

# Part 1 | Departmental Overview

## ROLE AND FUNCTIONS

The department is responsible to two Ministers: the Minister for Immigration and Multicultural and Indigenous Affairs, Senator the Hon. Amanda Vanstone and the Minister for Citizenship and Multicultural Affairs, the Hon. Gary Hardgrave MP.

The portfolio consists of:

- Department of Immigration and Multicultural and Indigenous Affairs (DIMIA)
- Aboriginal and Torres Strait Islander Commission (ATSIC)
- Aboriginal and Torres Strait Islander Services (ATSIS)
- Aboriginal Hostels Limited (AHL)
- Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS)
- Indigenous Business Australia (IBA)
- Indigenous Land Corporation (ILC)
- Migration Review Tribunal (MRT)
- Office of Evaluation and Audit (OEA)
- Refugee Review Tribunal (RRT)
- Registrar of Aboriginal Corporations (RAC)
- Torres Strait Regional Authority (TSRA).

The following non-statutory bodies advise the portfolio: the Council for Multicultural Australia, the Refugee Resettlement Advisory Council and the Immigration Detention Advisory Group. Membership of these non-statutory bodies at June 2004 was as follows:

### **Council for Multicultural Australia**

Mr Benjamin Chow (NSW) Chair  
 Dr Mustapha Alameddin (NSW)  
 Ms Barbra Blomberg (TAS)  
 Ms Catherine Boomer (ACT)  
 Mr Julian Heath (NSW)  
 Dr Helen Nugent (NSW)  
 Mr David Peel (QLD)  
 Ms Fofy Prouzos (ACT)

Ms Stavroula Raptis (SA)  
 Assoc Prof Boni Robertson (QLD)  
 Dr Colin Rubenstein (VIC)  
 Ms Jillian Segal (NSW)  
 Mr Yasser Soliman (VIC)  
 Prof Tom Stannage (WA)  
 Ms Karen Stewart (VIC)  
 Supt Mick Van Heythuysen (NT)  
 Ms Jenny Wong (QLD)  
 Mr Wilson Wu (WA)

### **Refugee Resettlement Advisory Council**

Major General Warren Glennly AO RFD ED (Retd) (Chair)  
 Dr Mohammed Taha Alsalami  
 Mr Paris Aristotle AM  
 Mr Mohamed Abdi  
 Ms Carmel Guerra  
 Mr Kevin Liston  
 Mrs Jeannie Mok  
 Ms Margaret Piper  
 Ms Irene Ross

### **Immigration Detention Advisory Group**

The Hon John Hodges (Chair)  
 Dr Mohammed Taha Alsalami  
 Mr Paris Aristotle AM  
 Air Marshal Ray Funnell AC (Retd)  
 Major General Warren Glennly AO RFD ED (Retd)  
 The Hon Gerry Hand  
 Professor Harry Minas

There is also extensive consultation with the Migration Agents Registration Authority (MARA).

During the year, one external reference group was consulted in the following area:

### **Immigration Advice and Application Assistance Scheme**

Mr Ian Spicer AM (Chair)

The Hon Lou Lieberman

The Hon Dr Gary Johns

Mr Michael Tidball

Mr Ray Brown

In addition, the portfolio represents the Commonwealth interest in one company limited by guarantee - the National Accreditation Authority for Translators and Interpreters (NAATI) Limited.

The department's mission is *Australia, enriched through the entry and settlement of people; valuing its heritage, citizenship and cultural diversity; and recognising the special place of Indigenous people as its original inhabitants.*

The department manages the permanent and temporary entry of people to Australia, enforces immigration law, settles migrants and refugees, promotes the benefits of citizenship and cultural diversity and works with other portfolio agencies and departments to advance the social, economic and cultural interests and status of Indigenous people.

The tasks assigned to the portfolio are:

- arrangements for the settlement of migrants and humanitarian entrants, other than migrant child education
- border (immigration) control
- citizenship
- entry, stay and departure arrangements for non-citizens
- ethnic affairs
- Indigenous affairs and reconciliation
- multicultural affairs.

The services provided by the department overseas and in Australia include:

- issuing visas for migrants and temporary entrants (eg tourists, students and business visitors)
- processing people moving into and out of Australia
- assessing the character, health and bona fides of applicants applying for entry into Australia
- meeting Australia's international protection obligations and contributing to the resettlement of refugees and those in humanitarian need through the delivery of the Humanitarian Program
- locating, detaining and removing unlawful non-citizens and non-citizens found in breach of visa conditions or not to be of good character
- identifying and reducing irregular migration, people smuggling, trafficking in persons and other immigration malpractice and fraud
- increasing the ability of eligible settlers, particularly the recently arrived, to participate in Australian life, through settlement programs including English language tuition and translating and interpreting services
- promoting the value of Australian citizenship and making decisions on citizenship status
- contributing to maintaining and further enhancing an appreciation of Australia's cultural diversity within a framework of national unity
- providing policy advice on Indigenous issues and reconciliation.

## PORTFOLIO AGENCIES

The role of the Aboriginal and Torres Strait Islander Commission (ATSIC) was for some years to develop policies and manage programs to overcome disadvantage and to improve the economic status and social well-being of Aboriginal people and Torres Strait Islanders living outside the Torres Strait region. The government announced in April 2004 major changes to Indigenous arrangements, including the proposed abolition of ATSIC.

From 1 July 2003, all individual funding decisions concerning programs delivered by ATSIC were made by a new executive agency, Aboriginal and Torres Strait Islander Services (ATSIS).

Aboriginal Hostels Limited (AHL) provides temporary accommodation services for Aboriginal and Torres Strait Islander people in areas of greatest need.

The Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) promotes, publishes and conducts research into fields relevant to Aboriginal and Torres Strait Islander studies and maintains a cultural resource collection.

Indigenous Business Australia (IBA) assists and enhances Aboriginal and Torres Strait Islanders' economic advancement primarily through facilitating Aboriginal and Torres Strait Islander equity involvement in sound commercial ventures and providing a framework to promote greater involvement by Indigenous Australians in small business.

The Indigenous Land Corporation (ILC) aims to provide economic, environmental, social and cultural benefits for Aboriginal

and Torres Strait Islander people by assisting in the acquisition and management of an Indigenous land base.

The Migration Review Tribunal (MRT) is an independent merits review tribunal established to provide fair, just, economical, informal and quick merits review of decisions of the department to refuse or cancel migration visas to non-citizens in Australia.

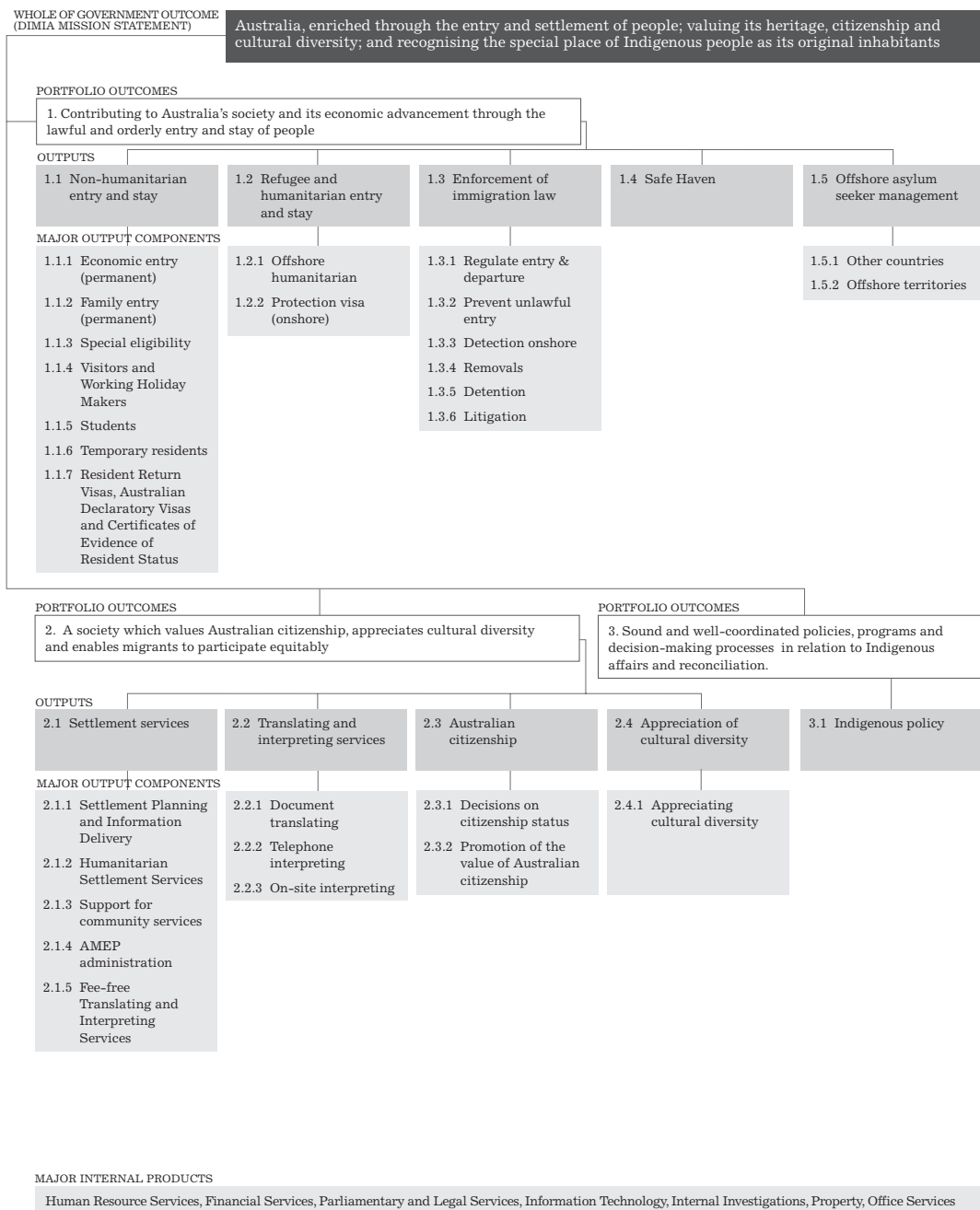
The Office of Evaluation and Audit (OEA) conducts evaluations of all major ATSIC/ATSIS programs on a rolling basis as well as programmed internal audit services.

The Refugee Review Tribunal (RRT) is an independent merits review tribunal established to provide fair, just, economical, informal and quick merits review of decisions of the department to refuse or cancel protection visas to non-citizens in Australia.

The Registrar of Aboriginal Corporations (RAC) is an independent statutory office holder appointed by the Minister. The Registrar administers the *Aboriginal Councils and Associations Act 1976*, which provides Aboriginal and Torres Strait Islander communities, groups and organisations with a means of incorporation including the flexibility to take account of Indigenous customs and traditions.

The Torres Strait Regional Authority (TSRA) formulates, implements and monitors the effectiveness of programs for Torres Strait Islanders and Aboriginal persons living in the Torres Strait area and provides advice to the Minister regarding Torres Strait Islander regional issues.

OUTCOME AND OUTPUT STRUCTURE



# ORGANISATION STRUCTURE

<b>Minister for Immigration and Multicultural and Indigenous Affairs: Sen the Hon Amanda Vanstone</b> <b>Minister for Citizenship and Multicultural Affairs: The Hon Gary Hardgrave MP</b>	
<b>Department of Immigration and Multicultural and Indigenous Affairs</b>	
<b>Deputy Secretary</b> Ed Killesteyn PSM	<b>Secretary</b> Bill Farmer
<b>Deputy Secretary</b> Philippa Godwin	
<b>Special Counsel (AGS)</b> Ian Deane	<b>Indigenous Communities Coordination Taskforce</b> <b>Executive Director: Dianne Hawgood</b>
<b>Financial Strategy Division - Chief Financial Officer: Louise Gray</b>	
<b>Border Control and Compliance Division - Executive Coordinator: Vincent McMahon PSM</b>	
<b>Identity Fraud and Biometrics:</b> Janette Haughton	<b>Compliance and Analysis:</b> Yole Daniels
<b>Entry Policy and Systems:</b> Todd Frew	<b>Offshore Asylum Seeker Management:</b> John Okely
<b>Business Solutions Group - Chief Information Officer: Cheryl Hannah</b>	
<b>IT Business Support and Governance:</b> Michele Fuster	<b>IT Infrastructure and Resource Management:</b> Narelle Dotta
<b>Applications Systems:</b> Matt Kennedy	<b>Client and Business Systems:</b> Chris Gill A/g
<b>Citizenship and Multicultural Affairs Division - First Assistant Secretary: Peter Vardos PSM</b>	
<b>Citizenship and Language Services:</b> Mary-Ann Ellis	<b>Multicultural Affairs:</b> Thu Nguyen-Hoan PSM
<b>Settlement:</b> Jennifer Bryant	
<b>Corporate Governance Division - First Assistant Secretary: John Moorhouse</b>	
<b>Overseas Coordination and Client Services:</b> Ian Parmeter	<b>Human Resource Management:</b> Jim O'Callaghan
<b>Property and Performance Improvement:</b> Lesley Daw	<b>Reporting and Corporate Information Systems:</b> Fran Parker
<b>Migration and Temporary Entry Division - First Assistant Secretary: Abul Rizvi PSM</b>	
<b>Business:</b> Bernie Waters	<b>Migration:</b> Neil Mullenger A/g
<b>Delivery Innovation:</b> Jacki Hickman A/g	<b>Temporary Entry:</b> Arja Keski-Nummi
<b>Office of Aboriginal and Torres Strait Islander Affairs - Executive Coordinator: Peter Vaughan</b>	
<b>Land Legal and Economic Development:</b> Kathryn Shugg	<b>Social Programs and Reconciliation:</b> Bryan Palmer
<b>Parliamentary and Legal Division - First Assistant Secretary: Des Storer</b>	
<b>Legal Services and Litigation:</b> John Evers	<b>Ministerial and Communications:</b> Kate Poope
<b>Visa Framework:</b> Doug Walker	
<b>Refugee, Humanitarian and International Division - First Assistant Secretary: Peter Hughes</b>	
<b>Humanitarian:</b> Robyn Bricket	<b>International Cooperation:</b> Rosemary Greaves
<b>Onshore Protection:</b> Robert Illingworth	
<b>Unauthorised Arrivals and Detention Division - First Assistant Secretary: Steve Davis</b>	
<b>Detention Contract and Infrastructure:</b> David Doberty	<b>Detention Policy:</b> Garry Fleming
<b>Unauthorised Arrivals and Detention Services:</b> Jim Williams	
<b>State/Territory Offices</b>	
<b>ACT &amp; Regions</b> Nelly Siegmund	<b>South Australia</b> John Matthews
<b>New South Wales</b> Nick Nicholls	<b>Tasmania</b> James McCormack
<b>Northern Territory</b> Tony Tucker	<b>Victoria</b> John Williams
<b>Queensland</b> Karen Stanley	<b>Western Australia</b> Jose Alvarez PSM
<b>Overseas Regions</b>	
<b>Bangkok</b> Christine McPaul	<b>New Delhi</b> Greg Kelly
<b>North Asia</b> Christine Sykes	<b>Pretoria</b> Paula Kansky
<b>Beirut</b> Peter Speldewinde	<b>Europe</b> Linda Urquhart
<b>Jakarta:</b> Greg Mills	<b>Washington</b> Janet Mackin
<b>UK and EU Liaison (Based in London)</b> David Watt	<b>South Pacific</b> Peter Watters

<b>Agencies</b>
<b>Aboriginal and Torres Strait Islander Commission</b> Chair: Lionel Quatermaine A/g
<b>Aboriginal and Torres Strait Islander Services</b> CEO: Wayne Gibbons PSM
<b>Aboriginal Hostels Limited</b> Chair: Elaine McKeon AO General Manager: Keith Clarke
<b>Australian Institute of Aboriginal and Torres Strait Islander Studies</b> Chair: Mick Dodson AM A/g Principal: Steve Larkin
<b>Indigenous Business Australia</b> Chair: Joseph Elu General Manager: Ron Morony PSM
<b>Indigenous Land Corporation</b> Chair: Shirley McPherson General Manager: David Galvin
<b>Torres Strait Regional Authority</b> Chair: John (Tashie) Kris CEO: Mike Fordham

<b>Tribunals</b>
<b>Migration Review Tribunal</b> Principal Member: Steve Karas
<b>Refugee Review Tribunal</b> Principal Member: Steve Karas

## DISCUSSION/ANALYSIS OF FINANCIAL PERFORMANCE

From 2001-02, the department was largely funded on the basis of a Purchasing Agreement under which actual funding requirements varied depending upon performance and delivery of outputs. However, in the 2003-04 Budget context, it was recognised that, as a result of changes to government policy and the department's operating environment, such as the dramatic reduction in unauthorised boat arrivals and the changed international security environment, the department's funding framework should be re-examined.

The Purchasing Agreement was ceased pending the outcomes of a comprehensive review of the department's business processes and costs, with the outcome from the review and the department's resourcing requirements beyond 2003-04 to be considered in the 2004-05 Budget.

The end of year results for the department in 2003-04 show an operating deficit of some \$7.7 million. This reflects the combined impact of a number of factors, including the impact of increased IT contract costs and the mismatch between Integrated Humanitarian Settlement Strategy (IHSS) and Litigation revenue and related expenses, where revenues were received in 2002-03 and related expenses incurred in 2003-04. These issues were also factored in to the review of the department's funding taken back to Budget in 2004-05.

It is worth noting that the operating deficit would have been greater had the department not received an asset transfer from the Department of Transport and Regional Services in relation to IRPC related housing on Christmas Island.

There were two significant features to report for the department's financial outcome for 2003-04:

- the continuing low level of unauthorised boat arrivals (UBAs) resulted in a net reduction in expenses relative to budget of some \$113 million (\$67 million against Outcome 1 Administered expenses and \$47 million against departmental outputs - Output 1.5). The budget included a funding provision to process an estimated 1,000 new UBAs and to manage those already in offshore processing centres. However, only 53 new UBAs sought Australia's protection during 2003-04 and a further 29 possible UBAs were returned without seeking protection
- the re-attribution of overheads across all departmental outputs. The re-attribution was undertaken as part of the Review of DIMIA's Business Processes and Costs (see page 187) and was based on an assessment of overheads using the department's comprehensive Activity Based Costing system. The re-attribution increased the share of overheads attributed to some outputs, notably Output 1.1 and 3.1, while it reduced the allocation to others, notably Output 2.1.

Another feature to report is an under-expenditure against Administered expenses for Outcome Two due to lower levels of activity in the Adult Migration English Program as some clients have been slow to make the transition to the new contracted service provider engaged from July 2003.

On 15 April 2004 the Prime Minister announced new arrangements for the delivery of services and programs for Indigenous and Torres Strait Islander peoples. For 2004-05, funding relating to these programs has been transferred to the department pending formal redistribution to other agencies. The funding is reported in the department's Budget 2004-05 against Outcome Four and Outcome Five. As funding was provided to ATSIC and ATSI in 2003-04 there are no corresponding values for the department in the Resource Summary Table.

## RESOURCES SUMMARY TABLES

	BUDGET <sup>(a)</sup> 2003-04 \$'000s	ACTUAL EXPENSES 2003-04 \$'000s	VARIATION (COLUMN 2 MINUS COLUMN 1)	BUDGET 2004-05 \$'000s
<b>OUTCOME 1 - CONTRIBUTE TO AUSTRALIA'S SOCIETY AND ITS ECONOMIC ADVANCEMENT THROUGH THE LAWFUL AND ORDERLY ENTRY AND STAY OF PEOPLE</b>				
Administered Expenses - (including third party outputs) <sup>(b)</sup>	186,786	118,873	(67,913)	148,973
Total Administered Expenses	186,786	118,873	(67,913)	148,973
Price of Departmental Outputs				
Output 1.1: Non-humanitarian entry and stay	244,594	282,445	37,851	308,176
Output 1.2: Refugee and humanitarian entry and stay	53,405	48,187	(5,218)	56,971
Output 1.3: Enforcement of immigration law	348,427	343,221	(5,206)	309,218
Output 1.4: Safe Haven	0	340	340	300
Output 1.5: Offshore asylum seeker management	69,384	22,432	(46,952)	48,442
Total Output 1	715,810	696,625	(19,185)	723,107
Revenue from Government (Appropriation) for Departmental Outputs	680,437	633,639	(46,798)	701,244
Revenue from Other Sources	35,373	47,912	12,539	21,863
Total Price of Outputs	715,810	681,551	(34,259)	723,107
Total for Outcome 1 (Total Price of Outputs & Administered Expenses)	902,596	800,424	(102,172)	872,080
			<b>2003-04</b>	<b>2004-05</b>
Average Staffing Levels			4,064	4,245
<b>OUTCOME 2 - A SOCIETY WHICH VALUES AUSTRALIAN CITIZENSHIP, APPRECIATES CULTURAL DIVERSITY AND ENABLES MIGRANTS TO PARTICIPATE EQUITABLY</b>				
Administered Expenses - (Including third party outputs)	147,114	130,917	(16,197)	170,779
Total Administered Expenses	147,114	130,917	(16,197)	170,779
Price of Departmental Outputs				
Output 2.1: Settlement services	69,829	56,945	(12,884)	85,983
Output 2.2: Translating and interpreting services	22,282	19,452	(2,830)	11,366
Output 2.3: Australian citizenship	20,934	28,628	7,694	26,624
Output 2.4: Appreciation of cultural diversity	13,120	11,731	(1,389)	10,543
Total Output 2	126,165	116,756	(9,409)	134,516
Revenue from Government (Appropriation) for Departmental Outputs	113,169	113,168	(1)	120,943
Revenue from Other Sources	12,996	13,692	696	13,573
Total Price of Outputs	126,165	126,860	695	134,516
Total for Outcome 2 (Total Price of Outputs & Administered Expenses)	273,279	247,673	(25,606)	305,295
			<b>2003-04</b>	<b>2004-05</b>
Average Staffing Levels			724	759
<b>OUTCOME 3 - SOUND AND WELL-COORDINATED POLICIES, PROGRAMS AND DECISION-MAKING PROCESSES IN RELATION TO INDIGENOUS AFFAIRS AND RECONCILIATION</b>				
Administered Expenses - (Including third party outputs)	20,554	18,799	(1,755)	4,500
Total Administered Expenses	20,554	18,799	(1,755)	4,500
Price of Departmental Outputs				
Output 3.1: Sound and well-coordinated policies, programs and decision-making processes in relation to indigenous affairs and reconciliation	3,381	6,084	2,703	5,908
Revenue from Government (Appropriation) for Departmental Outputs	3,351	3,351	-	5,807
Revenue from Other Sources	30	53	23	101
Total Price of Outputs	3,381	3,404	23	5,908
Total for Outcome 3 (Total Price of Outputs & Administered Expenses)	23,935	22,203	(1,732)	10,408
			<b>2003-04</b>	<b>2004-05</b>
Average Staffing Levels			38	40

	BUDGET <sup>(a)</sup> 2003-04 \$'000s	ACTUAL EXPENSES 2003-04 \$'000s	VARIATION (COLUMN 2 MINUS COLUMN 1)	BUDGET 2004-05 \$'000s
<b>OUTCOME 4 - THE ECONOMIC, SOCIAL AND CULTURAL EMPOWERMENT OF ABORIGINAL AND TORRES STRAIT ISLAND PEOPLES IN ORDER THAT THEY MAY FREELY EXERCISE THEIR RIGHTS EQUITABLY WITH OTHER AUSTRALIANS.</b>				
Administered Expenses - (Including third party outputs)	-	-		190,864
Total Administered Expenses	-	-		190,864
Price of Departmental Outputs				
Output 1: Policy and Advocacy	-	-		19,715
Output 2: Evaluation and audit				293
Output 3: Home loans				17,368
Total output 4.1 to 4.3				37,376
Revenue from Government (Appropriation) for Departmental Outputs	-	-		9,696
Revenue from Other Sources	-	-		27,680
Total Price of Outputs	-	-		37,376
Total for Outcome 4 (Total Price of Outputs & Administered Expenses)	-	-		228,240
			<b>2003-04</b>	<b>2004-05</b>
Average Staffing Levels				92
<b>OUTCOME 5 - EFFECTIVE DELIVERY OF POLICY ADVOCACY SUPPORT AND PROGRAM SERVICES TO ABORIGINAL AND TORRES STRAIT ISLAND PEOPLES.</b>				
Administered Expenses - (Including third party outputs)	-	-		1,022,681
Total Administered Expenses	-	-		1,022,681
Price of Departmental Outputs				
Output 1: Promotion of Cultural Authority	-	-		20,545
Output 2: Advancement of Indigenous Rights and Equity				20,928
Output 3: Improvement to Social and Physical Wellbeing				51,007
Output 4: Economic Development				58,957
Output 5: Capacity Building and Quality Assurance				24,544
Total Output 5.1 to 5.5				175,981
Revenue from Government (Appropriation) for Departmental Outputs	-	-		173,035
Revenue from Other Sources	-	-		2,946
Total Price of Outputs	-	-		175,981
Total for Outcome 5 (Total Price of Outputs & Administered Expenses)	-	-		1,198,662
			<b>2003-04</b>	<b>2004-05</b>
Average Staffing Levels				1,242

(a) Full year budget including additional estimates

(b) Includes bad debts write-off of \$57 million in 2004 budget (actual \$62 million)