from the perspective of economic sustainability, the age distribution of the population and its impact on productivity and labour output is of far greater importance than the population growth rate.²⁴⁹ For Fincher, the balance of population analysis points to the desirability of moderate population growth in the future.²⁵⁰

Economist Glenn Withers and demographer Peter McDonald advocate the need to 'manage' this growth by appropriately managing immigration, and addressing the attendant infrastructure and environmental issues as part of a planning oriented population policy.²⁵¹

A national population policy

A number of commentators, as well as a parliamentary inquiry, have supported the introduction of a national population policy.²⁵² This support for a planning oriented population policy echoes the views of the National Population Council. As far back as 1992 it advised that, as population issues have implications for several areas of service delivery and policy making, there was a need for their incorporation into national planning processes.²⁵³ A number of academics have pointed to the futility of pursuing optimal population growth rates or targets in the face of uncertain variables.²⁵⁴ Rather, they argue that it is more constructive to view population as an issue that crosses several policy areas and pursue a strategy that connects and guides decision making across the range of policy areas.²⁵⁵

Environmental issues

Key environmental sustainability issues facing Australia include water supply, greenhouse gas emissions, loss of agricultural land, decline of marine fish stocks, and depletion in domestic reserves of oil and gas, as well as water quality, biodiversity quality and air quality in high population growth scenarios.²⁵⁶ The issues specifically facing Sydney according to research carried out by the CSIRO included land and food supply, water supply, water quality, biodiversity, waste assimilation, air quality, and traffic congestion.²⁵⁷

Birrell notes that, although recent public debate has engaged with sustainability largely in the context of lifestyle issues, historically the concept of sustainability is rooted in attempts to balance economic growth with the maintenance of the earth's renewable and non-renewable resource base, and ecological wellbeing.²⁵⁸ However, both Birrell and Cork point to a lack of consensus among scientists about the ecological impacts of population growth and the capacity of Australia's renewable and non-renewable resource base to provide for a larger population.²⁵⁹

Cork argues that there has been relatively scant attention to environmental issues in public debates about population, partly due to the complexity of issues involved in understanding the nature of human dependence on the environment.²⁶⁰ Nevertheless, he argues that 'the interaction of population and environmental policy is likely to be a key determinant of the quality of life of Australians in the future'.²⁶¹ Cork observes that there is a need for public debate to move beyond the desirability of high or low population growth to examine the various dimensions of the relationship between people and the environment.²⁶² He suggests that a number of concepts that have been developed in environmental and ecological science literature could enable the advancement of more informed public and policy debate on the connection between population growth and the environment.²⁶³ These include the concept of 'carrying capacity', as well as concepts such as 'ecosystems services' and 'resilience'.²⁶⁴

'Carrying capacity' is a key concept used in exploring the connection between population and the environment. While environmentalists, such as Tim Flannery, argue that environmental constraints place significant limits on Australia's 'carrying capacity', agricultural scientists have pointed to strong increases in agricultural food productivity in recent decades and Australia's capacity to maintain a positive food balance.²⁶⁵ Cork defines 'carrying capacity' as follows: 'the estimated maximum number of people who can live [in a country] indefinitely and be given the opportunity to live long, healthy, self-fulfilling lives'.²⁶⁶

For Birrell recent events such as drought and the potential effects of climate change necessitate a reassessment of Australia's carrying capacity.²⁶⁷ Some commentators have expressed the view that Australia is currently operating beyond its carrying capacity.²⁶⁸ With regard to greenhouse gas emissions, Birrell points out that there has been little debate regarding the impact of rapid population and economic growth on attempts to meet emissions reduction targets.²⁶⁹ He argues that population growth is likely to be a key factor contributing to increases in greenhouse gas emissions.²⁷⁰

In the case of Australian cities, Birrell notes that state planning authorities in cities like Sydney have responded to environmental constraints on urban expansion by pursuing 'compact city policies'.²⁷¹ However, Birrell questions whether the 'compact cities' approach effectively addresses the lifestyle issues raised in the recent debates about sustainability and population growth, or whether it compounds issues of congestion, amenity, and housing.²⁷² Birrell

concludes that the lifestyle aspirations of Australians are not compatible with environmental sustainability in the context of significant population growth, and that despite the imperatives for urban consolidation, lifestyle aspirations will continue to be a significant political issue.²⁷³

McManus has noted that the solution to sustainability challenges is 'not to aggressively limit the number of people living in Australia, but to significantly reduce our consumption and de-link our lifestyle from high-resource use and waste outputs'.²⁷⁴ Cork argues that beyond looking to reductions in consumption at the household level there is a need for major improvements in technology to ensure that houses, infrastructure and industries are operating efficiently.²⁷⁵ According to Foran, except in the area of household water use, 'the revolutionary advances required to mitigate population impacts over the full range of population growth rates have been universally lacking over the past decade'. In light of the prevailing evidence, Foran argues that Australia 'lacks the institutional and engineering fluency to design and implement a bigger Australia across interacting issues and challenges in an environmentally neutral way'.²⁷⁶

In the view of Cork a 'systems-approach' which considers the complexity of ecosystems, human societies and the interactions between humans and other resources is vital in the context of population policy, as fixation on single issues is liable to be ineffective or produce perverse outcomes. Cork argues that the adoption of a systems approach which looks beyond the narrow range of issues which have animated recent public debate is particularly important to developing Australia's resilience in the face of change. Resilience, Cork argues, requires an informed and open dialogue that can constructively engage with the diversity of perspectives on population issues.²⁷⁷

5 CONCLUSION

The last few years have seen considerable debate about issues related to population growth. A major focus of that debate has been on issues concerned with sustainability, largely with a view to balancing economic growth with the management of lifestyle and environmental concerns. Of course, the population debate in Australia is not new. What is new, rather, is the fact that the current debate has led to the development of a national population strategy by the Federal Government. Central to the national response is the recognition that issues arising from population growth require coordination across a wide range of different policy areas and cooperation across all levels of government.

Population growth is likely to continue for the foreseeable future with much of that growth projected to occur in Sydney and NSW. It remains to be seen how effective efforts at coordinating national responses to the issues presented by population growth will be in delivering sound policy outcomes. In particular, it remains to be seen how Federal policy responses will tie in with State strategies, such as the Sydney Metropolitan Plan and the policy of decentralisation, as well as with local government initiatives in producing sustainable outcomes.

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- ¹ See for example National Population Inquiry, *Population and Australia: supplementary report of the National Population Inquiry*, Australian Government Publishing, 1978, cited in P McDonald and R Kippen, *Population futures for Australia: the policy alternatives*, Research paper no. 5, 1999–2000, Commonwealth Parliamentary Library, Canberra, October 1999; S Cork, [Ways forward in the population and environment debate](#), Commonwealth Parliamentary Library, Pre-Election Policy Unit, Population Paper Series, Canberra, January 2010-11, pp. 3-4, viewed 8 June 2011; R Fincher, 'Population growth in Australia: views and policy talk for possible futures', *Geographical Research*, (in press), pp.3-6.
- ² J Brown, '[Growing pains](#)', *Policy*, vol.27, no.1, Autumn 2011, p.16, viewed 8 June 2011.
- ³ Australian Government, [Australia to 2050: future challenges](#), Commonwealth of Australia, Canberra, 2010, vii, viewed 16 June 2011.
- ⁴ A Markus, [Mapping social cohesion: the Scanlon Foundation surveys 2010, summary report](#), 2010, viewed 30 May 2011. See also results from an ANU study, AC Nielson poll and Australian Survey of Social Attitudes which suggest that a majority of respondents did not want Australia's population to grow significantly, cited in Sustainable Development Panel (Chair: Hon Bob Carr), [Sustainable Development Panel report: an appendix to A Sustainable Population Strategy for Australia issues paper](#), (report commissioned by the Minister for Sustainability, Environment, Water, Population and Communities) in Australian Government, *A sustainable population strategy for Australia – issues paper and appendices*, Department of Sustainability, Environment, Water, Population and Communities, Canberra, 2010, p. 239, viewed 19 July 2011.
- ⁵ National Population Council, 1992, *Population issues and Australia's future: environment, economy and society*, Final Report, Australian Government Publishing Service, Canberra, cited in R Fincher, 'Population Growth in Australia: Views and Policy Talk for Possible Futures', op. cit.
- ⁶ House of Representatives Standing Committee for Long Term Strategies, [Australia's population 'carrying capacity': one nation—two ecologies](#), Australian Government Publishing Service, Canberra, 1994, pp. 19 and 147, viewed 9 June 2011, cited in P McManus, *Vortex cities to sustainable cities: Australia's urban challenge*, UNSW Press, 2005, Sydney, p. 97.
- ⁷ Australian Government, [Sustainable Australia—sustainable communities: a sustainable population strategy for Australia](#), Department of Sustainability, Environment, Water, Population and Communities, Canberra, 2011, viewed 16 May 2011.
- ⁸ ABC News, '[O'Farrell hails new political landscape](#)', *ABC News Online*, 27 March 2011, viewed 5 April 2011.
- ⁹ Productivity Commission, [Population and migration: understanding the numbers](#), Productivity Commission Research Paper, Commonwealth of Australia, Canberra, 2010, p. 7, viewed 28 June 2011.
- ¹⁰ Australian Bureau of Statistics (ABS), [3101.0 – Australian demographic statistics: December quarter 2010](#), ABS, Canberra, 23 June 2011, p. 1, viewed 28 June 2011. See also, ABS, '[Australia's population growth rate continues to slow](#)', Australian demographic statistics, December 2010, media release, Canberra, 23 June 2011, viewed 28 June 2011.
- ¹¹ ABS, *3101.0 – Australian demographic statistics: December quarter 2010*, op. cit., p. 1.
- ¹² In this table, Australia includes Territories comprising Jervis Bay Territory, Christmas Island and the Cocos (Keeling) Islands. See Appendix One for a map of Australia indicating the concentration and distribution of the population across the country.
- ¹³ See figure 2.1: components of population growth, Productivity Commission, *Population and migration; understanding the numbers*, op. cit., p. 7.
- ¹⁴ ABS, *3101.0 – Australian demographic statistics: December Quarter 2010*, op. cit., p. 1. ABS, [3412.0 – Migration, Australia, 2009-10](#), Canberra, June 2011, p. 18. For components of population change in all Australian States and Territories for 2009-10 see Figure 2.2 in p.14 of the latter publication.
- ¹⁵ ABS, *3412.0 – Migration, Australia, 2009-10*, op. cit., p.20. Figures calculated to the end of June 2010.
- ¹⁶ Department of Immigration and Citizenship (DIAC), [Population flows: immigration aspects 2009-10 edition](#), Commonwealth of Australia, Canberra, 2011, pp. 63, 68, viewed 28 June

2011. P Martin, 'NSW lags in population growth', *Sydney Morning Herald*, 24 June 2011, p. 7.
- ¹⁷ Productivity Commission, *Population and migration; understanding the numbers*, op. cit., p. 9.
- ¹⁸ Note: Figures are calculated for the end of June each year; NOM data for 2009 are calculated using a '12/16' rule to determine NOM arrivals and NOM departures, while previous years used a '12/12' rule – accordingly, NOM data for 2009 are not strictly comparable with data from previous years; 'migration adjustment' refers to adjustments made to reflect differences between stated travel intentions and actual travel activities; '...' indicates 'not applicable'.
- ¹⁹ Ibid., p. 17.
- ²⁰ Ibid., p. 19.
- ²¹ For a detailed analysis of statistics related to population and migration see, Productivity Commission, *Population and migration: understanding the numbers*, op. cit.
- ²² Ibid. See table 3.3 in ABS, [3412.0 – Migration, Australia, 2008–2009](#), Canberra, July 2010, viewed 8 March 2011.
- ²³ ABS, [1338.1-NSW State and regional indicators, December 2010, population](#), Canberra, January 2011, viewed 8 March 2010. For an explanation of the factors contributing to NOM see, DIAC, *Population flows: immigration aspects 2009-10 edition*, op. cit., pp. 65–66, 68.
- ²⁴ Productivity Commission, *Population and migration: understanding the numbers*, op. cit., p. 7.
- ²⁵ ABS, [3412.0 – Migration, Australia, 2009-10](#), op. cit., p. 32. 'Other' includes residents returning (e.g. non-citizens who have permanent residence in Australia), as well as onshore visas and visa unknown. pp. 31 and 32. See figure 3.16 on p. 32 of this publication for a more detailed version of this table including temporary and permanent visa holders broken down by visa class.
- ²⁶ J Phillips, M Klapdor and J Simon-Davies, [Migration to Australia since Federation: a guide to the statistics](#), Background Note, Commonwealth Parliamentary Library, Canberra, October 2010, p. 16, viewed 8 February 2011.
- ²⁷ ABS, [3412.0 – Migration, Australia, 2009-10](#), op. cit., p. 18.
- ²⁸ See table 2.1 in Department of Immigration and Citizenship (DIAC), [Immigration update 2009–2010](#), Canberra, 2010, p. 18, viewed 4 July 2011.
- ²⁹ Australian Government, [Budget measures: budget paper no. 2](#), Commonwealth of Australia, Canberra, 2011, p. 260, viewed 30 May 2011. C Bowen (Minister for Immigration and Citizenship), [Budget 2011–12: Boost to Australia's humanitarian program](#), media release, 10 May 2011, viewed 12 May 2011, cited in J Phillips, [Budget 2011-12: Migration and humanitarian Programs](#) in *Budget Review 2011-12*, Commonwealth Parliamentary Library, Canberra, May 2011, viewed 30 May 2011.
- ³⁰ See Appendix Two for a table indicating the State and Territory of intended residence of permanent settlers between 1985-86 and 2009-10. DIAC, [Settler arrivals 2009-10](#), Canberra, 2010, p.2, viewed 30 May 2011.
- ³¹ DIAC, [Population flows 2009–10 at a glance](#), Canberra, 2011, p. 4, viewed 28 June 2011.
- ³² DIAC, *Population flows: immigration aspects 2009-10 edition*, op. cit., p. 96.
- ³³ Ibid., p. 93.
- ³⁴ In this table, Australia' includes 'not stated' and 'other territories'.
- ³⁵ H Spinks, [Australia's Migration Program](#), Background Note, Commonwealth Parliamentary Library, Canberra, October 2010, pp. 8–9, viewed 8 February 2011.
- ³⁶ ABS, [3412.0 – Migration, Australia, 2009-10](#), op. cit., p. 31.
- ³⁷ H Spinks, [Australia's Migration Program](#), op. cit., pp. 8-9.
- ³⁸ ABS, [3412.0 – Migration, Australia, 2009-10](#), op. cit., pp. 31 and 32. See figure 3.16 on p. 32 of this publication for NOM arrivals and departures for the year 2008-09, with respect to temporary and permanent visa holders (broken down by visa class) and New Zealand citizens, Australian citizens and other categories (including non-Australian citizens who have permanent residence in Australia).
- ³⁹ Ibid. See also, DIAC, [Population Flows: immigration aspects 2008–2009 edition](#), Canberra, 2010, p. 3, viewed 8 February 2011. J Phillips, M Klapdor and J Simon-Davies, *Migration to Australia since Federation: a guide to the statistics*, op. cit., pp. 1, 7–9, 11–12, 14, 15–18.
- ⁴⁰ DIAC, *Immigration update 2009–2010: immigration aspects 2009-10 edition*, op. cit., p. 43.
- ⁴¹ DIAC, [Population flows 2009–10 at a glance](#), op.cit., p. 4.

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- ⁴² DIAC indicates that the stock of overseas students in Australia doubled between 2005 and 2009, before falling slightly in the year to June 2010, DIAC, *Population flows: immigration aspects 2009-10 edition*, op. cit., pp. 86, and 100.
- ⁴³ Ibid. For more information on international students and NOM see ABS, *3412.0 – Migration, Australia, 2009-10*, op. cit., pp. 55-82.
- ⁴⁴ Productivity Commission, *Population and Migration: Understanding the Numbers*, op. cit., p. 42.
- ⁴⁵ Ibid., vii, cited in ABS, *1338.1-NSW State and Regional Indicators, Dec 2010, Population*, op. cit.
- ⁴⁶ G Hugo and K Harris, [Population distribution effects of migration in Australia - condensed report](#), Report prepared for the Department of Immigration and Citizenship, March 2011, xiii, viewed 19 July 2011. For the full version of report see: G Hugo and K Harris, [Population distribution effects of migration in Australia](#), Report prepared for the Department of Immigration and Citizenship, March 2011, viewed 19 July 2011.
- ⁴⁷ C Bowen (Minister for Immigration and Citizenship), [Budget 2011-12: skilled migration reform to support Australia's growing economy](#), media release, Canberra, 10 May 2011, viewed 11 May 2011. See also, Department of Immigration and Citizenship (DIAC), [2011-12 Migration Program](#), Information Sheet, Canberra, May 2010, viewed 11 May 2011.
- ⁴⁸ See section 3.3.3 for a discussion of regional migration initiatives.
- ⁴⁹ Department of Immigration and Citizenship (DIAC), *2011-12 Migration Program*, op. cit., p. 1.
- ⁵⁰ Ibid. For a critical take on the role of immigration in meeting employment needs see B Birrell et al., [Immigration and the resources boom mark 2](#), Centre for Population and Urban Research, Monash University, July 2011, viewed 19 July 2011. The research report challenges the desirability of continued high levels of immigration, arguing that this is not compatible with sustainability. It also argues that the fiscal dividend from the resources boom would be 'better spent on training the domestic workforce and investing in knowledge-intensive industries', rather than funding city building to support the rapid metropolitan growth that would result from high immigration, B Birrell et al., [Immigration and the resources boom mark 2](#), media release, Centre for Population and Urban Research, Monash University, 18 July 2011, viewed, 19 July 2011.
- ⁵¹ C Bowen (Minister for Immigration and Citizenship), [Budget 2011-12: New Temporary Migration Agreement to Further Address Skills Demand](#), media release, Canberra, 10 May 2011, viewed 11 May 2011.
- ⁵² EMAs allow for streamlined negotiation arrangements for access to overseas workers and guarantee faster processing times for visa applications. The Minister stressed that overseas labour through the EMAs was only a supplementary measure and contingent upon resource projects demonstrating effective and ongoing local recruitment efforts.
- ⁵³ ABS. ['One for the country: recent trends in fertility'](#), *4102.0—Australian Social Trends, December 2010*, Canberra, December 2010, viewed 11 May 2011.
- ⁵⁴ Ibid.
- ⁵⁵ Ibid.
- ⁵⁶ Ibid.
- ⁵⁷ ABS, *1338.1-NSW State and regional indicators, December 2010, population*, op. cit.
- ⁵⁸ ABS, *3101.0 – Australian demographic statistics: December quarter 2010*, op. cit., p. 15.
- ⁵⁹ ABS, *3412.0 – Migration, Australia, 2009-10*, op. cit., p. 13.
- ⁶⁰ Ibid., p. 8.
- ⁶¹ Ibid. However, the greatest proportional impact of net interstate movement was felt by the Northern Territory (driven by a large number of temporary or short-term interstate movements) and the ACT, rather than the larger and more populous states, ABS, *3412.0 – Migration, Australia, 2009-10*, op. cit., pp. 49-50.
- ⁶² NSW Government (Department of Planning), [Population NSW Bulletin, No. 13, November 2010](#), Sydney, 2010, viewed 6 April 2011. For information about the flows of people between States and Territories see, ABS, *3412.0 – Migration, Australia, 2009-10*, op. cit., pp. 48-49.
- ⁶³ NSW Government (Department of Planning), [Population NSW Bulletin, No. 13, November 2010](#), op. cit. See also, ABS, *3412.0 – Migration, Australia, 2009-10*, op. cit., p. 47 – figure

- 5.2 indicates net interstate migration figures for all Australian States and Territories between 2000-01 to 2009-10, indicating that the annual average for NSW in that period was -23,659.
- ⁶⁴ NSW Government (Department of Planning), *Population NSW Bulletin, No. 13, November 2010*, op. cit. ABS, *3412.0 – Migration, Australia, 2009-10*, op. cit., p. 47.
- ⁶⁵ Demographic Change and Liveability Panel (Chair: Professor Graeme Hugo), [Demographic Change and Liveability panel report: an appendix to A Sustainable Population Strategy for Australia issues paper](#), report commissioned by the Minister for Sustainability, Environment, War, Population and Communities, in Australian Government, *A sustainable population strategy for Australia – issues paper and appendices*, Canberra, 2010, p. 37, viewed 6 April.
- ⁶⁶ G Hugo and K Harris, *Population distribution effects of migration in Australia - condensed report*, op. cit., xi.
- ⁶⁷ Productivity Commission, *Population and migration: understanding the numbers*, op. cit., p. 61. See also, G Hugo and K Harris, *Population distribution effects of migration in Australia - condensed report*, op. cit., xii.
- ⁶⁸ Department of Immigration and Citizenship (DIAC), *Immigration update 2009–2010*, DIAC, Canberra, 2010, p. 17
- ⁶⁹ ABS, *1338.1–NSW State and regional indicators, December 2010, population*, op. cit.
- ⁷⁰ Ibid. For an analysis of variations in population distribution and growth across the country see, J Daley and A Lucy, [Investing in regions: making a difference](#), Grattan Institute, May 2011, pp.8-19, viewed 12 July 2011.
- ⁷¹ ABS, *1338.1–NSW State and regional indicators, December 2010, population*, op. cit.
- ⁷² Ibid.
- ⁷³ ABS, [3218.0-Regional population growth, Australia, 2009-10 \(New South Wales\)](#), Canberra, 31 March 2011, viewed 6 April 2011.
- ⁷⁴ See Appendix Three for a map of Australia indicating metropolitan regions and regional centres with populations greater than 30,000 people.
- ⁷⁵ ABS, *3218.0—Regional population growth (New South Wales), Australia, 2008–09*, op. cit.
- ⁷⁶ Ibid. See A Creighton and O Marc Hartwich, [Australia's angry mayors: how population growth frustrates local councils](#), Policy Monographs, Population and Growth Series 3, 2011, viewed 19 July 2011.
- ⁷⁷ ABS, [3222.0 - Population projections, Australia 2006 to 2101](#), Canberra, September 2008, viewed 28 June 2011.
- ⁷⁸ Ibid. See also ABS, [Feature Article 1. Population by age and sex, Australian states and territories](#), *3101.0 – Australian demographic statistics, June 2010*, Canberra, December 2010, viewed 28 June 2011.
- ⁷⁹ Australian Government, *Australia to 2050: future challenges*, op. cit., p. 5.
- ⁸⁰ ABS, [3201.0 – Population by age and sex, Australian States and Territories, June 2010](#), Canberra, December 2010, viewed 28 June 2011.
- ⁸¹ Australian Government, *Australia to 2050: future challenges*, op. cit., ix
- ⁸² Ibid., p.8
- ⁸³ Ibid., xii
- ⁸⁴ NSW Government, [Towards 2030: planning for our changing population](#), NSW Department of Premier and Cabinet, Sydney, April 2008, p. 7, viewed 29 June 2011.
- ⁸⁵ For numerical data on population projections for different age groups across NSW regions, see Appendix Four.
- ⁸⁶ ABS, [4106.1—Population ageing in New South Wales, 2008](#), Canberra, December 2008, viewed 29 June 2011.
- ⁸⁷ Regional Development Australia-Sydney, [Regional plan for Sydney](#), Sydney, 2010, p. 15, viewed 2 May 2011.
- ⁸⁸ Australian Government, [A sustainable population strategy for Australia: issues paper and appendices](#), Department of Sustainability, Environment, Water, Population and Communities, Canberra, 2010, viewed 14 February 2010.
- ⁸⁹ Productivity Commission, *Population and migration: understanding the numbers*, op. cit., pp. 71-75.
- ⁹⁰ ABS, *3222.0 - Population projections, Australia 2006 to 2101*, op. cit.

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- ²⁴² A Markus, *Mapping social cohesion: the Scanlon Foundation surveys 2010*, op. cit., p. 20. On the issue of the relationship between public attitudes to population and attitudes to immigration and asylum seekers, see also, M Goot and I Watson, [Population, immigration and asylum seekers: patterns in Australian public opinion](#), Population paper series, Pre-election Policy Unit, Commonwealth Parliamentary Library, May 2011, viewed 8 June 2011.
- ²⁴³ A Markus, *Mapping social cohesion: the Scanlon Foundation surveys 2010*, op. cit., p. 18.
- ²⁴⁴ R Fincher, 'Population growth in Australia: views and policy talk for possible futures', *Geographical Research* (in press), pp. 1-2; S Cork, *Ways forward in the population and environment debate*, op. cit., p. 2. Two recent examples of works by vocal public commentators who take differing positions on population issues are *Dick Smith's Population Crisis* by entrepreneur, Dick Smith, and *The Big Tilt* by demographer, Bernard Salt, cited in S Lunn, 'The demographer vs the entrepreneur: tackling taboos in the Big Australia debate', *The Australian*, 28 May 2011, p. 3. For a recent report related to the role of immigration in meeting skills needs see, B Birrell et al., *Immigration and the resources boom Mark 2*, op. cit.
- ²⁴⁵ B Birrell, *Population growth and sustainability*, op. cit., p. 13. See also, S Cork, *Ways forward in the population and environment debate*, op. cit., p.2.
- ²⁴⁶ Ibid., p. 13.
- ²⁴⁷ S Cork, *Ways forward in the population and environment debate*, op. cit., p. 27.
- ²⁴⁸ R Fincher, 'Population growth in Australia: views and policy talk for possible futures', op. cit., p. 9.
- ²⁴⁹ P McManus, *Vortex cities to sustainable cities: Australia's urban challenge*, UNSW Press, 2005, Sydney, p. 106; R Guest, [The economics of sustainable population](#), Population paper series, Pre-election Policy Unit, Commonwealth Parliamentary Library, May 2011, viewed 8 June 2011.
- ²⁵⁰ Ibid., p. 6.
- ²⁵¹ Ibid., p. 9.
- ²⁵² For instance, the House of Representatives Standing Committee for Long Term Strategies, *Australia's population 'carrying capacity': one nation—two ecologies*, op. cit.
- ²⁵³ R Fincher, 'Population growth in Australia: views and policy talk for possible futures', op. cit., p. 6.
- ²⁵⁴ R Guest, *The economics of sustainable population*, op. cit., pp. 7-10; S Cork, *Ways forward in the population and environment debate*, op. cit., p.6.
- ²⁵⁵ R Guest, *The economics of sustainable population*, op. cit., p. 10; S Cork, *Ways forward in the population and environment debate*, op. cit., p. 24.
- ²⁵⁶ Birrell, *Population growth and sustainability*, op. cit., pp. 6-8; S Cork, *Ways forward in the population and environment debate*, op. cit., p. 19.
- ²⁵⁷ Ibid., p. 55.
- ²⁵⁸ B Birrell, *Population growth and sustainability*, op. cit., p. 1. See also: T Edwards, *Sustainable development*, op. cit.
- ²⁵⁹ B Birrell, *Population growth and sustainability*, op. cit., p. 5; S Cork, *Ways forward in the population and environment debate*, op. cit., p. 18.
- ²⁶⁰ S Cork, *Ways forward in the population and environment debate*, op. cit., p. 8.
- ²⁶¹ Ibid., p. 3.
- ²⁶² S Cork, *Ways forward in the population and environment debate*, op. cit., p. 29

²⁶³ Ibid., pp. 9-24.

²⁶⁴ 'Ecosystems services' have been defined by Cork as, 'the benefits people obtain from ecosystems', which allows for the 'identification of the range of benefits that might come from a particular area of land' and has primarily been 'applied to estimate the economic value and/or other importance of ecological processes for meeting the needs of humans', *ibid.*, pp. 13-15. 'Resilience', has been defined as 'the capacity of a system to absorb disturbance and reorganise while undergoing change so as to still retain essentially the same function, structure, identity and feedbacks', B Walker, SC Holling, SR Carpenter and A Kinzig, 'Resilience, adaptability and transformability in social-ecological systems' *Ecology and Society*, vol. 9, 2004, p.5, quoted in *ibid.*, p. 22.

²⁶⁵ B Birrell, *Population growth and sustainability*, *op. cit.*, pp. 5-6.

²⁶⁶ KD Cocks and BD Foran, 'Quality of life as a discretionary determinant of Australia's long-term population', in *Population 2040: Australia's choice*, Proceedings of the symposium of the 1994 annual general meeting of the Australian Academy of Science, Australian Academy of Science, Canberra, 1995, quoted in S Cork, *Ways forward in the population and environment debate*, *op. cit.*, p. 6.

²⁶⁷ B Birrell, *Population growth and sustainability*, *op. cit.*, p. 6.

²⁶⁸ B Foran, 'A bigger Australia teeters on the edge: comparing the 2010 'Physical Implications' and 2002 'Future Dilemmas' studies of population growth options', *People and Place*, 2010, v. 18, no. 4, pp. 50 and 51; S Cork, *Ways forward in the population and environment debate*, *op. cit.*, pp. 10 and 9.

²⁶⁹ B Birrell, *Population growth and sustainability*, *op. cit.*, p. 9.

²⁷⁰ *Ibid.*, pp. 9-12.

²⁷¹ B Birrell, *Population growth and sustainability*, *op. cit.*, p. 16.

²⁷² *Ibid.*, pp. 18-19.

²⁷³ *Ibid.*, p.

²⁷⁴ P McManus, *Vortex cities to sustainable cities: Australia's urban challenge*, *op. cit.*, p. 108.

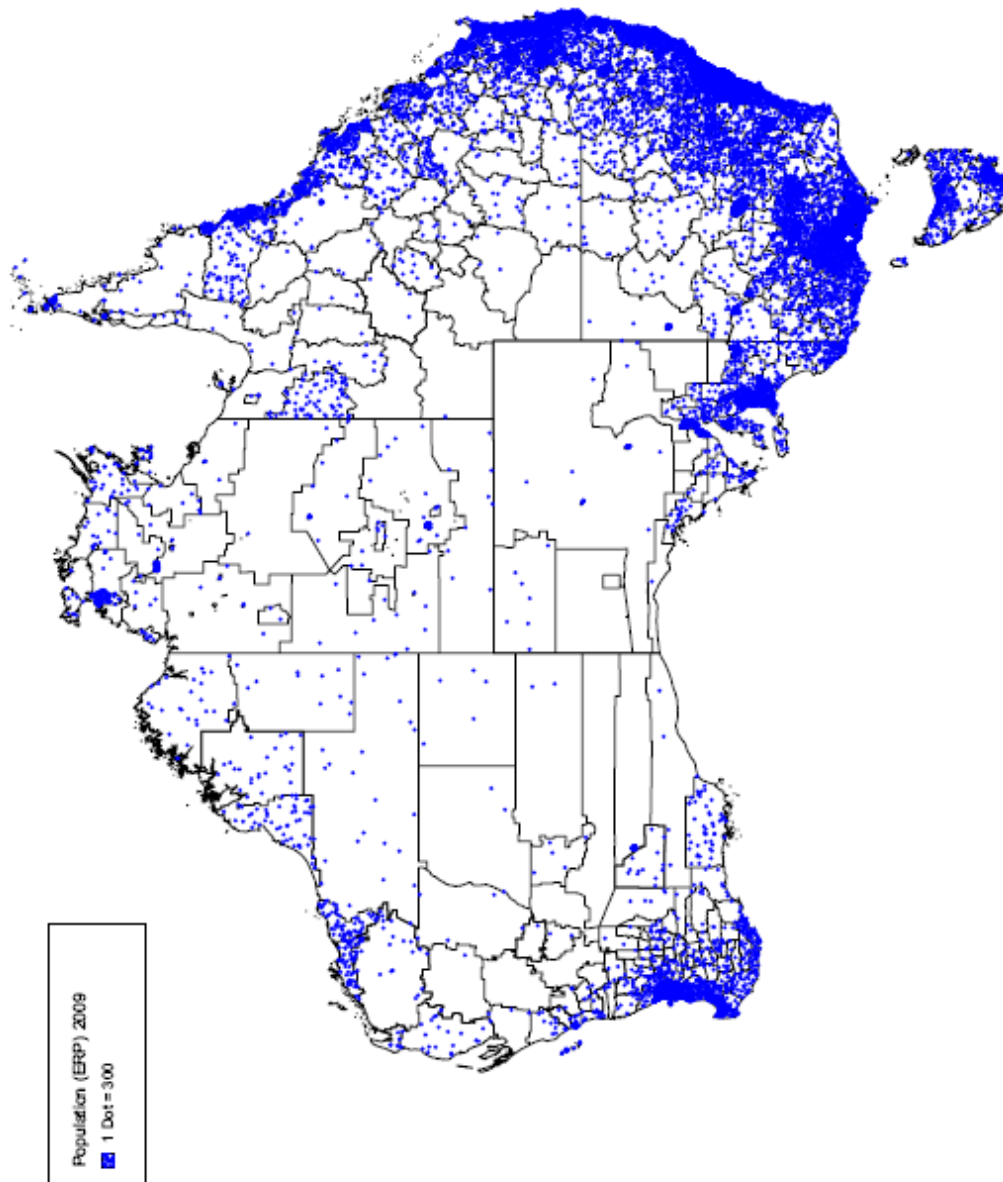
²⁷⁵ S Cork, *Ways forward in the population and environment debate*, *op. cit.*, p. 12.

²⁷⁶ B Foran, 'A Bigger Australia teeters on the edge: comparing the 2010 'Physical Implications' and 2002 'Future Dilemmas' Studies of Population Growth Options', *op. cit.*, p. 50.

²⁷⁷ See also, J Coghlan, [Big Australia: Governments need to decide if they want 'Green' Australia or 'White' Australia](#), Australian Policy Online, 10 June 2011, viewed 27 June 2011.

APPENDIX ONE

POPULATION DISTRIBUTION ACROSS THE COUNTRY



Source: BITRE analysis of statistical local area (SLA) population data from ABS (2010), cat. no. 3218.00

(Source: Australian Government, [Our Cities: The challenge of change](#), Background and research paper, 2010, p. 23)

APPENDIX TWO

STATES AND TERRITORIES OF INTENDED RESIDENCE, SETTLER ARRIVALS 1985-86 TO 2009-10

Australia

Table 1.1 States and territories of intended residence, settler arrivals 1985-86 to 2009-10

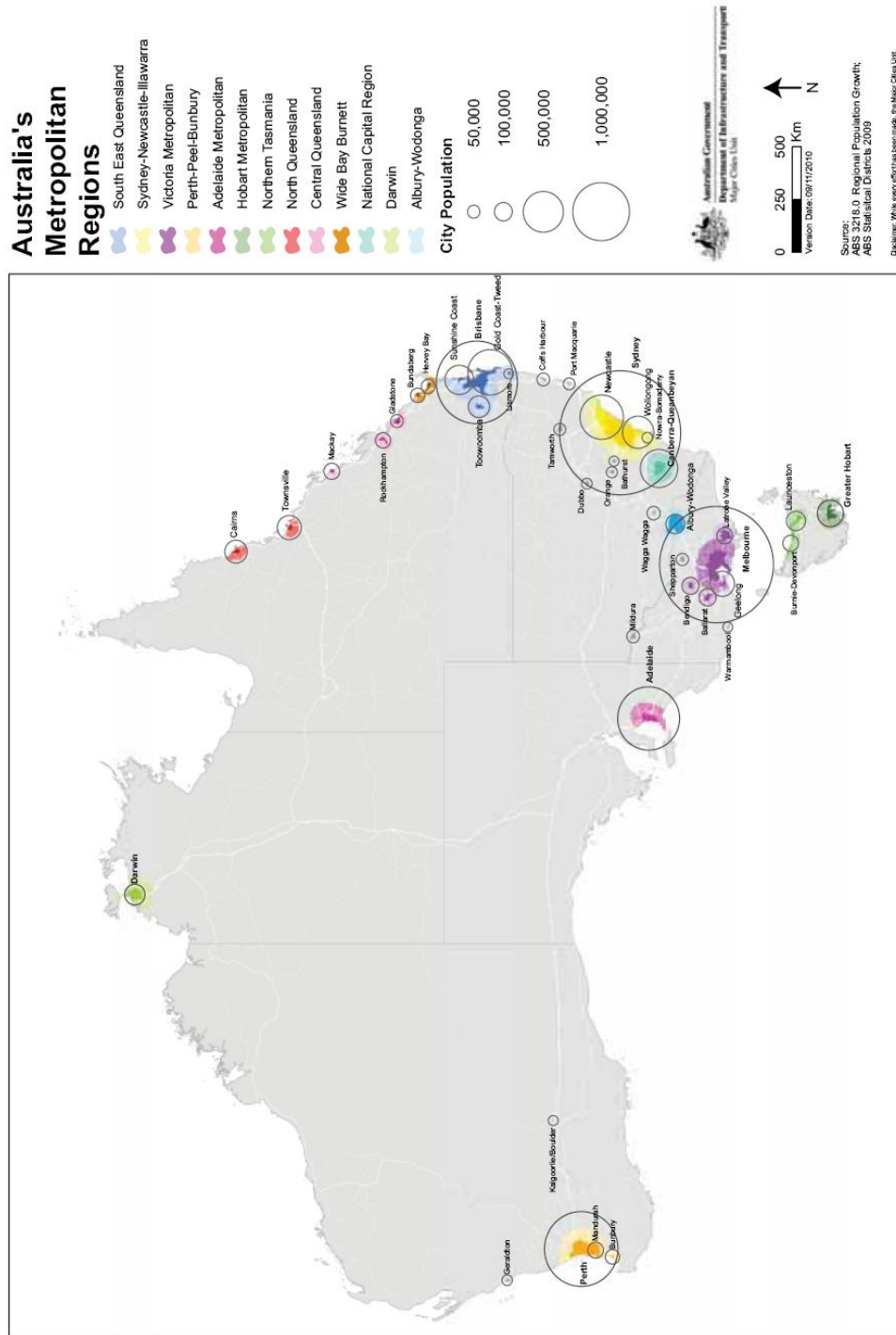
Financial Year	NSW	%	Vic	%	Qld.	%	SA	%	WA	%	Tas	%	NT	%	ACT	%	Total (a)
1985-86	36 760	39.8	23 848	25.8	11 772	12.7	4 923	5.3	11 572	12.5	948	1.0	1 045	1.1	1 358	1.5	92 410
1986-87	45 569	40.2	29 007	25.6	14 042	12.4	5 701	5.0	15 710	13.9	938	0.8	941	0.8	1 401	1.2	113 309
1987-88	57 286	39.9	35 050	24.4	20 988	14.6	6 278	4.4	20 054	14.0	1 015	0.7	1 053	0.7	1 766	1.2	143 490
1988-89	56 065	38.6	35 024	24.1	21 780	15.0	6 867	4.7	22 278	15.3	846	0.6	927	0.6	1 523	1.0	145 316
1989-90	47 153	38.9	31 788	26.2	15 922	13.1	5 898	4.9	17 512	14.4	864	0.7	733	0.6	1 343	1.1	121 227
1990-91	47 569	39.1	32 071	26.4	16 243	13.3	5 963	4.9	15 819	13.0	709	0.6	825	0.7	1 488	1.2	121 688
1991-92	44 066	41.0	27 547	25.7	15 189	14.1	4 796	4.5	11 712	10.9	617	0.6	569	0.5	1 178	1.1	107 391
1992-93	32 093	42.0	19 053	25.0	10 939	14.3	3 534	4.6	7 928	10.4	401	0.5	426	0.6	949	1.2	76 330
1993-94	30 886	44.3	15 918	22.8	10 267	14.7	3 201	4.6	7 743	11.1	465	0.7	372	0.5	807	1.2	69 768
1994-95	38 056	43.5	19 968	22.8	13 179	15.1	3 782	4.3	10 379	11.9	552	0.6	496	0.6	1 001	1.1	87 428
1995-96	44 327	44.7	22 269	22.5	15 284	15.4	3 842	3.9	11 318	11.4	556	0.6	494	0.5	1 021	1.0	99 139
1996-97	37 212	43.4	18 266	21.3	14 640	17.1	3 336	3.9	10 518	12.3	431	0.5	490	0.6	833	1.0	85 752
1997-98	31 694	41.0	16 233	21.0	15 095	19.5	3 069	4.0	9 741	12.6	369	0.5	435	0.6	657	0.8	77 327
1998-99	35 141	41.8	17 291	20.5	16 028	19.0	3 320	3.9	10 672	12.7	442	0.5	474	0.6	763	0.9	84 143
1999-00	39 311	42.6	19 319	20.9	17 286	18.7	3 105	3.4	11 512	12.5	444	0.5	471	0.5	809	0.9	92 272
2000-01	46 745	43.5	24 159	22.5	19 535	18.2	3 183	3.0	11 565	10.8	564	0.5	472	0.4	1 115	1.0	107 366
2001-02	35 301	39.7	21 374	24.0	15 825	17.8	3 316	3.7	10 954	12.3	589	0.7	459	0.5	1 075	1.2	88 900
2002-03	36 431	38.8	23 109	24.6	16 182	17.2	3 657	3.9	12 279	13.1	811	0.9	483	0.5	957	1.0	93 914
2003-04	40 561	36.3	28 028	25.1	20 284	18.2	4 773	4.3	15 411	13.8	884	0.8	596	0.5	1 050	0.9	111 590
2004-05	44 746	36.3	30 581	24.8	22 660	18.4	6 364	5.2	16 318	13.2	944	0.8	592	0.5	1 217	1.0	123 424
2005-06	44 661	33.9	32 297	24.5	24 862	18.9	9 099	6.9	17 638	13.4	879	0.7	780	0.6	1 372	1.0	131 593
2006-07	43 835	31.3	34 698	24.8	28 640	20.4	10 061	7.2	19 783	14.1	968	0.7	843	0.6	1 311	0.9	140 148
2007-08	43 520	29.1	37 213	24.9	32 496	21.8	9 896	6.6	22 738	15.2	1 092	0.7	888	0.6	1 518	1.0	149 365
2008-09	47 030	29.8	39 559	25.0	33 029	20.9	9 695	6.1	24 463	15.5	1 219	0.8	1 079	0.7	1 942	1.2	158 021
2009-10	42 267	30.1	36 725	26.1	24 946	17.7	11 377	8.1	20 976	14.9	1 250	0.9	1 196	0.9	1 869	1.3	140 610

(a) Includes 'not stated' and Other Territories.

(Source: DIAC, [Settler Arrivals 2009-10](#), December 2010, p.4)

APPENDIX THREE

AUSTRALIA: METROPOLITAN REGIONS



(Source: Australian Government, [Our Cities: The challenge of change](#), 2010, p. 28)

APPENDIX FOUR

ESTIMATED AND PROJECTED POPULATION, by age and regions, NSW

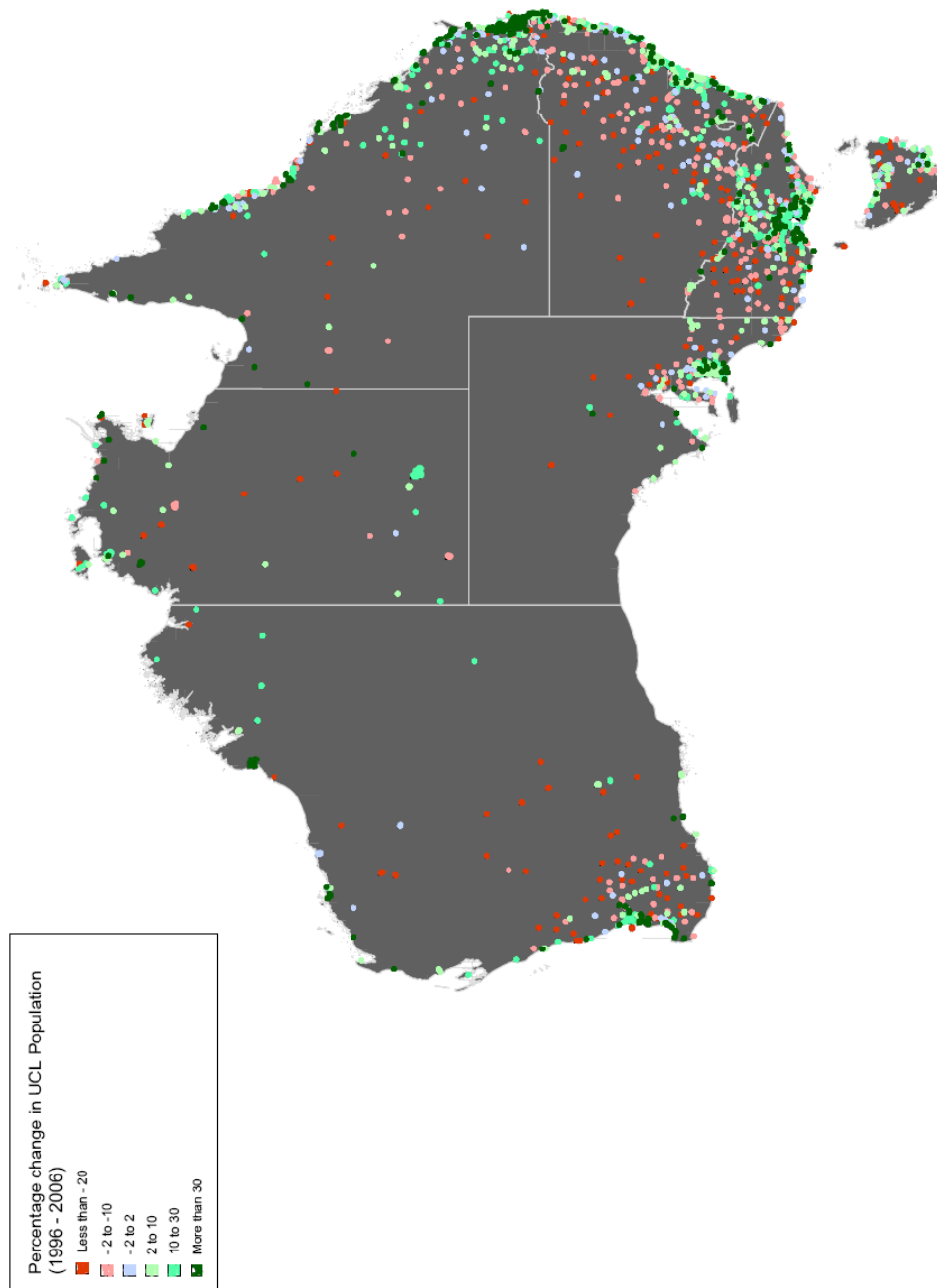
Statistical Division/Statistical Subdivision (SD/SSD)	0-14	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85 and over	Total persons
	%	%	%	%	%	%	%	%	%	'000
2006										
Sydney SD	19.2	14.2	15.9	15.3	13.4	10.1	6.1	4.3	1.5	4 282.0
Newcastle SSD	19.5	13.9	12.5	13.7	13.8	11.5	7.7	5.7	1.8	517.4
Hunter SD Bal SSD	20.3	11.6	10.6	13.6	13.9	12.7	9.4	6.1	1.9	100.1
Wollongong SSD	19.8	14.2	12.8	14.1	13.7	10.7	7.8	5.4	1.5	278.1
Nowra Bomaderry SSD-Illawarra SD Bal SSD	19.7	11.0	9.1	12.8	13.9	13.9	10.8	6.8	2.0	136.7
Richmond-Tweed SD	19.3	12.0	10.0	13.4	15.5	12.2	8.8	6.7	2.1	230.1
Mid-North Coast SD	19.5	11.2	8.9	12.8	14.9	13.5	10.0	6.9	2.2	296.7
Northern SD	21.4	13.2	11.1	13.3	13.9	12.1	8.3	5.0	1.7	180.2
North Western SD-Far West SD	22.4	12.1	11.3	13.7	14.0	11.8	8.2	5.0	1.5	139.4
Central West SD	21.2	13.4	11.4	13.4	13.7	11.9	8.1	5.2	1.7	178.8
South Eastern SD	20.0	11.6	10.6	14.3	15.0	13.1	8.5	5.2	1.6	207.6
Murrumbidgee SD	22.1	14.2	12.1	13.5	13.4	10.5	7.5	4.9	1.6	154.0
Murray SD	20.4	12.7	11.2	13.3	14.5	12.0	8.5	5.8	1.8	115.4
New South Wales	19.6	13.6	14.1	14.6	13.7	10.9	7.0	4.9	1.6	6 815.9
2036										
Sydney SD	18.1	13.2	14.5	13.8	12.3	10.1	8.4	6.3	3.3	5 982.2
Newcastle SSD	16.7	11.3	10.6	11.9	12.2	11.9	11.6	9.3	4.6	675.9
Hunter SD Bal SSD	17.3	9.2	9.2	11.2	11.9	12.6	13.2	10.4	5.1	128.2
Wollongong SSD	17.2	11.9	11.4	12.0	11.9	11.2	10.9	8.9	4.5	339.0
Nowra Bomaderry SSD-Illawarra SD Bal SSD	15.5	8.5	7.3	9.7	11.2	13.7	15.8	12.4	5.9	190.2
Richmond-Tweed SD	16.2	9.8	8.6	11.1	12.2	12.7	13.2	10.8	5.4	315.4
Mid-North Coast SD	15.3	8.4	7.2	9.7	11.6	13.6	15.2	12.7	6.2	387.2
Northern SD	17.5	11.2	9.3	10.3	11.3	12.0	12.7	10.5	5.0	168.5
North Western SD-Far West SD	17.7	9.6	9.6	11.1	12.1	12.7	12.7	10.0	4.5	123.1
Central West SD	17.2	10.2	9.4	11.2	12.0	12.3	12.5	10.2	5.0	183.5
South Eastern SD	16.8	9.3	9.1	11.4	12.7	13.3	13.1	9.9	4.5	286.9
Murrumbidgee SD	18.4	12.0	10.3	11.1	11.5	11.5	11.5	9.3	4.4	164.6
Murray SD	15.0	9.7	8.9	10.5	12.0	12.9	13.7	11.7	5.6	121.7
New South Wales	17.6	12.2	12.8	12.9	12.2	10.9	9.9	7.7	3.9	9 066.2

Source: New South Wales State and Regional Population Projections: 2008 Release, NSW Department of Planning.

(Source: C Libreri (ABS), B O'Reilly (NSW Department of Ageing), [Disability and Home Care, Population Ageing in New South Wales 2008](#), ABS, 2008, p. 7)

APPENDIX FIVE

REGIONAL GROWTH CENTRES: red dots indicate declining populations, green and aqua dots indicate high rates of population growth

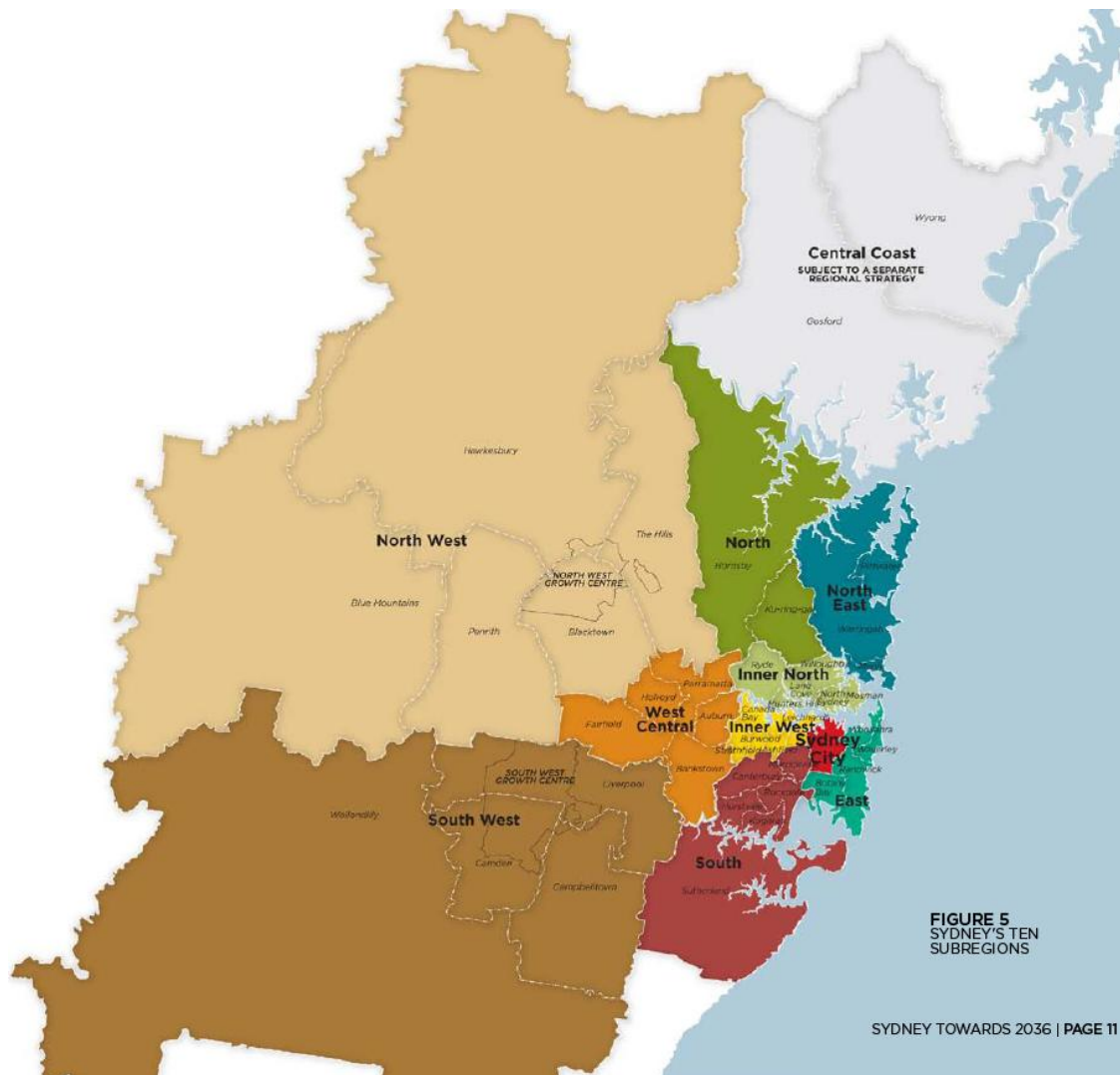


Source: BITRE analysis of ABS Census of Population and Housing 1996 and 2006 customised data on request, for urban centres and localities (UCLs)

(Source: Australian Government, [Our Cities: The challenge of change](#), 2010, p. 31)

APPENDIX SIX

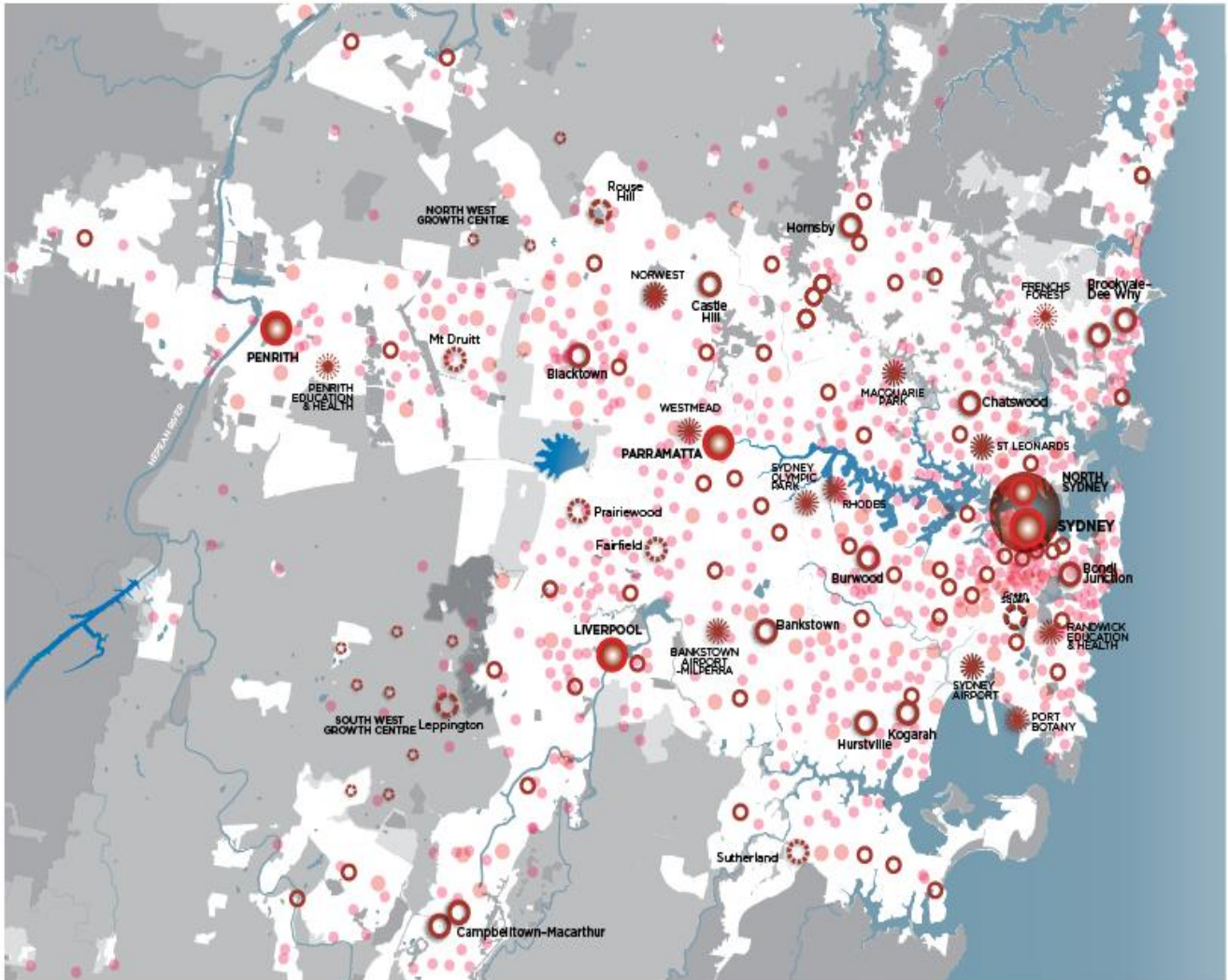
SYDNEY'S 10 SUBREGIONS



(Source: NSW Government, [Metropolitan Strategy Review: Sydney Towards 2036 Discussion Paper](#), 2010, p. 11)








APPENDIX SEVEN

DISTRIBUTION OF EXISTING CENTRES ACROSS SYDNEY



LEGEND—

-  POTENTIAL SPECIALISED CENTRE
-  PLANNED MAJOR CENTRE
-  POTENTIAL MAJOR CENTRE

	CENTRE TYPE	BRIEF DESCRIPTION	APPROX WALKING CATCHMENT
STRATEGIC CENTRES The NSW Government has a strategic interest in the strength of these centres and leads their planning in conjunction with local government	GLOBAL SYDNEY 	Central Sydney & North Sydney Primary focus for national and international business. A cultural, recreation and entertainment destination for the Sydney region	2 km
	REGIONAL CITIES 	Parramatta, Liverpool & Penrith Operate as the 'capitals' of their regions, and contain a full range of services and activities	2 km
	MAJOR CENTRES 	The main shopping and business centres for their subregions	1 km
	SPECIALISED CENTRES 	Perform vital economic and employment roles across the metropolitan area. Include major airports, ports, hospitals, universities and clusters of research and business activities	1 km
LOCAL CENTRES Planning of these centres is led by local government in conjunction with the NSW Government	Town Centres 	A large group of shops and services	800 m
	Villages 	A group of shops and services for daily shopping	400-600 m
	Neighbourhood Centres 	A small group of shops and services. The smallest recognised centre type in this hierarchy	150-200 m

(Source: '[Strategic Direction B, Growing and Renewing Centres](#)', *Metropolitan Plan for Sydney 2036*, pp. 58-59)

APPENDIX EIGHT

SETTLERS IN NSW: Last known residence by statistical division and by migration stream (Arrival dates: 1 Jan 1991–30 Apr 2011)

Last Known Statistical Division of residence	Migration Stream	Total	Total as percentage of State total (approx)
Central West	Family	1358	
	Humanitarian	184	
	Other	26	
	Skilled	1224	
	Unknown	57	
Central West Total		2849	0.33%
Far West	Family	132	
	Humanitarian	6	
	Other	1	
	Skilled	113	
Far West Total		252	0.03%
Hunter	Family	7116	
	Humanitarian	1431	
	Other	79	
	Skilled	5675	
	Unknown	348	
Hunter Total		14649	1.7%
Illawarra	Family	6855	
	Humanitarian	2337	
	Other	74	
	Skilled	5411	
	Unknown	539	
Illawarra Total		15216	1.76%
Mid-North Coast	Family	3219	
	Humanitarian	759	
	Other	40	
	Skilled	1913	
	Unknown	97	
Mid-North Coast Total		6028	0.7%
Murray	Family	928	
	Humanitarian	280	
	Other	5	
	Skilled	846	
	Unknown	46	
Murray Total		2105	0.24%
Murrumbidgee	Family	1574	
	Humanitarian	750	
	Other	16	
	Skilled	2021	
	Unknown	32	
Murrumbidgee Total		4393	0.5%
North Western	Family	824	

	Humanitarian	39	
	Other	5	
	Skilled	811	
	Unknown	32	
North Western Total		1711	0.2%
Northern (NSW)	Family	1240	
	Humanitarian	138	
	Other	11	
	Skilled	1483	
	Unknown	68	
Northern (NSW) Total		2940	0.34%
Not Recorded	Family	28323	
	Humanitarian	3002	
	Other	850	
	Skilled	29385	
	Unknown	2757	
Not Recorded Total		64317	7.45%
Richmond-Tweed	Family	4154	
	Humanitarian	186	
	Other	24	
	Skilled	2087	
	Unknown	104	
Richmond-Tweed Total		6555	0.76%
South Eastern	Family	2636	
	Humanitarian	289	
	Other	19	
	Skilled	1624	
	Unknown	125	
South Eastern Total		4693	0.54%
Sydney	Family	287222	
	Humanitarian	95094	
	Other	2424	
	Skilled	328984	
	Unknown	24,278	
Sydney Total		738,002	85.45%
NSW total		863,710	

Caveats:

1.This report has been produced from the DIAC Settlement Database which is updated on the 4th of each month.

2.The data in this report have been compiled from a number of sources within the Department of Immigration and Citizenship and other Commonwealth agencies.

3.The data in this report represent migrants who have obtained permanent Australian resident status prior to or after arrival or have been granted certain provisional visas which lead to permanent residency.

4.Migrants in this report will include those who arrived, or who were granted a

permanent visa onshore, during the selected timeframe of the report and who currently reside in the selected location/s of the report.

5.Migrant locations may not be current due to limitations in the capture of residential information and may result in inaccurate counts of migrants in some geographical locations.

6.The collection of certain types of migrant information is not mandatory and may result in an undercount of migrants in reports.

7.Data values including 'not stated', 'invalid' or 'not recorded' indicate that data cannot be displayed or are otherwise unavailable.

(Source: DIAC, DIAC Settlement Database, statistical report generated 7 June 2011)