
The Parliament of the Commonwealth of Australia

Report of the 2009
New Zealand Parliamentary
Committee Exchange
24-27 August 2009

Joint Standing Committee on the National Capital and External Territories

June 2010
Canberra

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Chair's foreword

The committee welcomed the opportunity to represent the Australian Parliament in its participation in the 2009 committee exchange program.

The committee undertook its visit to New Zealand in the context of gaining a better understanding of how New Zealand administers its external territories of Tokelau in the Pacific and the Ross Dependency in Antarctica. In addition, in line with its advisory role on the national capital, the committee was interested to compare the way in which urban design is applied to the capital of New Zealand. The committee also renewed its parliament to parliament ties.

In regard to New Zealand's external territory in the Pacific, the committee was able to gain an insight into the complexities of ensuring adequate service delivery and gain an appreciation of the challenges which may be encountered in seeking to improve economic development for a small and relatively isolated economy.

In addition, the committee was fortunate to be given the opportunity to meet with the Select Committee on Foreign Affairs, Defence and Trade (FADT) to discuss ongoing inquiries which were of mutual benefit.

At the time of the committee's visit to New Zealand it was inquiring into the changing economic environment in the Indian Ocean Territories of Christmas Island and the Cocos (Keeling) Islands. The visit greatly enhanced the committee's understanding of the types of economic and social challenges which may be encountered through its inquiry and also provided it with the opportunity to relay Australia's experience in administration of its external territories.

In a broader context, the committee gained a greater appreciation of Australia and New Zealand's joint role in the Pacific region through its meetings with the Minister for Foreign Affairs, the Hon Murray McCully MP and officials from the Ministry of Foreign Affairs and Trade. The committee was also appreciative of the opportunity to meet with the Hon Chris Carter MP, Shadow spokesperson for Foreign Affairs.

In conclusion, and on behalf of the committee, I would like to thank the range of groups, departments and individuals in New Zealand who participated in the visit meetings and activities. The support and enthusiasm of all involved ensured the visit was productive and memorable.

Senator Lundy
Chair



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Membership of the committee

Chair Senator Kate Lundy

Deputy Chair Mr Patrick Secker MP (until 9/03/10)

Mr Michael Johnson MP
(from 17/03/10)

Members Hon Dick Adams MP

Ms Anna Burke MP

Ms Annette Ellis MP

Mr Michael Johnson MP
(from 9/03/10)

Mr Paul Neville MP

Mr Jim Turnour MP

Senator Judith Adams (from 11/03/10)

Senator Trish Crossin

Senator the Hon Alan Ferguson

Senator Gary Humphries (until
7/09/09, then from 27/10/09)

Senator Barnaby Joyce (until 11/03/10)

Senator the Hon Nigel Scullion (from
7/09/09 until 27/10/09)



Membership of the delegation

Leader	Senator Kate Lundy
Deputy Leader	Mr Patrick Secker MP
Members	Hon Dick Adams MP Ms Anna Burke MP Senator Trish Crossin Senator the Hon Alan Ferguson Senator Gary Humphries Mr Paul Neville MP
Delegation Secretary	Ms Stephanie Mikac



Visit objectives

The objectives of the 2009 Committee Exchange Program with New Zealand was to:

- Renew links with the New Zealand Parliament.
- Develop enhanced contacts with New Zealand's Parliamentary committees and, in particular, the Foreign Affairs, Defence and Trade (FADT) committee.
- Gain an insight into and appreciation of the FADT committee's inquiries on:
 - ⇒ New Zealand's relationship with South Pacific countries with particular reference to sustainable development
 - ⇒ Financial review of the New Zealand Antarctic Institute.
- Acquire an understanding of the New Zealand Government's experience in administering its external territories.



List of abbreviations

ANDRILL	Antarctic Geological Drilling
CAML	Census of Antarctic Marine Life
CCI	Capital City Initiative
FADT	New Zealand Select Committee on Foreign Affairs, Defence and Trade
IOTs	Indian Ocean Territories
MP	Member of Parliament
NZ	New Zealand
PCEP	Australia-New Zealand Parliamentary Committee Exchange Program
RSE	Recognised Seasonal Employer
SDPA	Sustainable Development Programme of Action
USA	United States of America



Acknowledgements

During its visit to New Zealand as part of the Parliamentary Committee Exchange Program from 24-27 August 2009, the committee met with a range of parliamentarians and departmental officers, all of whom were welcoming and assisted the delegation through discussion that was of mutual interest and benefit.

In particular, the committee thanks: the Hon Dr Lockwood Smith MP, Speaker of the Parliament of New Zealand, the Hon Murray McCully MP, Minister for Foreign Affairs, the Hon Chris Carter MP, Opposition Foreign Affairs Spokesperson, the Parliament of New Zealand's Foreign Affairs, Defence and Trade Select Committee, the New Zealand-Australia Parliamentary Friendship Group, Officers of various public service agencies including Antarctica New Zealand, the Ministry of Foreign Affairs and Trade, the Ministry of Pacific Island Affairs, the Department of Labour, Immigration New Zealand, the Ministry for the Environment and the Ministry of Health.

The committee also acknowledges and thanks His Excellency, Dr John Larkindale, New Zealand High Commissioner to Australia, Ms Amanda Gorely, Deputy High Commissioner, Australian High Commission in New Zealand and His Excellency Mr George Fergusson, High Commissioner, British High Commission and Governor of the Pitcairn Islands.

For their assistance and professional support throughout the visit, the committee thanks Mr Max Simmons, Visits Manager, Department of Internal Affairs and Ms Kate Thornton, Parliamentary Officer - Inward Visit Programme, Office of the Clerk, Parliament of New Zealand.

Introduction

Brief overview of the New Zealand Parliamentary Committee Exchange Program

- 1.1 Since 1989, the Australia-New Zealand Parliamentary Committee Exchange Program (PCEP) has provided a forum for discussion on topical issues for Australian and New Zealand Parliamentary committees. The program has also provided opportunities to strengthen the broader relationship between the two countries at the parliamentary level.
- 1.2 PCEP is a parliamentary exchange program, offered annually to Senate, House and joint committees on a rotational basis on application. The program operates through a reciprocal arrangement between the Australian and New Zealand Parliaments, where both parliaments host a visiting committee.
- 1.3 In 2009, for the first time since PCEP commenced, the Joint Standing Committee on the National Capital and External Territories (the committee) was selected to participate in the program as a delegation of the Australian Parliament.

Role of the committee

- 1.4 The committee was established by resolution of the Parliament on 13 February 2008. The committee's resolution of appointment empowers the committee to inquire into and report on: works within the Parliamentary Zone, amendments to the National Capital Plan (the

principle planning document for Canberra as the National Capital) and any matters relating to Australia's external territories.

- 1.5 Australia's external territories are: the Australian Antarctic Territory, Heard Island and McDonald Islands, Christmas Island, the Cocos (Keeling) Islands, Norfolk Island, the Coral Sea Islands, and Ashmore and Cartier Islands.
- 1.6 In addition, the committee may inquire into the annual reports of relevant Government departments and authorities as tabled in the Parliament.

Visit objectives

- 1.7 During the time of the committee's visit to New Zealand, the inquiry into the changing economic environment in the Indian Ocean Territories (IOTs) was underway and the committee was interested in discussing the economic issues facing New Zealand's external territories.
- 1.8 The New Zealand Select Committee on Foreign Affairs, Defence and Trade's (FADT) Inquiry into New Zealand's relationship with South Pacific countries offered an opportunity for the committee to discuss the issues arising from assisting with economic development.
- 1.9 The committee was particularly interested in discussing the FADT committee's interim inquiry findings as similar issues were expected to be encountered in regard to the IOTs inquiry.
- 1.10 New Zealand has responsibility for two external territories: Tokelau in the South Pacific and the Ross Dependency in Antarctica and so, the visit also offered opportunities for the committee to discuss and compare current funding and service delivery arrangements for external territories.
- 1.11 The committee was also fortunate to be briefed on the town and city planning policies applied to Wellington.
- 1.12 In addition, the delegation was provided with the opportunity to discuss New Zealand's progress with the operation of the Recognised Seasonal Employer Program.
- 1.13 A summary of the committee's visit objectives is included in the front of this report.

Program of meetings and inspections

- 1.14 The delegation's program of meetings and inspections provided an opportunity to meet with members of the FADT committee, departmental and ministry officers. These meetings enabled the delegation to examine and gain a greater understanding of the administrative and funding arrangements applied to New Zealand's: external territories, Antarctic research and support programs, capital city town planning principles, and the seasonal guest workers program.
- 1.15 The visit program also provided the committee with the opportunity to discuss Australia's experience in administering its external territories, elements of the Australian Antarctic program and planning principles applied to Australia's national capital.
- 1.16 The delegation commenced its program of meetings in Christchurch where it met with officials from Antarctica New Zealand to discuss New Zealand's Antarctic funding and research contribution. Following these meetings, the delegation inspected the Antarctic Visitor's Centre where it was able to gain a greater appreciation of New Zealand's history with Antarctica and the training required to live and work in Antarctica.
- 1.17 The second part of the visit program was undertaken in Wellington, where the delegation was welcomed by the Hon Dr Lockwood Smith MP, Speaker of the Parliament of New Zealand.
- 1.18 Further, in renewing existing parliamentary trans-Tasman ties, the delegation was pleased to meet with the Hon Murray McCully MP, Minister for Foreign Affairs and the Hon Chris Carter MP, Opposition Foreign Affairs Spokesperson, Mr John Hayes MP, Chair of the FADT Committee and committee members, Ms Rahui Katene MP, Member for Te Tai Tonga, Maori Party, the Hon Mita Ririnui MP, Chair and members of the New Zealand-Australia Parliamentary Friendship Group.
- 1.19 The delegation is grateful to the Speaker of the New Zealand Parliament, the Hon Dr Lockwood Smith MP, for his support of the activities of the delegation and his generous hospitality during the visit.
- 1.20 The official visit program can be found at Appendix A.

Figure 1.1 Delegation members in front of the New Zealand Parliament Building in Wellington



Structure of the report

- 1.21 Chapter 2 outlines the issues facing New Zealand's external territories, provides a brief discussion about the New Zealand FADT committee's inquiry into New Zealand's relationship with South Pacific countries, and New Zealand's funding and research contribution to Antarctica.
- 1.22 Chapter 3 provides background to the planning principles applied to Wellington and New Zealand's experience with its seasonal guest worker program.

External Territories

Background

- 2.1 The committee was briefed on the administration of New Zealand's external territory of Tokelau about financial assistance, economic development and service delivery such as health and education. New Zealand's relationship with the self governing Niue and Cook Islands was also discussed in a similar context.
- 2.2 With the information it received, the committee was able to compare and contrast the administration of Australia's external territories.
- 2.3 At the time of the committee's visit to New Zealand, the committee was inquiring into the changing economic environment in the Indian Ocean Territories, while also keeping a watching brief on proposed administrative law reform on Norfolk Island. In this context, when the committee met with the FADT committee, FADT members broadly discussed the interim findings and the method of inquiry, in relation to its inquiry into New Zealand's relationship with South Pacific countries.
- 2.4 The committee was also able to relay its experience in conducting inquiries into Australia's external territories and the progress that was underway at the time concerning the inquiry into the changing economic environment in the Indian Ocean Territories.
- 2.5 In addition, the committee met with representatives of Antarctica New Zealand and the Ministry of Foreign Affairs and Trade to discuss issues regarding research and funding for New Zealand's presence in Antarctica including its external territory of the Ross Dependency.

- 2.6 An outline of the issues discussed with the committee about New Zealand's external territories of Tokelau and the Ross Dependency and the Select Committee on Foreign Affairs, Defence and Trade follow.

New Zealand's role in the Pacific

- 2.7 New Zealand has close connections with many Pacific nation countries developed through migration, travel, trade and by way of constitutional arrangement. In recent years New Zealand's relationship with Pacific countries has grown stronger with increased migration from Samoa, the Cook Islands and Niue.¹
- 2.8 Part of New Zealand's relationship with the Pacific involves providing financial assistance to bolster economic development and mitigate long term poverty. In 2008-09, the New Zealand Government contributed approximately \$471 million for international development assistance. In addition, over the period 2009-10 to 2011-12, New Zealand will provide \$756 million for Pacific development.²
- 2.9 Along with Australia, New Zealand has a major role in promoting and strengthening cooperation and integration in the Pacific region. New Zealand's international financial assistance contribution for the Pacific region is aimed at reducing poverty by:
- Addressing basic needs such as education and health
 - Fostering economic growth
 - 'Supporting the rule of law and access to justice.'³
- 2.10 Papua New Guinea, the Solomon Islands and Vanuatu are the main recipient countries of New Zealand's aid contribution in the Pacific region with the next major contributions provided to Fiji, Kiribati, Samoa, Tonga and Tuvalu.⁴

1 NZAID, Pacific Countries, NZAID snapshot, viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

2 NZAID, Pacific Countries, NZAID snapshot, viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

3 NZAID, Pacific Countries, NZAID snapshot, viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

4 NZAID, Pacific Countries, NZAID snapshot, viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

- 2.11 New Zealand's constitutional obligations extend to the Cook Islands, Niue and Tokelau. Tokelau is an external territory of New Zealand, while the Cook Islands and Niue are self governing and in free association with New Zealand.

Tokelau

- 2.12 Tokelau in the Pacific is one of two of New Zealand's external territories. The Ross Dependency in Antarctica is the second of New Zealand's external territories and is discussed later in this chapter.
- 2.13 Tokelau is located 500 kilometres north of Samoa and is only accessible via a 24 to 30 hour boat trip from Samoa. Tokelau is comprised of three coral atolls⁵, separated by 60 kilometres of ocean. Total land comprises 12 square kilometres. Tokelau rests 3.5 metres above sea level and as a result is susceptible to the effects of climate change and natural disasters.⁶
- 2.14 The population of Tokelau is approximately 1500. About 1200 persons permanently reside on Tokelau, with the remaining 300 living in New Zealand.⁷
- 2.15 The 2003 Joint Statement of Principles of Partnership between New Zealand and Tokelau outlines New Zealand's obligations in supporting Tokelau, while the Economic Support Arrangement 2007-08 to 2009-10 'is designed to assist with Tokelau's budgetary and development needs.'⁸
- 2.16 Tokelau is administered through the Office of the Administrator of Tokelau, which comprises officers from NZAID⁹ and the Ministry of Foreign Affairs and Trade.¹⁰
- 2.17 With limited land, Tokelau imports the majority of its fresh food and as result of its small, dispersed population and narrow income base, has limited capacity to deliver health and education services. Tokelau's revenue predominantly consists of assistance from New Zealand with additional income derived from fisheries, stamps and coins.¹¹

5 Tokelau's three coral atolls are: Fakaofu, Nukunonu and Atafu.

6 NZAID, June 2009, Tokelau Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

7 NZAID, June 2009, Tokelau Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

8 NZAID, June 2009, Tokelau Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

9 'NZAID is the New Zealand Government's international aid and development agency within the Ministry of Foreign Affairs and Trade.' NZAID, viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

10 NZAID, June 2009, Tokelau Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

11 NZAID, June 2009, Tokelau Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

- 2.18 New Zealand provides approximately \$30 million in financial assistance annually to Tokelau, which accounts for 96 percent of Tokelau's budget. In addition, New Zealand provides technical aid to Tokelau. Assistance to Tokelau includes 'developing and maintaining infrastructure, providing education and health services and capacity, and undertaking economic development activities.'¹²
- 2.19 As part of Tokelau's national infrastructure priorities New Zealand has provided assistance for schools on Atafu and Fakaofu, a health centre on Nukunonu and is looking at improving transport services to and from the atolls.¹³

The Cook Islands

- 2.20 The Cook Islands are located near Samoa, Kiribati and Tahiti and consist of 15 islands and atolls that are spread over approximately two million square kilometres of ocean. The total population of the Cook Islands is approximately 22 000 and concentrated on the island of Rarotonga.¹⁴
- 2.21 Since 1965, the Cook Islands have been self governing and in free association with New Zealand. This arrangement provides that citizens of the Cook Islands are also citizens of New Zealand 'and [have] unrestricted access to residence and work in New Zealand.'¹⁵
- 2.22 In 2008-09, New Zealand contributed \$15 million to the Cook Islands. The amount provided in financial assistance will increase 'significantly over the next three years to support an increased focus on sustainable economic development.'¹⁶
- 2.23 In particular, the financial assistance is being used to support the marine resource sector, develop infrastructure, improve disaster response and risk management, improve education and health services and improve governance in the public and private sectors.¹⁷

12 NZAID, June 2009, Tokelau Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

13 NZAID, June 2009, Tokelau Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

14 NZAID, June 2009, The Cook Islands Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

15 NZAID, June 2009, The Cook Islands Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

16 NZAID, June 2009, The Cook Islands Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

17 NZAID, June 2009, The Cook Islands Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

- 2.24 Since 2004, Australia and New Zealand have combined their financial aid programs for the Cook Islands. The combined program is managed by NZAID¹⁸ on behalf of AusAID.¹⁹
- 2.25 Approximately half of the gross domestic product of the Cook Islands is contributed by tourism in addition to exporting fish, black pearls and fruit.²⁰
- 2.26 Similarly to Tokelau, the Cook Islands are susceptible to natural disasters and have limited health, education and transport services. In addition, access to fresh produce and potable water is also limited.²¹

Niue

- 2.27 Niue is 'a single raised coral atoll of 260 square kilometres' located approximately 550 kilometres southeast of Samoa with a population of about 1500.²²
- 2.28 Since 1974, Niue has been self governing and in free association with New Zealand. Similarly to the Cook Islands, this arrangement means that Niueans are able to enjoy the benefits of New Zealand citizenship.²³ Approximately 20 000 Niueans reside in New Zealand.²⁴
- 2.29 In 2004, the Governments of New Zealand and Niue entered into a program of strengthened cooperation to ensure closer cooperation between New Zealand and Niue public sector agencies. This arrangement has facilitated a greater focus on developing economic sustainability into the future.²⁵
- 2.30 In 2008-09, New Zealand provided \$21.5 million in assistance to Niue which included \$5 million towards the Niue International Trust Fund (the Fund) for the purpose of providing Niue 'with an independent source of revenue in the future.'²⁶

18 NZAID, June 2009, The Cook Islands, viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

19 'AusAID is the Australian Government agency responsible for managing Australia's overseas aid program.' AusAID, viewed 24 May 2010, <<http://www.ausaid.gov.au>>.

20 NZAID, June 2009, The Cook Islands, viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

21 NZAID, June 2009, The Cook Islands Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

22 NZAID, June 2009, Niue Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

23 NZAID, June 2009, Niue, viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

24 NZAID, June 2009, Niue Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

25 NZAID, June 2009, Niue Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

26 NZAID, June 2009, Niue Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

- 2.31 The Fund currently sits at \$36 million and is intended to be used to manage budgetary shortfalls, thereby lessening future reliance on external assistance. The Fund is not expected to be used until 2014. Until that time, the Fund is being contributed to by New Zealand, Australia and other parties.²⁷
- 2.32 In addition, New Zealand provides financial assistance for Niue to improve infrastructure, assist in developing the tourism industry and improving transport.²⁸

Inquiry into New Zealand's relationship with South Pacific countries

- 2.33 The FADT committee inquiry into New Zealand's relationship with South Pacific countries provided the committee with an opportunity to discuss the current issues facing Pacific nation countries.
- 2.34 The inquiry into New Zealand's relationship with South Pacific countries commenced on 15 March 2007 with an interim report presented in September 2008. The inquiry was ongoing when the committee met with the FADT committee.
- 2.35 The terms of reference of the FADT's inquiry were 'to investigate the role New Zealand plays and can play in assisting Pacific Island Forum nations (excluding Australia) to develop sustainable economies, with particular attention to the following:
- Identifying New Zealand's key interests and responsibilities in countries belonging to the Pacific Forum
 - Identifying strategic threats to New Zealand's relationship with Pacific Forum members
 - Identifying opportunities to advance New Zealand's relationships with governments and peoples in the Pacific Forum countries
 - Identifying current and potential actions to encourage sustainable economic development in, and two way trade with, Pacific Forum countries
 - Identifying the strategic objectives for expenditure of New Zealand Aid in Pacific Forum countries
 - Identifying the appropriate level and type of aid.'²⁹

27 NZAID, June 2009, Niue Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

28 NZAID, June 2009, Niue Fact Sheet , viewed 24 May 2010, <<http://www.nzaid.govt.nz>>.

2.36 At the time of the committee's visit, the inquiry had received 69 written submissions and heard from 37 individuals and or organisations. In its interim report, the FADT committee stated:

We believe that New Zealand must engage as a partner with Pacific Island nations to improve the economic, social, political, environmental, and cultural well-being of the diverse communities of the Pacific.³⁰

Conclusions

2.37 The committee's discussions with officers from NZAID and the Ministry of Foreign Affairs and Trade were useful in gaining an insight into the economic and social issues facing neighbouring pacific nations.

2.38 In addition to gaining a better understanding of these issues, the committee was able to gain an understanding of the current policy approach applied by New Zealand in providing services to remote locations such as Tokelau, the Cook Islands, Niue and other Pacific nation countries.

2.39 Discussion about the general aspects of the FADT committee's inquiry provided the committee with a background to the general issues facing small island economies. These issues included: the negative economic and social impact of isolation on a small population in terms of transport, communication, access to services and fresh produce, and more generally the high cost of living. Possible solutions to address the negative impact of geographic isolation such as improving economic development and improving tourism were also discussed.

2.40 The committee believes the topics discussed were beneficial in assisting it to gain a greater understanding of the issues faced by small island economies. In addition the discussions highlighted the importance of continuing financial and technical assistance for the Pacific region by New Zealand and Australia.

29 Select Committee on Foreign Affairs, Defence and Trade, *Interim report, Inquiry into New Zealand's relationship with South Pacific countries*, New Zealand House of Representatives, September 2008, p. 1.

30 Select Committee on Foreign Affairs, Defence and Trade, *Interim report, Inquiry into New Zealand's relationship with South Pacific countries*, New Zealand House of Representatives, September 2008, p. 2.

New Zealand's role in Antarctica

Background

- 2.41 The committee was briefed in regard to New Zealand's role and presence in Antarctica. The committee met with the Chief Executive and staff of Antarctica New Zealand at the Antarctic Visitors Centre in Christchurch and then undertook an inspection of the centre.
- 2.42 Through its meeting and inspection, the committee was briefed about the financial, technical and labour contribution of New Zealand's presence in Antarctica, in particular its research support activities.
- 2.43 In Wellington, the committee met with representatives of the Ministry of Foreign Affairs and Trade, the Ministry of Research, Science and Technology and the Ministry of Fisheries, the Foundation of Research, Science and Technology and GNS Science.
- 2.44 The second round of meetings provided the committee with an opportunity to gain an understanding of the long term research and policy focus of New Zealand's contribution to Antarctica.
- 2.45 A summary of the issues discussed and information provided to the committee in regard to Antarctica follows.

Ross Dependency

- 2.46 The Ross Dependency is an external New Zealand territory located in Antarctica. New Zealand's Scott Base is located in this area as is the McMurdo Station which is managed by the United States of America (USA).³¹
- 2.47 New Zealand is one of seven countries³² that have a territorial claim on Antarctica.³³ New Zealand's presence in Antarctica and claim on the Ross

31 Antarctica New Zealand, May 2010, Antarctica New Zealand Statement of Intent 2010-2013, p. 7.

32 The other countries which have a territorial claim on Antarctica include: Argentina, Australia, Chile, France, Norway and the United Kingdom. Secretariat of the Antarctic Treaty, viewed 2 June 2010<<http://www.ats.aq>>.

33 Secretariat of the Antarctic Treaty, The Antarctic Treaty, viewed 2 June 2010<<http://www.ats.aq>>.

Dependency is defined by its obligations under the 1961 Antarctic Treaty.³⁴

- 2.48 Based in Christchurch, Antarctica New Zealand was established in 1996³⁵ and is the agency responsible for developing, coordinating and managing New Zealand's presence in Antarctica.³⁶
- 2.49 New Zealand has remained influential in its 'participation and collaboration with international Antarctic forums' including the Antarctic Treaty Consultative Meeting, the Committee for Environmental Protection and the Council of Managers of National Antarctic Programmes.³⁷
- 2.50 Antarctica New Zealand manages the Scott Base, New Zealand's Antarctic research station and maintains an 'operational presence in the Ross Dependency for the benefit of present and future generations of New Zealanders.'³⁸
- 2.51 In coordinating its presence in Antarctica, Antarctica New Zealand:
- Supports scientific research
 - Conserves the 'intrinsic values of Antarctica and the Southern Ocean'
 - Raises 'public awareness of the international significance of the continent.'³⁹
- 2.52 As part of its presence and in support of activities in Antarctica, Antarctica New Zealand has a long standing joint logistics effort with Italy and the USA. As part of these support activities, the Antarctica New Zealand support team maintains the safety, environmental and technological

34 The Antarctic Treaty was signed by twelve countries in Washington in 1959 and entered into force in 1961. The Antarctic Treaty provided for the peaceful research and exchange of research information by countries with a presence in Antarctica. Following on from the Antarctic Treaty are a raft of additional agreements which coordinate relations between member states with regard to Antarctica. These encompass research, environmental protection, safety and cooperation. Together these agreements form the Antarctic Treaty System. US Department of State, *Handbook of the Antarctic Treaty System*, Chapter 2, p. 1.

35 Antarctica New Zealand, May 2010, Antarctica New Zealand Statement of Intent 2010-2013, p. 1.

36 Antarctica New Zealand, May 2010, Antarctica New Zealand Statement of Intent 2010-2013, p. 5.

37 Antarctica New Zealand, Antarctica New Zealand Profile, p. 7.

38 Antarctica New Zealand, May 2010, Antarctica New Zealand Statement of Intent 2010-2013, p. 1.

39 Antarctica New Zealand, May 2010, Antarctica New Zealand Statement of Intent 2010-2013, p. 1.

aspects of infrastructure through projects such as the energy centre and fire protection upgrades.⁴⁰

- 2.53 The Scott Base is staffed by up to 85 people at any one time. Staff are employed during the summer season from October to February and over the winter season from February to October. New Zealand Defence Force personnel assist in providing essential services to maintain Scott Base operations.⁴¹
- 2.54 Scott Base has three laboratories: wet, summer and Hatherton. The wet lab allows for marine biology and environmental monitoring of the base sewerage output. The summer laboratory is used for the set-up of experimental equipment. The Hatherton Laboratory is the largest laboratory at Scott and is used to house a number of long term experiments.⁴²

Research

- 2.55 The Government of New Zealand has placed great emphasis on maintaining New Zealand's role in Antarctica and in 2009 allocated up to \$30 million for Antarctic research projects in the areas of climate change, terrestrial life in Antarctica and marine life in the Southern Ocean.⁴³
- 2.56 While research collaboration was discussed in broad terms, a number of projects were highlighted in regard to the International Polar Year⁴⁴, namely Antarctic Geological Drilling (ANDRILL) and the Census of Antarctic Marine Life (CAML). Both ANDRILL and CAML have been undertaken in partnership with other countries, while New Zealand has undertaken a leadership role in regard to the projects.
- 2.57 ANDRILL investigated 'Antarctica's role in global environmental change through the recovery of sediment cores from beneath the floating sea ice

40 Antarctica New Zealand, Antarctica New Zealand Profile, p. 7.

41 Antarctica New Zealand, How Scott Base Works, viewed 2 June 2010, <<http://www.antarcticanz.govt.nz>>

42 Antarctica New Zealand, How Scott Base Works, viewed 2 June 2010, <<http://www.antarcticanz.govt.nz>>

43 Antarctica New Zealand, May 2010, Antarctica New Zealand Statement of Intent 2010-2013, p. 1.

44 The fourth International Polar Year (IPY) was organised through the International Council for Science and 'is an integrated scientific program coordinating a large number of projects focused on the Arctic and the Antarctic that extends from March 2007 to March 2009. IPY includes over 200 projects 'with thousands of scientists from over 60 nations examining a wide range of physical, biological and social research topics.' Antarctica New Zealand, International Polar Year, ANDRILL a real world geoscience adventure, p. 11, viewed 2 June 2010, <<http://ipy.antarcticanz.govt.nz>>

and ice shelves surrounding Antarctica.’ ANDRILL was undertaken by the USA, New Zealand, Germany and Italy, and project managed by Antarctica New Zealand.⁴⁵

- 2.58 The Antarctic-based part of the ANDRILL project ended in the 2007/2008 Antarctic season and has moved into the analysis phase where core samples retrieved are being studied.⁴⁶
- 2.59 The aim of the CAML project was to ‘develop a robust benchmark of the distribution and abundance of marine biodiversity in Antarctic waters, against which future change in the marine environment can be assessed.’⁴⁷
- 2.60 CAML was New Zealand’s largest International Polar Year project and has moved into the analysis of data retrieved phase.⁴⁸

Conclusions

- 2.61 The committee has gained a greater understanding of the support requirements for Antarctic research, in addition to the environmental aspects of conducting Antarctic research.
- 2.62 In particular, the committee was briefed about the importance of maintaining a presence on Antarctica and was able to gain an appreciation of Australian and New Zealand collaborative efforts in influencing research matters raised in international Antarctic discussion forums.
- 2.63 Further, through meetings with individuals involved in Antarctic research, the committee received information about the process involved in seeking grants for proposed projects.

45 Antarctica New Zealand, International Polar Year, ANDRILL, viewed 2 June 2010, <<http://ipy.antarcticanz.govt.nz>>

46 Antarctica New Zealand, International Polar Year, ANDRILL, viewed 2 June 2010, <<http://ipy.antarcticanz.govt.nz>>

47 Antarctica New Zealand, International Polar Year, CAML, viewed 2 June 2010, <<http://ipy.antarcticanz.govt.nz>>

48 Antarctica New Zealand, International Polar Year, CAML, viewed 2 June 2010, <<http://ipy.antarcticanz.govt.nz>>

Urban planning and other issues

Background

- 3.1 The committee met with officers from the Ministry for the Environment, urban designers and advisors for the Wellington City Council.
- 3.2 The committee was briefed on New Zealand's Urban Design Protocol which forms part of the Government's Sustainable Development Programme of Action (SDPA). The SDPA aims to 'ensure that [New Zealand's] towns and cities are healthy, safe and attractive places where business, social and cultural life can flourish.'¹
- 3.3 While the delegation was in New Zealand, it was also fortunate to receive an advance copy of the policy and a briefing on the Capital City Initiative.
- 3.4 While not directly related to its advisory responsibilities as a committee, the committee also met with officers of the Department of Labour and was briefed on the Recognised Seasonal Employer Program.

The Capital City Initiative

- 3.5 The Capital City Initiative (CCI) was jointly launched by the Prime Minister of New Zealand and the Mayor of Wellington on 1 September 2009. CCI has three main aims:
 - elevate the status of the capital city

1 Ministry for the Environment, March 2005, *New Zealand Urban Design Protocol*, p. 2.

- attract visitors to the city centre
 - create an infrastructure forum to tell ‘the stories of New Zealand’s democracy.’²
- 3.6 CCI resulted from the Wellington 2040 project which is aimed at creating a 30 plan for the central city. At the launch of CCI, the Mayor of Wellington noted:
- A capital city is recognised as the symbolic showcase of a nation, and an expression of that country's unique character. It is accepted as the right place in which to experience the heritage, culture and achievements of a country.³
- 3.7 As part of CCI, the improvement to urban design of various infrastructure in the vicinity of the Parliament has been planned to coincide with Wellington’s 150th anniversary in 2015. Projects will include:
- improving areas to allow increased ‘walkability’
 - improving the streetscape to reflect the importance of buildings
 - celebrating key streets such as Molesworth, Aitken and Whitmore streets
 - integration of the capital centre with the central city.⁴
- 3.8 Funding for CCI has been jointly provided by the Wellington City Council and the Government of New Zealand through the Ministry for the Environment.
- 3.9 As part of the investment for the CCI, the Wellington City Council has contributed:
- ‘\$3.5 million planting of pohutukawa trees on Taranaki Street to create a processional route to the National War Memorial (2010)
 - \$2.1 million revamp of the Molesworth Street area to make it a more appropriate front door to Parliament
 - \$1 million upgrade of the Whitmore Street area, scheduled for 2016/17.’⁵

2 Wellington City Council, Capital City Initiative, viewed 2 June 2010, <www.wellington.govt.nz>

3 Wellington City Council, Prime Minister and Mayor Launch Project to Recognise Wellington's Capital City Status, viewed 2 June 2010, <www.wellington.govt.nz>

4 Wellington City Council, Capital City Initiative, viewed 2 June 2010, <www.wellington.govt.nz>

3.10 In addition, the Government of New Zealand is contributing to the CCI by:

- 'construction of the new Supreme Court (opened January 2010)
- \$43 million renovation of Government House (2011)
- a major upgrade of the National Library of New Zealand (2011/12)
- land purchase for a national memorial park on Buckle Street.'⁶

3.11 Suggested projects designed to tell the stories of New Zealand's democracy may include:

- 'a visitor information centre in the Capital Centre, including a web portal
- encouraging government institutions to have a central marketing strategy, including an open-door policy (where appropriate) to welcome visitors, provide tours and display artefacts
- walking tours of the Capital Centre
- better signage to explain and relate stories about each building or space
- more events to mark historic occasions
- a new bicultural name to reposition the Capital City in the minds of all New Zealanders.'⁷

Conclusions

3.12 The committee was interested to learn about the Capital City Initiative and how urban design and town planning for Wellington would be improved into the future.

3.13 The committee was particularly interested to discover the similarities in regard to urban planning proposals for Wellington and those included in the National Capital Plan. The committee was able to share its experience on the planning issues relevant to Canberra. In particular, the committee discussed the dual planning systems in place within the Australian Capital Territory and for the national capital.

5 Wellington City Council, Capital City Initiative, viewed 2 June 2010, <www.wellington.govt.nz>

6 Wellington City Council, Capital City Initiative, viewed 2 June 2010, <www.wellington.govt.nz>

7 Wellington City Council, Capital City Initiative, viewed 2 June 2010, <www.wellington.govt.nz>

- 3.14 The committee applauded the effort undertaken in regard to consultation to arrive at the Capital City Initiative.

Recognised Seasonal Employer Program

- 3.15 The Recognised Seasonal Employer (RSE) Program was introduced in New Zealand on 1 April 2007. The RSE Program is designed to temporarily employ overseas workers (seasonal) in the horticulture and viticulture industries to meet labour shortages which are not able to be filled by the domestic labour market.⁸
- 3.16 Under the RSE Program preference is placed on recruitment from Pacific countries. However, workers may also be recruited from outside of the Pacific if particular criteria are met, such as a pre-existing relationship between the employer and another country prior to introduction of the RSE Program.
- 3.17 New Zealand has established 'kick start' relationships for the RSE Program with 6 Pacific countries: Kiribati, Samoa, the Solomon Islands, Tonga, Tuvalu and Vanuatu.⁹
- 3.18 There are provisions under the RSE Program which ensure that industry can benefit and its requirements are met, while also protecting the domestic labour market.¹⁰
- 3.19 Under the RSE Program, potential employers may apply for approval for recruitment of overseas workers for a period of up to 7 months each year or season. 'There is no limit to the number of times that workers can be re-employed in subsequent years/seasons.' However, the maximum number of overseas workers employed under the RSE Program is 8000 per annum.¹¹
- 3.20 The RSE Program requires potential employers to:
- be accredited by the New Zealand Department of Labour

8 Department of Labour, Recognised Seasonal Employer Policy: The New Zealand Experience, p. 1.

9 Department of Labour, Recognised Seasonal Employer Policy: The New Zealand Experience, p. 2.

10 Department of Labour, Recognised Seasonal Employer Policy: The New Zealand Experience, p. 3.

11 Department of Labour, Recognised Seasonal Employer Policy: The New Zealand Experience, p. 1.

- ‘take all reasonable steps to recruit and train New Zealanders for available positions before seeking to recruit migrant workers’
 - pay half of the return airfare for migrant workers returning to their country of origin on completion of a contract
 - comply with New Zealand employment law which requires provision of suitable accommodation and pastoral care for workers
 - recruit workers directly.¹²
- 3.21 In 2009, approximately 7150 overseas workers were employed through the RSE Program. Of these workers, 78 percent were from Pacific countries and 22 percent were from Asia.¹³
- 3.22 Following an evaluation of the first season of the RSE Program, changes to the Program were made which included:
- allowing recruitment from outside the Pacific for those employers who have a pre-established recruitment relationship after April 2007
 - aligning wage deductions with the Wages Protection Act 1983 to ensure deductions meet minimum legal standards
 - reducing compliance and improving access to the RSE Program for employers
 - requiring employers to arrange health insurance for workers.¹⁴
- 3.23 Continuing issues in regard to the RSE Program are:
- responding to the current economic conditions and domestic labour market mix
 - managing worker behaviour issues
 - ‘responding to unsatisfactory performance by accredited employers’
 - review of the Department of Labour’s role in delivery of the RSE Program during the maturation phase of the program
 - ‘operating effectively under budget and cost pressure’

12 Department of Labour, Recognised Seasonal Employer Policy: The New Zealand Experience, p. 1.

13 Department of Labour, Recognised Seasonal Employer Policy: The New Zealand Experience, p. 1.

14 Department of Labour, Recognised Seasonal Employer Policy: The New Zealand Experience, p. 4.

- establishing and maintaining effective industry networks and relationships at the national and regional levels.¹⁵

Conclusions

- 3.24 The committee discussed various issues surrounding implementation and operation of the RSE Program, including the improvement phase of the program following its first evaluation.
- 3.25 The committee was also able to gain an appreciation of how such a program has the added benefit of strengthening New Zealand's relationship with Pacific nation countries and assisting in fulfilling New Zealand's role in promoting a regional approach to the Pacific.

Senator Kate Lundy
Chair and Delegation Leader
16 June 2010

15 Department of Labour, Recognised Seasonal Employer Policy: The New Zealand Experience, p. 5.



Appendix A – Official visit program

Monday, 24 August 2009

- 9.30 am Meeting with Antarctica New Zealand
Mr Lou Sanson, Chief Executive
Mr Ed Butler, Manager, Science and Information
- 10.45 am Inspection: Antarctic Visitors Centre
- 2.45 pm Depart Christchurch for Wellington
- 3.45 pm Arrive Wellington Airport
- 4.30 pm Meeting with Australian High Commission
Ms Amanda Gorley, Deputy High Commissioner
Ms Sonja Weinberg, First Secretary (Political)
Mr Tony Wilson, Policy Analyst (Political)

Tuesday, 25 August 2009

- 10.00 am Meeting with *Dr Lockwood Smith MP, Speaker of the New Zealand Parliament*
- 10.30 am Tour of Parliament House
- 11.15 am Meeting with an officer of the Ministry of Health, on the administration of health in the Tokelau and Chatham Islands

- Ms Wendy Edgar, Manager – Global Health, Office of the Director of Public Health*
- 12.30 pm Informal lunch meeting with the *New Zealand/Australia Friendship Group*
- 2.00 pm Observe Question Time and receive an overview of the workings of the House
- 2.45 pm Meeting with officers of the Ministry of Pacific Island Affairs
Dr Debbie McLeod, Acting Chief Executive and Director of Policy and Monitoring
Mr Heker Robertson, Chief Advisor, Policy and Monitoring
- 3.30 pm Meeting with the *Hon Murray McCully MP, Minister for Foreign Affairs*
- 4.30 pm Meeting with the *Hon Chris Carter MP, Shadow Spokesperson for Foreign Affairs*
- 7.00 pm Dinner hosted by the *Hon Dr Lockwood Smith, Speaker of the New Zealand Parliament*

Wednesday, 26 August 2009

- 10.00 am Round table meeting with officers from the Ministry of Foreign Affairs and Trade and New Zealand Aid
Mr David Payton, Director, Special Relations Unit
Ms Linda Te Puni, Deputy Director, Pacific Division
Ms Tiffany Babington, Special Relations Unit
Ms Megan Birnie, Policy Officer, Special Relations Unit
Mr Mike Pointer, Former High Commissioner, Niue
- 12.30 pm Working lunch with officers of the Department of Labour and Immigration NZ, hosted by *Mr Stephen Dunstan, A/g Group Manager, Workforce*
- 2.15 pm Meeting with officers of the Ministry of Environment and Planning
Ms Yvonne Weeber, Senior Analyst, Urban Design Protocol
Ms Joanne Harper, Analyst, Built Systems Policy
Mr Gerald Blunt, Chief Urban Designer, Wellington City Council

Ms Anna Wood, Urban Design Policy Advisor, Wellington City Council

3.15 pm Meeting with *His Excellency George Fergusson, High Commissioner, British High Commission, and Governor of the Pitcairn Islands*

4.30 pm Additional meetings

Thursday, 27 August 2009

9.00 am Round table meeting – Antarctica

Mr Trevor Hughes, Head of Antarctic Policy Unit, Ministry of Foreign Affairs and Trade

Mr Tony Robinson, Senior Adviser, Ministry of Research, Science and Technology

Dr Mary Livingston, Principal Scientist, Ministry of Fisheries

Dr Richard Levy, Senior Scientist, GNS Science

10.10 am Tour of Te Papa Tongarewa

11.30 am Meeting with the Select Committee on Foreign Affairs, Defence and Trade

Mr John Hayes MP, Chairperson

Ms Jacqui Dean MP, Deputy Chairperson

Hon Chris Carter MP

Mr Hone Harawira MP

Hon Pete Hodgson MP

Dr Paul Hutchison MP

Mr Keith Locke MP

Mr Todd McClay MP

Hon Maryan Street MP

12.30 pm Working lunch with the Select Committee on Foreign Affairs, Defence and Trade

1.30 pm Depart New Zealand