



# INTERNATIONAL MIGRATION OUTLOOK – NEW ZEALAND 2009/10

OECD Continuous Reporting System on Migration



IMSED Research

Department of Labour

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# EXECUTIVE SUMMARY

## Introduction

This report has been prepared in response to a request for information for the OECD's 2011 edition of *International Migration Outlook*. This annual publication is an output of the OECD's Continuous Reporting System on Migration (known by its French acronym SOPEMI), now in its 33rd year.<sup>1</sup>

This New Zealand report uses data from existing sources and overviews key findings and policy developments for 2009/10. The report covers:

- migration movements
- flows of refugees and asylum seekers
- the growth and characteristics of the overseas-born population
- the employment status of the overseas-born population
- developments in migration policy
- fiscal impacts of immigration
- impact of the economic crisis on immigrants
- OECD new member countries.

As well as information for 2009/10, data from the 2006 New Zealand census is also included in this report. Where available, a gender breakdown of data has been provided.

Information about New Zealand-born people where one parent or both parents are overseas-born is not collected by the census, so is unavailable for this report.

## Migration movements

In 2009/10, there were 82,300 permanent and long-term (PLT) arrivals and 65,800 PLT departures. Arrivals exceeded departures by 16,500 compared with a net inflow of 12,500 in the previous year.

There were 45,719 people approved for permanent residence in 2009/10 through 24,932 applications. Sixty-two percent of approvals were through the Skilled/Business Stream, 32 percent through the two family-sponsored streams,<sup>2</sup> and 6 percent through the International/Humanitarian Stream. The United Kingdom was the largest source country of permanent residence approvals in 2009/10 (17 percent).

Around 1.37 million people were granted a temporary visitor, student, or work permit on their arrival in New Zealand in 2009/10. New Zealand's tourism industry has been adversely affected by the global economic recession, with total visitor numbers in 2009/10 down 2 percent on the previous year.

In 2009/10, 130,002 individuals were issued work permits, which was a 5 percent decrease on the previous year. Although some categories of work permit showed strong growth, this was largely offset by a large decrease in the number of essential skills work

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<sup>1</sup> For more information on the OECD report, see the OECD website: <http://www.oecd.org/els/migration/imo>.

<sup>2</sup> The two family-sponsored streams are the Uncapped Family Sponsored Stream and the Parent Sibling/Adult Child Stream.

permits (labour-related migration). The United Kingdom is New Zealand's largest source of temporary workers, many of whom enter as working holidaymakers.

In 2009/10, 73,432 international students were approved to study in New Zealand. China remains the largest source country of international students, followed by South Korea and India.

### **Flows of refugees and asylum seekers**

Asylum claims have fallen significantly over the last decade. In 2009/10, 384 people sought asylum in New Zealand. Fiji is currently the largest source country of asylum seekers. New Zealand accepts up to 750 refugees annually as per its Refugee Quota. In 2009/10, Bhutan and Myanmar were the leading source countries of quota refugees.

### **Stock of overseas-born population**

As at 30 June 2010, the population of New Zealand was estimated at 4,367,700. As of the 2006 census, 23 percent of people usually living in New Zealand were overseas-born. The greatest source regions were the United Kingdom/Irish Republic and Asia, each contributing 29 percent of the overseas-born population.

### **Employment status of the overseas-born population**

The Household Labour Force Survey, published by Statistics New Zealand, shows that the labour force participation rate for those who have resided in New Zealand for up to 10 years was 69.4 percent in 2009/10 compared with the national annual average of 68.1 percent. The unemployment rate for those same migrants was 9.3 percent in 2009/10, which was higher than the national annual average unemployment rate of 6.6 percent.

New Zealand's Longitudinal Immigration Survey provides information on migrants' labour market activity at each wave of the survey. The survey showed that 75.7 percent of migrants were employed 36 months after gaining residence (wave 3) compared with 71.2 percent 6 months after gaining residence (wave 1).

### **Principal developments in immigration policy**

The Immigration Act 2009 was passed into law in November 2009. The Act is a complete rewrite from first principles of existing legislation, which dates from 1987. It is expected to take 12–18 months to implement the new Act.

The major policy developments over the past year have been the introduction of the Government's remaining manifesto commitments, the Silver Fern Visa Policies and the Retirement Visa Policy; the agreement to a strategic direction for immigration; and amendments to student policies.

### **Fiscal aspects of migration**

Recent research shows that immigration has made a positive contribution to economic outcomes, and fears for negative economic impacts such as higher fiscal costs are largely unfounded.

## **Impact of the economic crisis on immigrants**

The global economic downturn has resulted in lower levels of temporary labour migration, a combined effect of lower demand and higher decline rates. The recession has also had a significant impact on the migration flow of New Zealand citizens with more New Zealanders returning to, and far fewer leaving, New Zealand.

## **OECD new member countries**

Chile and Slovenia have now become OECD member countries. In recent years, the number of residence, work and student approvals to New Zealand from Chile has gone up. The number of visitor arrivals from Chile has also increased.



# 1 MIGRATION MOVEMENTS

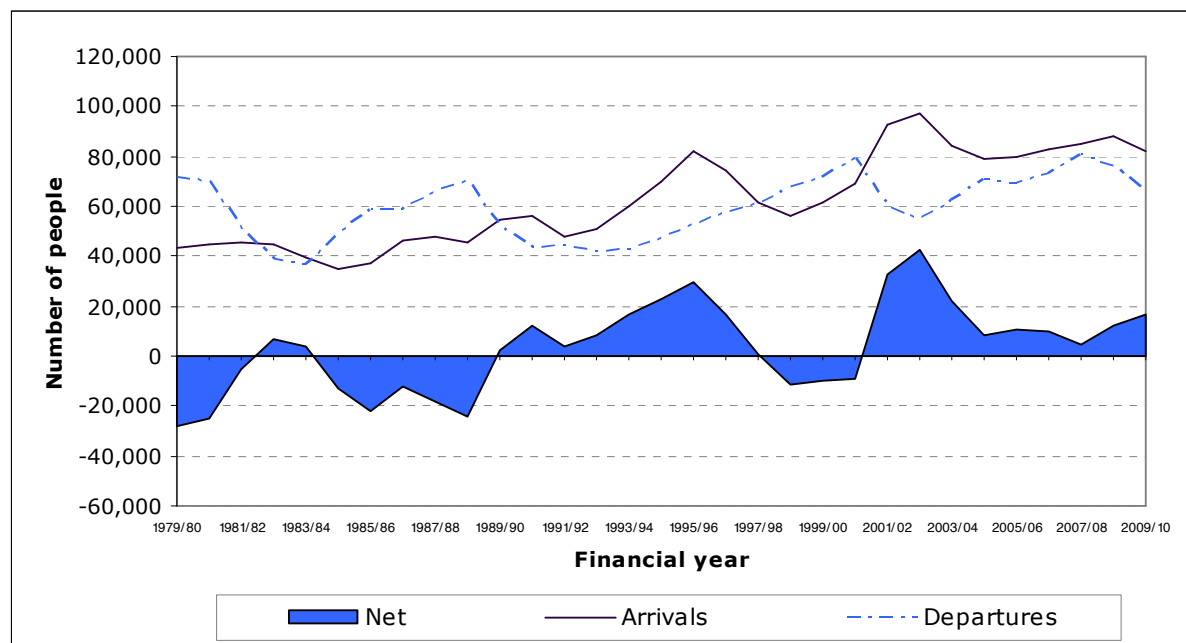
## 1.1 Permanent and long-term arrivals and departures

Permanent and long-term (PLT) arrivals include people who arrive in New Zealand intending to stay for 12 months or more (visitors, students, workers, and people granted permanent residence) and New Zealand residents returning after an absence of 12 months or more.

PLT departures include people leaving New Zealand after a stay of 12 months or more (visitors, students, and workers) and New Zealand residents departing for an intended period of 12 months or more.

In 2009/10, there were 82,300 PLT arrivals and 65,800 PLT departures, leading to positive net migration of 16,500. Figure 1 shows PLT arrivals and departures from 1979/80 to 2009/10.<sup>3</sup>

**Figure 1:** Permanent and long-term arrivals and departures, 1979/80–2009/10



Source: Statistics New Zealand.

The total number of people migrating to and from New Zealand fluctuates greatly from year to year but cyclical patterns emerge over time. Since 2001/02, net migration has been positive. The net inflow of 42,500 in 2002/03 was the highest in three decades.

Recent trends show the impact of the global economic slowdown on PLT migration flows. The rise in net migration in 2009/10 was driven by more New Zealanders returning home and fewer leaving. The latter trend, which has had the greatest impact on net migration, is the result of fewer New Zealanders leaving for Australia. This most likely reflects the

<sup>3</sup> Unless otherwise stated, all statistics relate to the New Zealand government financial year, which runs from 1 July to 30 June.

weakened labour market with fewer opportunities abroad, so many New Zealanders are staying in New Zealand or deferring their travel.

## 1.2 Residence approvals

The quantum and composition of the New Zealand Residence Programme, which governs permanent residence approvals, is set annually. The planning level for 2009/10 was 45,000–50,000 approvals. Factors taken into account when setting the level include net migration flows and the impacts of a given level of immigration inflows on the economy, infrastructure, and social cohesion. Table 1 shows the number of people granted residence in New Zealand in 2009/10 by residence stream and category.

**Table 1:** Residence approvals by stream and category, 2009/10

Residence stream	Category	Approved applications	Approved people
Business/Skilled	Employee of Businesses	1	2
	Entrepreneur	109	315
	Investor	18	56
	Partnership Deferral Skilled	2	2
	Skilled Migrant	11,800	26,652
	Work to Residence	597	1,446
	<b>Total</b>		<b>12,527</b>
Uncapped Family Sponsored	Dependant Child	1,004	1,004
	Marriage	5	5
	Partnership	7,841	8,823
	Partnership Deferral Family	30	30
	<b>Total</b>	<b>8,880</b>	<b>9,862</b>
Parent Sibling Adult Child	Adult Child	105	287
	Parent	1,967	3,423
	Sibling	376	998
	<b>Total</b>	<b>2,448</b>	<b>4,708</b>
International/ Humanitarian	1995 refugee status	144	270
	Other	217	438
	Pacific Access	106	357
	Refugee Quota	220	667
	Samoa Quota	288	788
	Section 35a	98	146
	Special Samoan Quota and Pacific Access Category places	3	10
	<b>Total</b>	<b>1,076</b>	<b>2,676</b>
<b>Total</b>		<b>24,931</b>	<b>45,719</b>

Source: Department of Labour.

In 2009/10, 45,719 individuals were approved for residence in 24,931 applications.<sup>4</sup> Of these individuals, 28,473 (62 percent) were approved through the Skilled/Business Stream, 14,570 through the Family Sponsored Stream (32 percent), and 2,676 through the International/Humanitarian Stream (6 percent).

The proportion of applicants across all streams is comparable to those in 2008/09 (although note that before 2007/08 the Parent Sibling/Adult Child and Uncapped Family Sponsored Streams were both included in the Family Sponsored Stream. Table 2 shows the top 10 source countries of all people approved for permanent residence in 2009/10.

**Table 2:** Residence approvals by top 10 source countries, 2009/10

Source country	Approved people	Percentage (%)
United Kingdom	7,773	17
China	5,909	13
South Africa	5,310	12
Philippines	4,152	9
India	3,712	8
Fiji	3,186	7
Samoa	1,659	4
United States	1,158	3
South Korea	1,020	2
Tonga	811	2
Other	11,029	24
<b>Total</b>	<b>45,719</b>	<b>100</b>

Source: Department of Labour.

## 1.3 Residence approvals by category

### 1.3.1 Skilled Migrant Category

The Skilled Migrant Category (SMC) was implemented in December 2003. The aim of the SMC is to meet New Zealand's identified labour market needs and opportunities and contribute to building growth, innovation, and global connectedness. Residence gained through the SMC is based on an applicant's employability, capacity-building factors, and ability to settle and contribute to New Zealand. Applicants must also meet relevant health, character, and English language requirements.

From 30 July 2007, changes to the structure of the SMC points system came into effect. These changes meant that applicants became eligible for an increased number of bonus points for skilled employment, recognised qualifications, and work experience in an identified future growth area. Changes have also been made to the allocation of bonus points for study in New Zealand and for partners' offers of skilled employment and their qualifications.

<sup>4</sup> An application can include one or more people. When the application is assessed, the principal applicant is the person first assessed against the policy criteria, unless policy stipulates otherwise. Secondary (or non-principal) applicants are additional people included in the application. All people included in an application are individually assessed against the policy criteria that apply to them.

In 2009/10, 26,652 people were approved for residence through the SMC (11,800 principal applicants). SMC approvals accounted for 58 percent of all residence approvals in 2009/10.

The United Kingdom remains the largest source country of skilled migrants (18 percent) with South Africa the second largest (17 percent). The proportion from the United Kingdom has been declining in recent years, and South Africa has shown a small decrease in the last year, after increasing over the previous two years. Table 3 shows the source countries of people approved through the SMC in 2009/10.

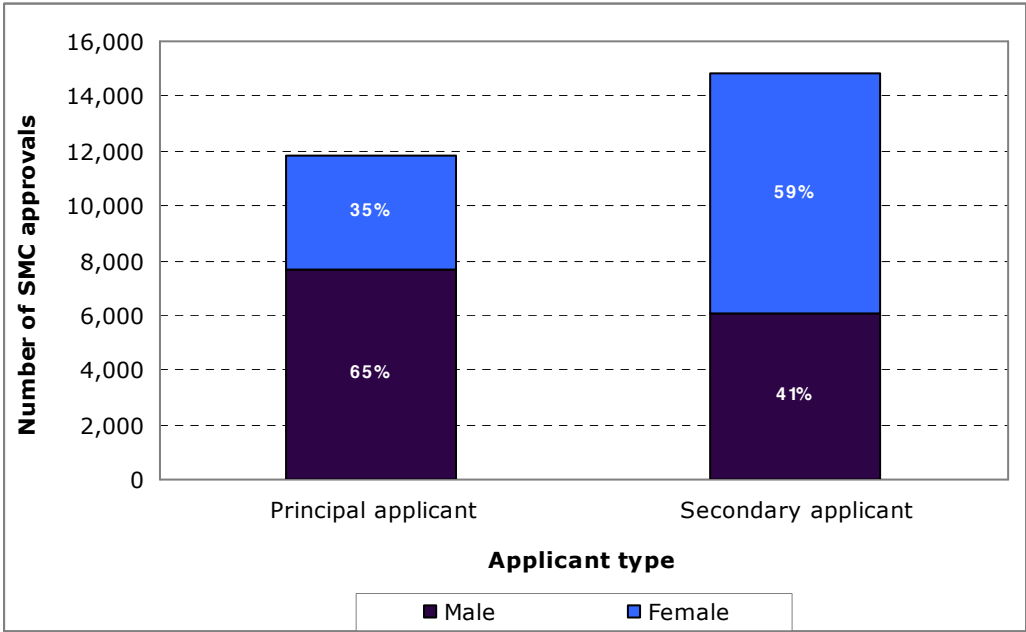
**Table 3:** Source countries of Skilled Migrant Category approvals, 2009/10

Source country	Approved people	Percentage (%)
United Kingdom	4,903	18
South Africa	4,588	17
Philippines	3,357	13
China	2,781	10
India	2,215	8
Fiji	2,120	8
Other	6,688	25
<b>Total</b>	<b>26,652</b>	<b>100</b>

Source: Department of Labour.

Figure 2 shows the gender of the 26,652 people approved through the SMC in 2009/10. A slightly larger proportion of men (51 percent) than women were approved. A much larger proportion of principal applicants were men (65 percent) while 59 percent of secondary applicants approved in 2009/10 were women.

**Figure 2:** Gender of Skilled Migrant Category approvals by applicant type, 2009/10



Source: Department of Labour.

### 1.3.2 Business Categories

A new business migration package was introduced in July 2009. This package aims to boost economic performance by making New Zealand more attractive for business and entrepreneurial migrants. This section describes the number of people approved for residence through the main Business Categories (the Entrepreneur and Investor Categories).

In 2009/10, 371 people were approved for residence through the Business Categories, representing approximately 1 percent of all residence approvals in that year. Table 4 shows the composition of Business Category approvals from 2007/08 to 2009/10.

**Table 4:** Business Category approvals, 2007/08–2009/10

Category	2007/08	2008/09	2009/10
<b>Entrepreneur</b>			
Entrepreneur Category	602	380	311
Entrepreneur Plus Category			4
<b>Investor</b>			
Investor policies (pre-July 2009)	87	33	17
Investor Plus			9
Investor Category			30

Source: Department of Labour.

In 2009/10, 315 principal applicants were granted residence through the Entrepreneur Category, and 56 people were approved for residence through the Investor Category. The number of Investor Category approvals from China decreased 83 percent between 2007/08 and 2009/10. China is now the third largest source country, behind the United Kingdom and South Korea. Table 5 compares the source countries of Entrepreneur Category approvals and Investor Category approvals in recent years.

**Table 5:** Source countries of Business Immigration Policy approvals, 2007/08–2009/10

Source country	Entrepreneur category			Investor category		
	2007/08	2008/09	2009/10	2007/08	2008/09	2009/10
United Kingdom	127	154	87	48	12	9
South Korea	138	56	69	2	0	4
China	138	42	24	12	6	3
United States	19	17	11	9	9	16
India	53	8	15			
Fiji	45	35	13			
Other	82	68	96	16	6	24
<b>Total</b>	<b>602</b>	<b>380</b>	<b>315</b>	<b>87</b>	<b>33</b>	<b>56</b>

Source: Department of Labour.

### 1.3.3 Investor Categories

From late July 2009, a new Investor Policy came into effect. This policy aims to attract financial capital to local firms or government by providing residence to people who wish to make a significant financial contribution to New Zealand's economy.

The Investor Policy is divided into two categories:

- The Investor Plus Category requires a minimum of \$10 million to be invested in New Zealand over 3 years. Applicants must meet health and character requirements and must agree to spend a certain amount of time in New Zealand during the investment period.
- The Investor Category requires \$1.5 million to be invested in New Zealand over 4 years. Applicants are also required to bring \$1 million in settlement funds. They must have an English-speaking background or show they are a competent speaker of English.

In 2009/10, the new Entrepreneur Plus Policy was introduced to provide a faster route to residence for those who could bring a greater level of investment to New Zealand and create job opportunities for New Zealanders.

#### **1.3.4 Family-sponsored migrants**

The Uncapped Family Sponsored Stream and Parent Sibling Adult Child Stream enable New Zealand citizens and permanent residents to sponsor their close family members for residence.

In 2009/10, 14,570 people were approved for residence through these two streams, up from 14,046 in 2008/09. The 14,570 approvals made up 32 percent of residence approvals through the New Zealand Residence Programme in 2009/10.

The Partnership Policy is the main policy in the Uncapped Family Sponsored Stream, and 8,858 people were approved under this policy in 2009/10. Partnership Policy approvals accounted for 19 percent of all residence approvals in 2009/10 compared with 17 percent in 2008/09.

The Parent Policy accounts for most approvals in the Parent Sibling Adult Child Stream. A total of 3,423 people were approved for residence through the Parent Policy in 2009/10 compared with 3,570 in 2008/09. Parent Policy approvals made up 7 percent of all residence approvals in 2009/10.

In 2009/10, the remainder of these two streams were approvals under the Dependent Child Policy (1,004 people), Sibling Policy (998) and Adult Child Policy (287).

The United Kingdom was the largest source country for Uncapped Family Sponsored Stream approvals (15 percent) in 2009/10, and China was the largest source country for Parent Sibling Adult Child Stream approvals (35 percent).

#### **1.3.5 Samoan Quota**

In 2009/10, 788 people were approved for residence through the Samoan Quota compared with 1,122 in 2008/09.

#### **1.3.6 Pacific Access Category**

In 2009/10, 357 people were approved for residence under the Pacific Access Category compared with 360 in 2008/09. Table 6 provides a breakdown of the number of people approved for residence through the Pacific Access Category in 2009/10.

**Table 6: Pacific Access Category approvals, 2009/10**

Pacific Access Category	Number of people
Pacific Access Category Tonga	260
Pacific Access Category Tuvalu	55
Pacific Access Category Kiribati	42
<b>Total</b>	<b>357</b>

Source: Department of Labour.

### **1.3.7 Special Samoan Quota Places and Special Pacific Access Category Places Polices**

In 2009/10, only 10 people were approved for permanent residence through the Special Samoan Quota Places and Special Pacific Access Category Places Polices compared with 280 in 2008/09. This decrease was because most submitted applications had been processed.

### **1.3.8 Successful refugee status claimants granted residence**

Permanent residence is granted separately from a refugee status claim. In 2009/10, 270 successful refugee status claimants were approved for residence compared with 207 in 2008/09 and 213 in 2007/08.

### **1.3.9 Residence trends for women**

In 2009/10, 23,724 women were approved for residence compared with 23,577 in 2008/09. Of those approved females in 2009/10, 49 percent (11,706 people) were principal applicants.

The number of approved female principal applicants varied under different categories in New Zealand Residence Programme streams in 2009/10. For example:

- in the Skilled Migrant Category 35 percent (4,159 people) were female
- under the Partnership Policy 64 percent (5,041) were female
- under the Parent Policy 56 percent (1,106) were female.

In 2009/10, of 1,076 approved principal applicants under the International/Humanitarian Stream, 43 percent (462 people) were female. These female principal applicants were mainly approved under the Samoan Quota (108 people), the Refugee Quota (88), and the Pacific Access Category (53).

Under the Refugee Quota, approvals were evenly split by gender in 2009/10 (50 percent each).

## **1.4 Temporary entry approvals**

### **1.4.1 Visitors**

Most people arriving in New Zealand are overseas visitors intending to stay for less than 12 months or New Zealand residents returning from a short trip.<sup>5</sup> Within any given year,

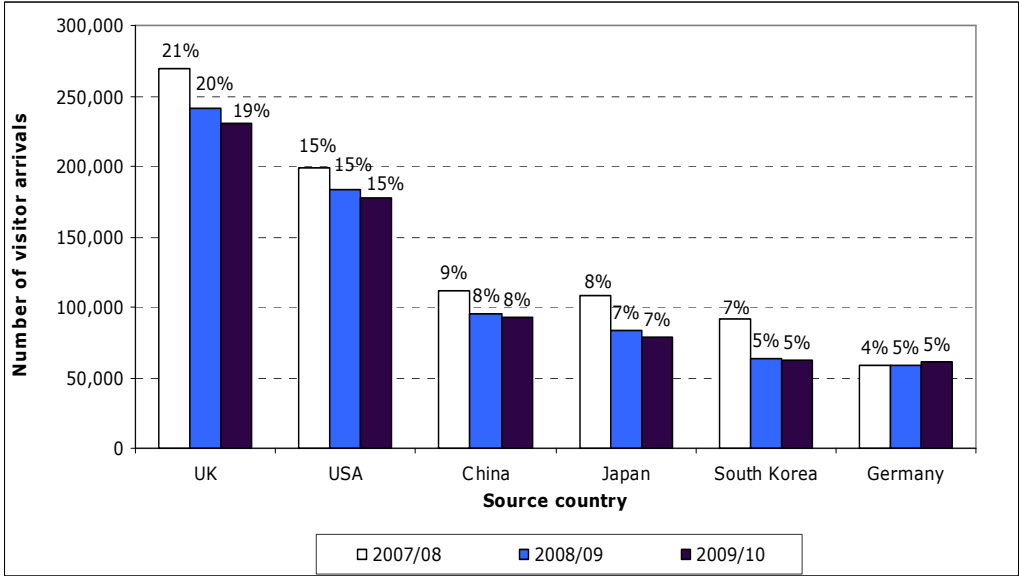
<sup>5</sup> The two main reasons for visiting New Zealand were for holidays/vacation and to visit friends or relatives.

flows fluctuate seasonally, with large numbers of visitors arriving over the summer months and during particular events, such as sporting competitions.

In 2009/10, 1,370,000 people were granted a temporary visitor, student, or work permit on arrival in New Zealand. In addition, more than 835,000 Australian citizens travelled to New Zealand (Australian citizens and permanent residents do not require a visa to enter New Zealand). Overall, visitor numbers decreased 2 percent between 2008/09 and 2009/10 because of fewer tourists from Oceania (excluding Australia) and Europe, in particular the United Kingdom.

The top five visitor source countries (the United Kingdom, the United States, China, Japan, and South Korea) contributed 54 percent of all temporary arrivals to New Zealand in 2009/10. Figure 3 shows the number of visitors from these countries decreased between 2008/09 and 2009/10.

**Figure 3:** Top six source countries of visitor arrivals, 2007/08–2009/10



Note: Australian citizens are not included in the number of visitor arrivals.

Source: Department of Labour.

**1.4.2 Workers**

People who wish to work in New Zealand must have a work visa.<sup>6</sup> The objective of work visa policies is to contribute to developing New Zealand’s capability base by allowing New Zealand employers to access skills and knowledge from around the world. The work visa policies also aim to ensure that the employment of temporary migrants does not undermine the wages and conditions of New Zealand workers.

Various work visa policies allow people to enter New Zealand for work-related purposes. For example:

- the Essential Skills Policy facilitates the entry of people required on a temporary basis to fill shortages where suitable New Zealand citizens or residents are not available for the work offered

<sup>6</sup> Except New Zealand or Australian citizens or residents.

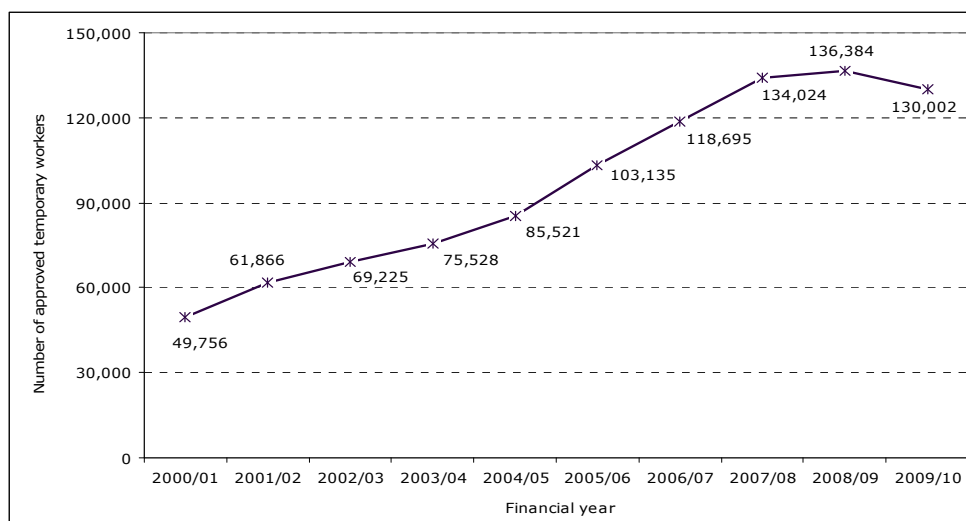


- Working Holiday Schemes allow young people (18–35 years) to be granted permission to work, usually on a reciprocal basis.<sup>7</sup>

Figure 4 shows the number of temporary workers approved in New Zealand between 2000/01 and 2009/10. After an average growth of 14 percent per financial year over the past decade, the growth in temporary workers slowed to 2 percent between 2007/08 and 2008/09, and decreased 5 percent between 2008/09 and 2009/10 (136,384 in 2008/09 compared with 130,002 in 2009/10).

The decrease between 2008/09 and 2009/10 was due mainly to a large fall in the number of people approved under the Essential Skills Policy. This fall shows the demand for temporary workers has decreased during the economic recession. Therefore, the falling demand has resulted in fewer approvals under the Essential Skills Policy. On the other hand, the number of working holidaymakers has increased, as well as the number approved through the Specific Purposes or Event Policy and the Study to Work Policies

**Figure 4:** Number of people approved work visas, 2000/01–2009/10



Source: Department of Labour.

In 2009/10, the United Kingdom remained the largest source country with more than 18,000 people approved to work in New Zealand (14 percent), followed by India (9 percent) and China (8 percent). Table 7 shows the top source countries of people approved work visas.

Temporary workers from India continued to show strong growth (up 31 percent) from 2008/09 to 2009/10, while temporary workers from China decreased (down 17 percent). This was mainly due to the decreasing numbers approved under the Study to Work Policy, whereby international students may apply for work visas once they have completed their New Zealand qualification.

The number of students from China approved the graduate job search work visa decreased 26 percent (down 739 people) from 2008/09 to 2009/10, while the number from India increased 74 percent (up 1,606 people). This is a flow-on effect from the decrease in international students from China and the increase in international students from India in recent years. In 2009/10, India became the largest source country of

<sup>7</sup> The United States and China do not have reciprocal arrangements with New Zealand.

approvals under the Study to Work Policies – graduate job search work visa (49 percent) and the practical experience post-study work visa (48 percent).

**Table 7:** Top source countries of people approved work visas, 2007/08–2009/10

Source country	2005/06	2006/07	2007/08	2008/09	2009/10
United Kingdom	18,991	19,072	20,684	20,314	18,402
India	4,993	5,795	7,297	8,998	11,790
China	12,451	15,057	15,294	12,585	10,866
Germany	6,280	7,342	8,049	8,712	8,854
United States	6,470	7,223	7,883	7,503	7,840
Philippines	2,494	4,158	6,255	6,851	5,870
Fiji	3,344	4,509	5,710	6,284	5,604
Other	48,112	55,539	62,852	65,137	60,776
<b>Total</b>	<b>103,135</b>	<b>118,695</b>	<b>134,024</b>	<b>136,384</b>	<b>130,002</b>

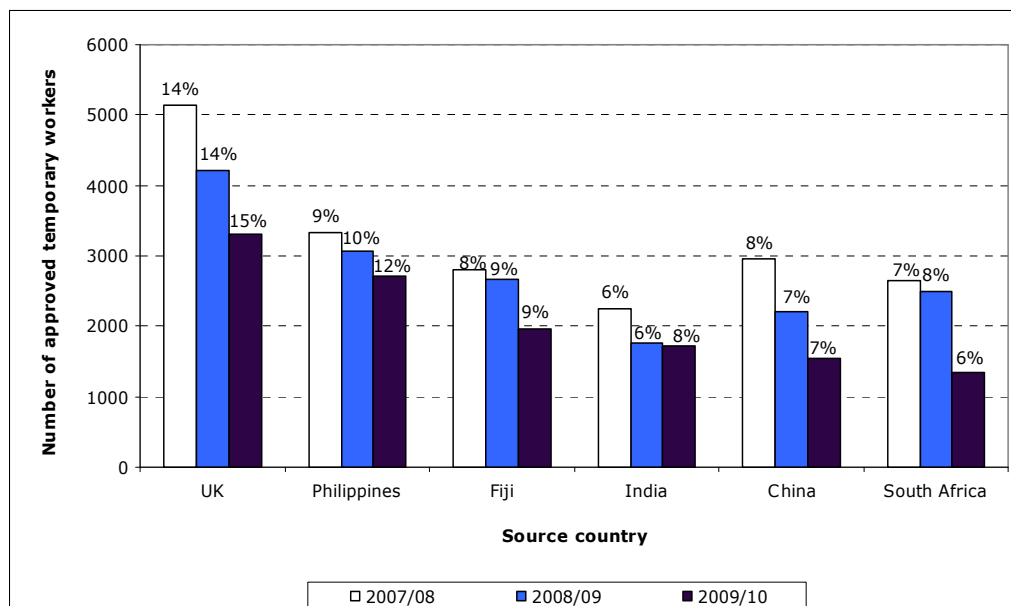
Note: This table analyses individuals rather than the number of permits issued. Therefore, a person issued more than one work permit in any year is counted only once.

Source: Department of Labour.

The Essential Skills Policy is labour market-tested policy that allows New Zealand employers to recruit workers from overseas to meet labour shortages that cannot be met from within New Zealand. These policies protect employment opportunities for New Zealand citizens and residents. In 2009/10, 22,723 people were approved for working in New Zealand under the Essential Skills Policy, down 23 percent or 6,806 people from 2008/09. This fall was a response to New Zealand's economic recession. Although the number of temporary workers from the United Kingdom decreased (down 21 percent from 2008/09), the United Kingdom remained the largest source country (15 percent) in 2009/10. The next two largest source countries were the Philippines (12 percent) and Fiji (9 percent) in 2009/10 (see Figure 5).

The number of workers from South Africa had the largest absolute decrease under the Essential Skill Policy from 2008/09 to 2009/10 (down 1,151 people). A wide variety of occupations were recorded for people approved under the Essential Skills Policy in 2009/10. The most common occupations were chef (9 percent), dairy cattle farmer (4 percent), aged or disabled carer (3 percent), and café or restaurant manager (3 percent).

**Figure 5:** Top six countries for approvals under the Essential Skills Policy, 2007/08–2009/10



Source: Department of Labour.

Working Holiday Schemes allow young people whose primary intention is to holiday in New Zealand to undertake employment and study during their stay in accordance with their scheme.<sup>8</sup> Most Working Holiday Schemes allow 18–30-year-olds to spend a maximum of 12 months in New Zealand to undertake work of a temporary nature during their visit or to study for up to 3 months.<sup>9</sup>

Peru, Poland, Slovenia, and Spain signed Working Holiday Scheme agreements with New Zealand in 2009/10, taking the total number of schemes to 34.

In 2009/10, 39,971 working holidaymakers were approved under the 34 schemes. The number of working holidaymakers has increased steadily in recent years as the number of schemes and available places has increased. Over the last 5 years, the schemes with the United Kingdom and Germany have been the two largest, comprising 24 percent and 18 percent respectively of all working holidaymakers in 2009/10. Table 8 presents the number of working holidaymakers by scheme in 2009/10.

<sup>8</sup> Working Holiday Schemes generally allow young New Zealanders to work overseas under mostly reciprocal agreements. The New Zealand Working Holiday Schemes for the United States and China are not reciprocal arrangements.

<sup>9</sup> The Canada Working Holiday Scheme is for people aged 18–35 years. The United Kingdom Working Holiday Scheme allows a maximum stay of 23 months.

**Table 8:** Number of working holidaymakers by scheme, 2009/10

<b>Working Holiday Scheme</b>	<b>Annual places available in the scheme</b>	<b>Number of working holidaymakers in 2009/10</b>
Argentina	1,000	1,089
Belgium	Unlimited	224
Brazil	300	307
Canada	Unlimited	1,620
Chile	1,000	1,027
China	1,000	592
Czech Republic	1,200	1,094
Denmark	Unlimited	213
Estonia	100	74
Finland	Unlimited	205
French	Unlimited	3,200
German	Unlimited	7,026
Hong Kong <sup>†</sup>	400	388
Ireland	Unlimited	2,231
Italian	Unlimited	608
Japan	Unlimited	1,747
Latvia	100	77
Malaysia	1,150	1,374
Malta	50	10
Mexico	200	261
Netherlands	Unlimited	759
Norway	Unlimited	87
Peru*	100	21
Poland*	100	88
Singapore	200	66
Slovenia*	100	73
South Korea	1,800	1,770
Spain*	200	183
Sweden	Unlimited	534
Taiwan	600	531
Thailand	100	99
United Kingdom	Unlimited	9,608
United States	Unlimited	2,607
Uruguay	200	178
<b>Total</b>		<b>39,971</b>

\* These new schemes came into effect at various times in 2009/10.

<sup>†</sup> The number of places available on these schemes was increased during the year.

Note: The start dates of new schemes or changes to existing schemes generally do not align with financial years, in some cases affecting uptake figures.

Source: Department of Labour.

In 2009/10, there was an even distribution of female and male working holidaymakers, but large differences between schemes. For example, the number of females approved under the Working Holiday Schemes with Taiwan, Thailand, Hong Kong, and Japan was more than double the number of males. The number of males approved under the

Working Holiday Schemes with Uruguay and Mexico was more than double the number of females.

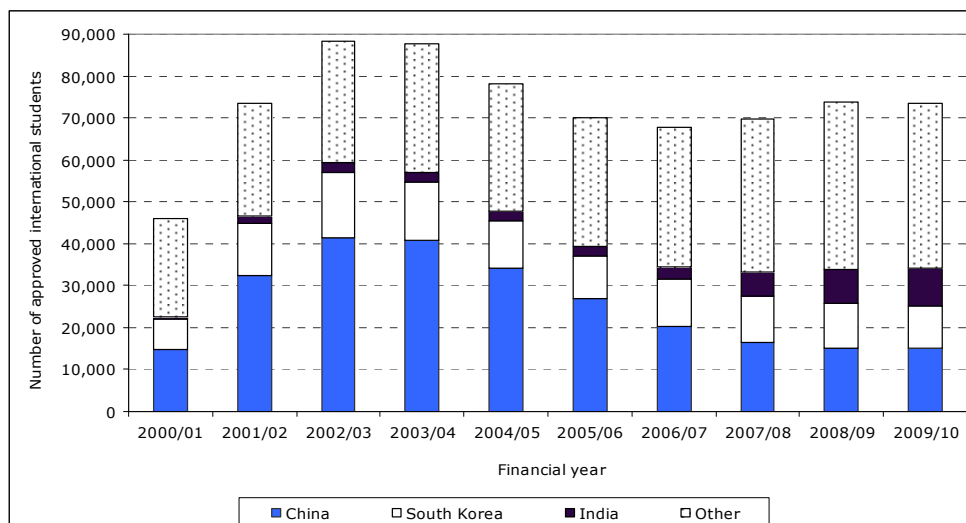
### 1.4.3 International students

International education contributes more than \$2.3 billion annually to the New Zealand economy. Further development of international education will bring real benefits in terms of economic growth plus additional income to allow New Zealand institutions to grow.<sup>10</sup> Revenue from international fee-paying students during 2009/10 grew 10 percent (\$664 million) overall.<sup>11</sup> International students also play an important role in the New Zealand labour market, if their skills can be retained, particularly if they are qualified and employed in areas with skill shortages.

Generally, foreigners who want to study one or more courses at a New Zealand Qualifications Authority (NZQA) approved institution for more than 3 months must apply for a student visa.<sup>12</sup> However, some working holidaymakers are also allowed to undertake one or more courses in New Zealand for up to 6 months.<sup>13</sup> For courses that are no more than 3 months' duration, non-New Zealand residents do not need a student visa, but they need a visitor's visa (unless they are from a visa waiver country).

Figure 6 shows the number of international students approved to study in New Zealand between 2000/01 and 2009/10. From 2002/03 to 2003/04, the number of international students reached a peak of over 85,000 annually. From that point, international student numbers decreased as the number of Chinese students fell. In 2009/10, 73,432 international students were approved for a student visa compared with 73,766 in 2008/09 and 69,609 in 2007/08.

**Figure 6:** Number of approved international students, 2000/01–2009/10



Source: Department of Labour.

<sup>10</sup> Minister of Education (A Tolley) and Minister for Tertiary Education (S Joyce). 2010. 'International student numbers increase.' Available at <http://www.beehive.govt.nz/release/international+student+numbers+increase>.

<sup>11</sup> Minister of Education (A Tolley) and Minister for Tertiary Education (S Joyce). 2010. 'International student numbers increase.' Available at <http://www.beehive.govt.nz/release/international+student+numbers+increase>.

<sup>12</sup> Australian citizens or residents do not need a student visa to study in New Zealand.

<sup>13</sup> Since July 2009, working holidaymakers can undertake one or more courses rather than a single course for up to 3 months, or 6 months for working holidaymakers from Canada, Germany, Japan, Taiwan, and the United Kingdom.

China has remained the single largest source country for international students since 1999/2000, although the proportion has fallen from around 47 percent in 2002/03 to 20 percent in 2009/10. Table 9 shows the next largest source countries in 2009/10 were South Korea (14 percent) and India (12 percent). Compared with in 2008/09, the number of students from India had the largest absolute increase (up 884 students or 11 percent) in 2009/10, followed by Vietnam (up 377 or 35 percent). The increases from India and Vietnam were offset by a significant decrease from South Africa (down 1,120 or 47 percent).

**Table 9:** Top source countries of people approved student visas, 2005/06–2009/10

Source country	2005/06	2006/07	2007/08	2008/09	2009/10
China	26,833	20,274	16,399	15,051	14,998
South Korea	10,118	11,169	11,071	10,715	10,166
India	2,453	3,104	5,765	8,098	8,982
Japan	3,995	3,691	3,511	3,309	3,361
Germany	2,476	2,659	2,732	3,267	3,263
Fiji	1,731	2,126	2,783	3,289	3,010
United States	2,706	2,755	2,742	2,813	2,920
Other	19,690	21,834	24,606	27,224	26,732
<b>Total</b>	<b>70,002</b>	<b>67,612</b>	<b>69,609</b>	<b>73,766</b>	<b>73,432</b>

Note: This table analyses individuals rather than the number of permits issued. Therefore, a person issued more than one work permit in any year is counted only once.

Source: Department of Labour.

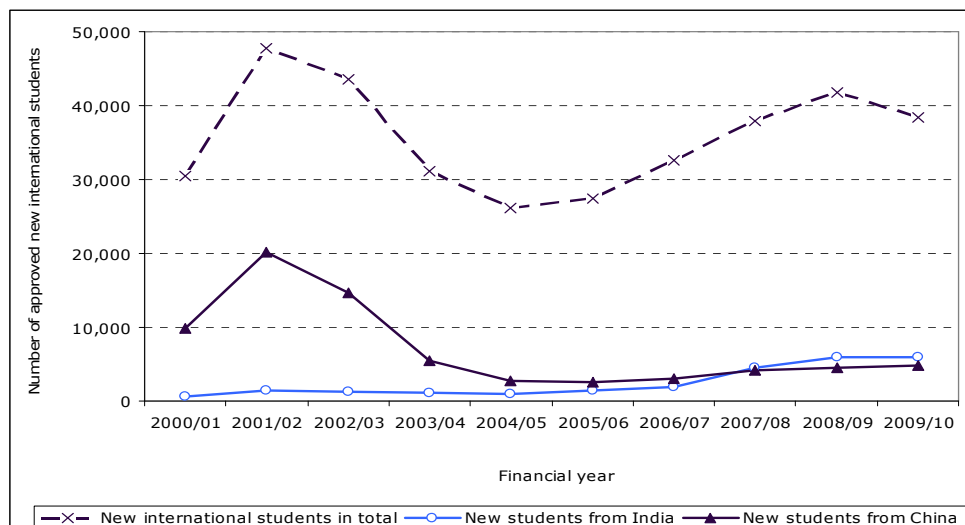
The number of new international students coming to New Zealand to study is affected by external factors. Figure 7 shows the number of new international students approved each year over the past decade.<sup>14</sup> The number of new international students surged dramatically in 2001/02 (47,776 people), but fell to 26,105 in 2004/05. This fall was because the number of new students from China decreased significantly from 20,203 to 2,685 over that period, partly because of a change in Chinese government policy.<sup>15</sup> The number of new international students increased steadily between 2004/05 and 2008/09.

In 2009/10, 38,459 new international students were approved to study in New Zealand, down 8 percent from 2008/09. First-time students in 2009/10 accounted for 52 percent of all international students. India has been the largest source country of new international students to New Zealand since 2008/09.

<sup>14</sup> This analysis reports the first year in which a person was approved a student visa.

<sup>15</sup> Ministry of Education. 2007. *The International Education Agenda – A Strategy for 2007–2012*. Wellington: Ministry of Education, p 24. Available at <http://www.minedu.govt.nz/~media/MinEdu/Files/EducationSectors/InternationalEducation/FormsAndGuidelines/11950%20SummaryOfInternationalEducationAgenda%20100807.pdf>.

**Figure 7:** Number of new international students, 2000/01–2009/10



Source: Department of Labour.

#### 1.4.4 Temporary entry trends for women

In 2009/10, 45 percent of the 130,000 people approved work visas were female.<sup>16</sup> Of these, 9,523 females were issued with labour market-tested work visas<sup>17</sup> (out of a total of 57,969), 3,386 were issued study to work visas<sup>18</sup> (out of a total 9,733), 1,007 were issued work to residence visas (out of a total 2,419), and 16,357 were issued visas under the Family Policy (out of a total 25,061). Long-term business visas (interim visas) were issued to 140 females to allow them to establish businesses in New Zealand and progress to permanent residence through the Entrepreneur Category.

In 2009/10, fewer female international students were approved for study in New Zealand than male (46 percent compared with 54 percent). Of approved female international students, 18,068 were new international students (out of 38,459).

<sup>16</sup> Excludes two people of unspecified gender.

<sup>17</sup> The Essential Skills Policy and Horticulture and Viticulture Seasonal Work Policy are labour market-tested policies (7,472 and 2,051 people respectively).

<sup>18</sup> International students who have graduated from a course that would gain points under the SMC may apply for a 12-month open work visa (that is, a graduate job search permit). Applicants are not required to have a job offer for this visa, but must have completed a New Zealand qualification that would qualify for points under the SMC and must apply within 3 months of the end date of their student permit for that qualification.

## **2 FLOWS OF REFUGEES AND ASYLUM SEEKERS**

### **2.1 Policy**

The Immigration Act 2009 creates a new refugee and protection decision-making framework. The Act incorporates into legislation the 1951 Convention Relating to the Status of Refugees and the 1967 Protocol Relating to the Status of Refugees (the Refugee Convention), and codifies New Zealand's existing immigration-related obligations under the Convention against Torture and the International Covenant on Civil and Political Rights.

The Act sets out clear processes and protocols for managing claims for refugee and protection status. The Act ensures all of an individual's claims are assessed together for a more efficient and fair determination of New Zealand's obligations to the individual.

The Act also contains provisions to manage the abuse of the asylum process. For example, refugee and protection decisions may be released to the public where it is in the public interest and is safe to do so. This will ensure there is a lawful authority to respond to claimants who abuse the refugee process by publicising falsehoods. When a foreign national creates the grounds for a refugee status claim in bad faith, their claim may be declined for consideration but they may appeal. This change is based on current New Zealand case law that says where someone manufactures a ground for claiming refugee status, they cannot be found to be a refugee.

The Act limits some subsequent claims when circumstances have not materially changed. Subsequent claims for refugee and protection status can be rejected if they are found to be manifestly unfounded, clearly abusive, or repeat a previous claim.

To support the implementation of the Act, policy is being developed to determine the immigration status of people given refugee and/or protection status. The Act provides that people who are excluded under the Refugee Convention but who have protection status will have their immigration status determined by the Minister of Immigration.

### **2.2 Asylum seekers**

In the last decade, the number of people seeking asylum in New Zealand has decreased significantly. In 2009/10, 384 people sought asylum in New Zealand, compared with 1,703 a decade earlier. Fiji is currently the largest source country of asylum seekers (15 percent), followed by Sri Lanka (9 percent) and Iran (8 percent). Table 10 shows the top 10 source countries of asylum seekers in 2008/09 and 2009/10.



**Table 10:** Top 10 source countries of asylum seekers, 2008/09 and 2009/10

Source country	2008/09		2009/10	
	n	%	n	%
Fiji	23	9	57	15
Sri Lanka	23	9	34	9
Iran	28	11	30	8
China	22	9	25	7
India	12	5	24	6
Iraq	16	7	24	6
Czech Republic	14	6	22	6
Pakistan	6	2	18	5
South Africa	7	3	18	5
Slovakia	1	0	16	4
Other	94	38	116	30
<b>Total</b>	<b>246</b>	<b>100</b>	<b>384</b>	<b>100</b>

Source: Department of Labour.

New Zealand decided 335 refugee status claims in 2009/10.<sup>19</sup> Fourteen percent of decisions were made on subsequent claims for asylum (that is, following an earlier claim that had been found not to be genuine). Refugee status was granted in 91 cases (27 percent) and declined in 244 cases (73 percent). Table 11 shows successful refugee status claims by source country in 2009/10.

**Table 11:** Successful refugee status claims by source country, 2009/10

Source country	n	%
Iraq	16	18
Sri Lanka	13	14
China	12	13
Pakistan	10	11
Iran	7	8
Zimbabwe	7	8
Palestine	5	5
Madagascar	4	4
Saudi Arabia	3	3
Other	14	15
<b>Total</b>	<b>91</b>	<b>100</b>

Source: Department of Labour.

<sup>19</sup> The decision regarding a claim may occur in a different year to the year in which the claim was initially made. Therefore, the number of refugee decisions in any one year may differ from the number of claims.

Refugee status claimants may be placed into detention if concerns exist about their identity or their risk to national security or public order. These concerns must be balanced against the person's right to freedom of movement, and any issues of well-being related to their individual circumstances (for example, being a minor). Those who are not detained (including those who make post-border claims) are usually granted a permit to allow them to remain in New Zealand while their claim is assessed. In many cases, especially for family groups, a work permit will be issued to allow the claimant(s) to find paid work or access welfare provisions. In 2009/10, 284 asylum seekers were approved for a work visa.<sup>20</sup>

If asylum seekers are granted refugee status, they are usually provided with a work visa (if they do not already have one). They may then lodge a residence application, which will give them the same access to the labour market as other permanent residents have.

Permanent residence is approved separately from refugee status. In 2009/10, 270 successful refugee status claimants were approved for residence. The low number of successful refugee status claimants being approved for residence is likely to continue as fewer people seek asylum in New Zealand.

If a claim has been assessed and declined, failed refugee status claimants may not apply for a further permit while in New Zealand and must leave New Zealand as soon as possible. However, there are no legislative limitations on the number of times an individual can claim refugee status in New Zealand, although subsequent claims need to be based on new information or changed circumstances. Additionally, appeal avenues exist for failed refugee status claimants through the Refugee Status Appeals Authority and the courts. An individual who makes a subsequent claim may apply for further permits to allow them to stay in New Zealand lawfully while their claim is assessed.

## **2.3 Refugee Quota**

Each year New Zealand accepts up to 750 refugees referred by the United Nations High Commissioner for Refugees as part of the annual Refugee Quota programme. In 2009/10, 709 refugees were accepted as part of the Refugee Quota programme. The leading source countries of these refugees were Bhutan (176 people), Myanmar (126), and Colombia (71). Table 12 shows the source countries of refugees accepted in the 2009/10 quota and the countries where the refugees had taken refuge before being accepted.

Most refugees (437 or 62 percent) selected for the 2009/10 Refugee Quota programme were standard protection cases. Of the total, 293 were aged under 18 and the remaining 416 were aged 18 or over.

On arrival in New Zealand, quota refugees are granted permanent residence, which gives them access to all rights to employment, education, and other services that are available for other New Zealand citizens and residents. In 2009/10, 639 people were granted residence under the Refugee Quota programme.

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<sup>20</sup> This includes people appealing their refugee status decision.

**Table 12:** Nationality and last country of refuge of quota refugees, 2009/10

<b>Nationality of refugee</b>	<b>n</b>	<b>Last country of refuge</b>	<b>n</b>
Afghanistan	55	Afghanistan	27
Bhutan	176	Azerbaijan	1
Burundi	36	Bangladesh	22
Colombia	71	Congo	2
Congo	5	Congo, Democratic Republic of	3
Congo, Democratic Republic of	63	Ecuador	78
Eritrea	23	Ethiopia	5
Ethiopia	30	India	7
Ecuador	7	Indonesia	1
Iran	12	Iraq	19
Iraq	36	Jordan	1
Myanmar	126	Kenya	22
Nepal	6	Malaysia	54
Palestinian	16	Namibia	3
Rwanda	8	Nepal	176
Somalia	5	Pakistan	6
Sri Lanka	13	Philippines	7
Sudan	21	Sudan	44
<b>Total</b>	<b>709</b>	Syria	40
		Tajikistan	15
		Tanzania	28
		Thailand	62
		Turkey	1
		Uganda	84
		United Kingdom	1
		<b>Total</b>	<b>709</b>

Source: Refugee Quota Branch data, Department of Labour.

### 3 STOCK OF OVERSEAS-BORN POPULATION

#### 3.1 New Zealand's population

Statistics New Zealand estimated the total resident population of New Zealand to be 4,367,700 as at 30 June 2010.<sup>21</sup> This was an increase of 51,900 (1.2 percent) from an estimated 4,315,800 as at 30 June 2009.<sup>22</sup> This population growth was mainly due to a natural increase (an excess of births over deaths) of 35,400. Net migration was 16,500 in 2009/10 compared with 12,500 in 2008/09.

New Zealand's overseas-born population has continued to increase. In 2006, 23 percent of people usually living in New Zealand (879,543 people) had been born overseas compared with 20 percent in 2001 and 18 percent in 1996.<sup>23</sup>

Statistics New Zealand provides information on the regions where migrants were born.<sup>24</sup> Table 13 shows that the percentage of overseas-born people from the United Kingdom and Ireland (New Zealand's most significant source of migrants historically) has decreased over 10 years (from 38 percent in 1996 to 29 percent in 2006). In contrast, the percentage of overseas-born people from Asia has increased from 19 percent in 1996 to 29 percent in 2006, equalling the percentage born in the United Kingdom and Ireland.

**Table 13:** Usually resident population by birthplace for overseas born in 1996, 2001, and 2006

Birthplace (overseas)	Census year					
	1996		2001		2006	
	Number	%	Number	%	Number	%
Australia	54,711	9	56,259	8	62,742	7
Pacific Islands	99,261	16	117,987	17	135,852	15
UK and Ireland	230,049	38	225,120	32	251,688	29
Europe (excl UK and Ireland)	55,599	9	59,550	9	68,070	8
North America	19,230	3	21,279	3	26,940	3
Asia	117,918	19	165,777	24	251,133	29
Other countries	28,293	5	52,659	8	83,124	9
<b>Total overseas born</b>	<b>605,061</b>	<b>100</b>	<b>698,628</b>	<b>100</b>	<b>879,543</b>	<b>100</b>

Source: Census of Population and Dwellings, Statistics New Zealand.

<sup>21</sup> Statistics New Zealand. 2010. 'National population estimates: June 2010 quarter.' *Hot off the Press*. Wellington: Statistics New Zealand. Available at [http://www.stats.govt.nz/browse\\_for\\_stats/population/estimates\\_and\\_projections/NationalPopulationEstimates\\_HOTPJun10qtr.aspx](http://www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/NationalPopulationEstimates_HOTPJun10qtr.aspx) (accessed September 2010).

<sup>22</sup> Figures are based on the 2006 Census of Population and Dwellings.

<sup>23</sup> Statistics New Zealand. 2006. *QuickStats about Culture and Identity*. <http://www.stats.govt.nz/Census/2006CensusHomePage/quickstats-about-a-subject/culture-and-identity.aspx> (accessed 23 September 2009).

<sup>24</sup> Table 6 from Statistics New Zealand. 2006. *QuickStats about Culture and Identity*. <http://www.stats.govt.nz/Census/2006CensusHomePage/quickstats-about-a-subject/culture-and-identity.aspx> (accessed 23 September 2009).

### 3.2 Characteristics of overseas-born people

More new migrants were in New Zealand at the 2006 census than at the 2001 census. In 2006, almost one-third (32 percent) of people born overseas had been living in New Zealand for 4 years or less compared with 27 percent in 2001. In 2006, one-third of those born overseas (33 percent) had been living in New Zealand for 20 years or more.

The median age<sup>25</sup> of people arriving to live in New Zealand differs by region of birth. In 2006, the median age of people born in both Asia<sup>26</sup> and the Pacific Islands who had been living in New Zealand for 4 years or less was 26.2 years. Those from the United Kingdom and Ireland tended to be older, with a median age of 32.4 years. This compares with a national median age of 35.5 years for all males and 37.6 years for all females as at 30 June 2010.<sup>27</sup> The overall median age increased 2.0 years for males and 2.2 years for females from 1999/2000 to 2009/10. On average, overseas-born women have lower fertility rates than New Zealand-born women (see Table 14).

**Table 14:** Average number of children born per woman by age group and birthplace, 2006

Age group (years)	New Zealand born	Overseas born	Not elsewhere included*
15-19	0.05	0.02	0.08
20-24	0.34	0.15	0.43
25-29	0.87	0.56	1.10
30-34	1.42	1.19	1.65
35-39	1.92	1.75	2.12
40-44	2.16	2.01	2.36
45-49	2.29	2.13	2.54
50-54	2.36	2.25	2.54
55-59	2.46	2.34	2.63
60-64	2.69	2.53	2.95
65 and over	3.00	2.73	3.12
<b>Total</b>	<b>1.84</b>	<b>1.69</b>	<b>2.46</b>
Age standardised <sup>^</sup>	1.85	1.67	2.01

Note: Does not include people who objected to answering the live birth questions.

\* Includes unidentifiable, outside scope, and not stated.

<sup>^</sup> Age standardised rate =  $\sum(r_i P_i) / \sum P_i$ .

Source: Census of Population and Dwellings, Statistics New Zealand.

<sup>25</sup> The median age is the age at which half of the population is younger and half is older.

<sup>26</sup> Reflecting the large proportion of international students.

<sup>27</sup> Table 2 from Statistics New Zealand. 2010. 'National population estimates: June 2010 quarter.' *Hot off the Press*. Wellington: Statistics New Zealand. Available at [http://www.stats.govt.nz/browse\\_for\\_stats/population/estimates\\_and\\_projections/NationalPopulationEstimates\\_HOTPJun10qtr.aspx](http://www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/NationalPopulationEstimates_HOTPJun10qtr.aspx) (accessed September 2010).

## 4 EMPLOYMENT STATUS OF OVERSEAS-BORN POPULATION

### 4.1 Labour force status

This section uses survey data to estimate the labour force status of overseas-born residents.

#### 4.1.1 Household Labour Force Survey

The Household Labour Force Survey, which is published by Statistics New Zealand, is the main source of data on labour force status in New Zealand. The Household Labour Force Survey surveys approximately 15,000 households or 30,000 people each quarter. The data used in this section relates to those people who were not born in New Zealand and have resided in New Zealand for up to 10 years ('recent migrants').

The unemployment rate for people not born in New Zealand who have resided here for up to 10 years was 9.3 percent in 2009/10, higher than the national annual average unemployment rate of 6.6 percent.

The labour force participation rate for those who have resided here for up to 10 years was 69.4 percent in 2009/10, above the national annual average rate of 68.1 percent. The participation rate for recent migrants rose from 66.0 percent 2005/06 to 69.4 percent in 2009/10. The overall participation rate has eased slightly from 68.3 percent to 68.1 percent.

**Table 15:** Participation rates of people not born in New Zealand, 2005/06–2009/10

Year	Length of time in New Zealand				National
	1– 2 years	3–5 years	6–10 years	0–10 years	
2005/06	65.8	67.0	65.3	66.0	68.3
2006/07	67.0	69.9	66.1	67.8	68.3
2007/08	63.3	71.4	66.0	67.0	68.2
2008/09	67.7	72.4	67.6	69.0	68.6
2009/10	66.5	72.3	69.9	69.4	68.1

Note: The participation rate is the proportion of the working age population in the labour force.

Source: Household Labour Force Survey, Statistics New Zealand.

Over the past year, the unemployment rate for those who have resided in New Zealand up to 10 years rose from 6.8 percent to 9.3 percent, an increase of 2.5 percentage points. The overall unemployment rate increased by a lesser degree, rising from 5.0 percent to 6.6 percent.

**Table 16:** Unemployment rates of people not born in New Zealand, 2005/06–2009/10

Year	Length of time in New Zealand				National
	1–2 years	3–5 years	6–10 years	0–10 years	
2005/06	7.5	4.2	5.6	5.7	3.9
2006/07	7.2	4.5	4.9	5.4	3.8
2007/08	8.1	5.0	3.8	5.4	3.8
2008/09	8.7	5.2	6.5	6.8	5.0
2009/10	11.6	6.3	9.8	9.3	6.6

Note: The unemployment rate is the proportion of the labour force that is unemployed.

Source: Household Labour Force Survey, Statistics New Zealand.

#### 4.1.2 Longitudinal Immigration Survey: New Zealand

The Longitudinal Immigration Survey: New Zealand (LisNZ) surveys migrants aged 16 years and over who were approved for permanent residence in New Zealand from 1 November 2004 to 31 October 2005. The survey is conducted in three waves with migrants being interviewed 6 months (wave 1), 18 months (wave 2), and 36 months (wave 3) after they have taken up permanent residence in New Zealand.

Wave 1 interviews were conducted from 1 May 2005 to 30 April 2007, wave 2 interviews from 1 May 2006 to 30 April 2008, and wave 3 interviews from 1 November 2007 to 31 October 2009. The number of interviewed respondents (both onshore and offshore applicants) was 7,137 for wave 1, 6,156 for wave 2, and 5,144 for wave 3.<sup>28</sup>

LisNZ provides information on migrants' labour market activity at each wave of the survey. Labour market activity is measured by categorising migrants as employed, not employed but seeking work, or not employed and not seeking work. Overall, 75.7 percent of migrants were employed at wave 3 compared with 72.1 percent at wave 1.

Table 17 shows the change in migrants' labour market status between wave 1 and wave 3 by immigration category. Between wave 1 and wave 3, 8.4 percent of migrants moved into employment and 5.3 percent moved out of employment. Over half of the migrants looking for work at wave 1 were employed at wave 2. Skilled secondary migrants showed the largest movement into employment between waves (16 percent).

<sup>28</sup> The target population excluded refugees, temporary visitors, and all people from Australia, Niue, the Cook Islands, and Tokelau. Migrants from Australia were excluded because they are entitled to enter New Zealand without applying for a residence visa or permit. Migrants from Niue, the Cook Islands, and Tokelau were excluded because they have automatic rights to New Zealand citizenship.

**Table 17:** Migrants' labour market status by immigration category: change between wave 1 and wave 3

Approval category	Employed in wave 3		Not employed in wave 3		Total
	Employed in both waves	Not employed in wave 1, employed in wave 3	Employed in wave 1, not employed in wave 3	Not employed in either wave	
<b>Row percent (%)</b>					
Skilled principal	88.7	5.0	5.3	0.9	100.0
Skilled secondary	53.1	20.2	10.0	16.7	100.0
Business	42.9	10.7	12.2	34.1	100.0
Family partner	60.6	13.1	9.8	16.8	100.0
Pacific	65.6	9.6	5.1	19.1	100.0
Other*	33.7	9.8	5.7	51.0	100.0
<b>All migrants<sup>^</sup></b>	<b>64.3</b>	<b>11.3</b>	<b>7.8</b>	<b>16.6</b>	<b>100.0</b>

\* Includes family parent migrants.

<sup>^</sup> Excludes 'don't know' responses and response refusals.

Source: Statistics New Zealand. 2010. 'Longitudinal Immigration Survey: New Zealand – Wave 3.' *Hot off the Press*. Wellington: Statistics New Zealand (accessed 27 September 2010), Table 1.

## 4.2 Occupations of Skilled Migrant Category principal applicants

In 2009/10, 81 percent of Skilled Migrant Category (SMC) principal applicants gained points for a skilled job or job offer in New Zealand. Seventy-one percent gained points for their current employment and 10 percent had an offer of skilled employment. SMC principal applicants approved onshore were more likely to have a job or job offer than those approved offshore (87 percent compared with 43 percent). Almost half (48 percent) gained bonus points for New Zealand work experience.

International students who gain a New Zealand qualification can be awarded bonus points through the SMC. In 2009/10, 73 percent of SMC principal applicants gained points for their qualifications and 27 percent gained bonus points for a recognised New Zealand qualification.

Occupational data is recorded for SMC principal applicants approved with a job or job offer. Data is captured on the applicant's main occupation (that is, their occupation during the 12-month period before residence). The Australian and New Zealand Standard Classification of Occupations is used to classify occupation data. Table 18 shows the most common occupational groups for SMC principal applicants approved in 2009/10.



**Table 18:** Main occupation\* of Skilled Migrant Category principal applicants, 2009/10

Major group <sup>^</sup>	Number	Percent (%)
Professionals	4,718	43
Technicians and Trades Workers	3,661	33
Managers	1,773	16
Clerical and Administrative Workers	429	4
Community and Personal Service Workers	301	3
Other	88	1
<b>Total<sup>#</sup></b>	<b>10,970</b>	<b>100</b>

\* Main occupation is the job the applicant spent the most hours doing in the past 12 months.

<sup>^</sup> Major group is coded to the Australia and New Zealand Standard Classification of Occupations (ANZSCO).

<sup>#</sup> This table includes all principal applicants. Applicants whose occupation were not coded to ANZSCO or were classified as 'responses outside of the current definition of the labour force' are excluded from the total.

The SMC attracted skilled migrants in a broad range of sectors in 2009/10. Some of the most common occupations were in health (generalist medical practitioners and nurses), hospitality (chefs, restaurant managers, bakers, and pastry cooks), and education (school teachers and university lecturers).

#### 4.2.1 Labour market-tested work visa holders

Essential Skills Policy and Horticulture and Viticulture Seasonal Work Policy are labour market-tested work policies that allow New Zealand employers to recruit workers from overseas to meet shortages that cannot be met from within New Zealand. These policies protect employment opportunities for New Zealand citizens and residents.

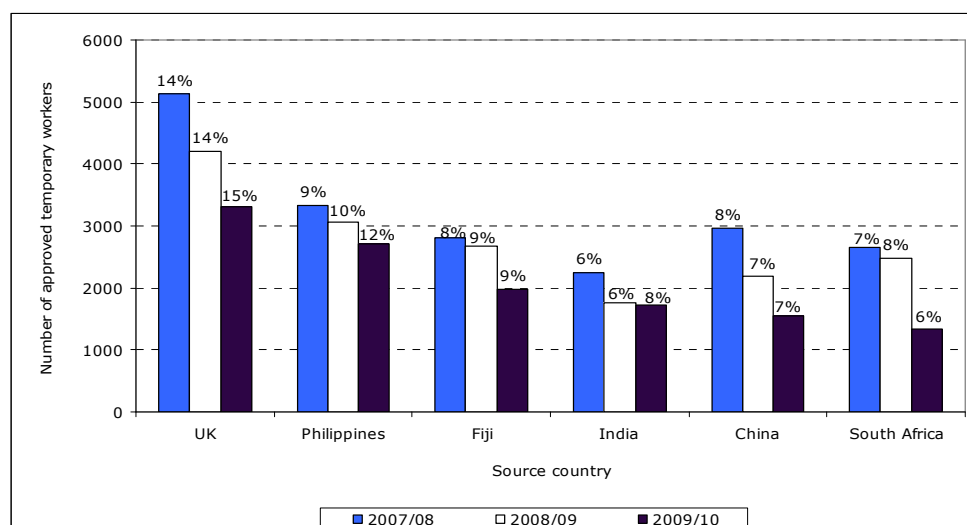
##### ***Essential Skills Policy***

In 2009/10, 22,723 people were approved for working in New Zealand under the Essential Skills Policy, down 23 percent or 6,806 people from 2008/09.<sup>29</sup> This decrease was a response to the New Zealand economic recession. Although the number of temporary workers from the United Kingdom decreased (down 21 percent from 2008/09), it still remained the largest source country (15 percent) in 2009/10. The next two largest source countries were the Philippines (12 percent) and Fiji (9 percent) in 2009/10 (see Figure 8).

The number of workers from South Africa had the largest absolute decrease from 2008/09 to 2009/10 (down 1,151 people). A wide variety of occupations were recorded for people approved under the Essential Skills Policy in 2009/10. The most common occupations were chef (9 percent), dairy cattle farmer (4 percent), aged or disabled carer (3 percent), and café or restaurant manager (3 percent).

<sup>29</sup> This analysis includes the Approved in Principle Policy, Essential Skills Policy, Essential Skills – Skill Level 1 Policy, Specialist Skills Policy, and the former General Work Policy.

**Figure 8:** Top six source countries of Essential Skills Policy approvals, 2007/08–2009/10



Source: Department of Labour.

### ***Horticulture and Viticulture Seasonal Work Policy***

In 2009/10, 8,323 people were approved for a work visa under the Horticulture and Viticulture Seasonal Work Policy, down 19 percent or 2,007 people from 2008/09.<sup>30</sup> Vanuatu was the largest source country in 2009/10 (26 percent), followed by Tonga (14 percent) and Samoa (13 percent). The number of temporary workers from Brazil had the largest absolute decrease from 2008/09 to 2009/10 (down 386 people).

<sup>30</sup> This analysis includes the Horticulture and Viticulture Seasonal Work Policy, including the Recognised Seasonal Employer Policy, Seasonal Labour Pilot Policy, Working Holiday Schemes Extension Policy, Supplementary Seasonal Employment – WP Policy, and Transitional Recognised Seasonal Employer Policy.

## **5 PRINCIPAL DEVELOPMENTS IN MIGRATION POLICY**

### **5.1 Legislation: Immigration Act 2009**

The Immigration Act 2009 came into law in November 2009. Most of its provisions will come into force on 29 November 2010. Regulations that enable some provisions will also come into force on 29 November 2010. The legislation does not detail immigration policy. Immigration policy is determined by the Minister of Immigration (as 'immigration instructions' under the new Act).

### **5.2 Policy developments**

The major policy developments over 2009/10 have been the introduction of the Government's remaining manifesto commitments, the Silver Fern Visa Policies and the Retirement Visa Policy; the agreement to a strategic direction for immigration; and amendments to student policies.

#### **5.2.1 Silver Fern Policies**

The Silver Fern Policies were implemented in April 2010. The two policies, the Silver Fern Job Search Visa Policy and the Silver Fern Practical Experience Visa Policy, are intended to bring young skilled people to New Zealand and provide them with a pathway to residence.

The silver fern job search visa allows young people to enter New Zealand for 9 months to search for skilled employment. To be eligible, people must be outside New Zealand at the time of application, be aged 20–35, and meet English language and qualification requirements. The person must also have sufficient funds to support themselves. An individual can be issued a silver fern job search visa only once. Applications are made online, with a limit of 300 visas per year. When the policy was launched in April, the 300 available places for 2010/11 were filled within half an hour.

The silver fern practical experience visa is available only to silver fern job search visa holders who have successfully found skilled employment in New Zealand. The visa enables them to work for up to 2 years in that position, which must meet the requirements for skilled work under the Skilled Migrant Category. In doing so, the policy assists young skilled workers to apply for residence through that category. There is no annual limit to the number of silver fern practical experience visas that may be granted.

#### **5.2.2 Retirement Visa Policy**

In March 2010, the new Retirement Visa Policy was implemented. The policy, which consists of two categories, enables high-income people of retirement age to come and live in New Zealand, if they can make an economic investment here.

The Parent Retirement Category allows New Zealand to prioritise high net worth individuals who are already seeking to migrate to New Zealand under the Family

Category. Parent retirement visa holders must invest a minimum of NZ\$1 million in New Zealand over 4 years.

The Temporary Retirement Category creates a 2 year-visa for people who want to spend some of their retirement in New Zealand. Temporary retirees need to invest \$750,000 over the 2-year term of their visa. Temporary retirees can renew their visas as long as they continue to meet criteria, including having a minimum amount of investment funds and income, and a specified level of health insurance.

### **5.2.3 Strategic direction for immigration**

The Government has agreed to a high-level strategic direction for immigration. The strategic direction puts immigration squarely within an economic framework. It seeks to increase immigration's contribution to New Zealand by better attracting and retaining highly productive migrants, better utilising their talents and linkages, and better integrating migrants into the workforce and society. The strategic direction is made up of a vision and objectives that will guide future immigration policy development.

### **5.2.4 Student Policy**

Recent changes to the Student Policy aim to support the export education industry and international students, while also protect the integrity of the immigration system. The export education industry is worth \$2.3 billion annually to New Zealand.

The recent changes include:

- relaxing requirements to allow parents and guardians who accompany young children to New Zealand to leave the country without their children in emergencies
- strengthening immigration policy to stop students from changing course or education provider for non-genuine reasons
- changing immigration requirements for short periods of study to allow:
  - temporary visa holders to study multiple courses, rather than a single course, for up to 3 months in total
  - multiple-year temporary visa holders to study a course or courses for up to 3 months in each consecutive 12-month period, rather than one course during the length of their visa
  - children to attend school on a visitor's visa for up to 3 months once per calendar year, on either individual or group visitor visas (usually they would require a student visa to do this).

### **5.2.5 Business migration**

A new business migration package was introduced in July 2009. The package aims to boost economic performance by making New Zealand more attractive for business and entrepreneurial migrants. Since its introduction, the package has attracted over NZ\$300 million in potential investment capital. Of this NZ\$300 million, nearly NZ\$230 million has been attracted through the Investor Category for people with NZ\$1.5 million or more to invest in New Zealand over

4 years. Meanwhile, NZ\$80 million has been invested through the Investor Plus Category by people wanting to invest NZ\$10 million or more in New Zealand over 3 years.

### **5.2.6 Skill shortages lists**

The Essential Skills in Demand Lists, comprising the Long Term Skill Shortage List (LTSSL) and the Immediate Skill Shortage List (ISSL), are reviewed twice a year. The LTSSL identifies those occupations where there is an absolute (sustained and ongoing) shortage of skilled workers, globally and in New Zealand. The ISSL identifies occupations where there is an immediate skill shortage in New Zealand.

In July 2010, seven occupations were added to the LTSSL and one was removed and two occupations were added and 13 removed from the ISSL. Both lists were also altered to clarify certain qualifications and work experience requirements for occupations.

### **5.2.7 Working Holiday Schemes**

New Working Holiday Schemes with Poland, Spain, and Slovenia have been implemented. In addition, new schemes with Turkey and Israel have been signed and will be implemented over the next year.

New Zealand's Immigration Policy, including its Work Policy, can be found on the Department of Labour website.<sup>31</sup>

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<sup>31</sup> Department of Labour. No date. *Immigration New Zealand Operations Manual*. Available at <http://www.immigration.govt.nz/manual>.

## 6 FISCAL ASPECTS OF IMMIGRATION

The impact of immigration is complex to determine and a source of sustained debate. Therefore, it is vital we better understand and quantify the importance and consequences of immigration in the support and development of New Zealand's economy.

The Department of Labour received funding from the Cross-Departmental Research Pool, which the Ministry of Research, Science and Technology manages, to carry out a 3-year programme of research on the economic impacts of immigration.

Studies conducted as part of the Economic Impacts of Immigration research programme at the Department of Labour have been published as:

- *Economic Impacts of Immigration* (2009)<sup>32</sup>
- *The Impact of Immigration on the Labour Market Outcomes of New Zealanders* (2009)<sup>33</sup>
- *Fiscal Impacts of Immigration 2005/06* (2007).<sup>34</sup>

### 6.1 Economic Impacts of Immigration

The *Economic Impacts of Immigration* reports on the application of a computable general equilibrium model of the New Zealand economy to investigate the economy-wide impacts of immigration.<sup>35</sup>

The study modelled changes to the scale of the immigrant inflow and the focus of immigration to target higher-skilled immigrants to better understand the impact of immigration on the New Zealand economy overall and on different parts of the economy. The model also tests the impact of additional influences that immigrants might have on productivity and trade. The results from the model are compared with those from a similar study conducted in the 1980s and a more recent study undertaken for the Australian economy.

From an economy-wide perspective, the increased immigration scenarios investigated resulted in qualitatively similar impacts. In general, the results of the model scenarios found that increased immigration:

- reduces production costs
- improves the competitiveness of New Zealand goods and services, benefiting exports

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<sup>32</sup> G Nana, K Sanderson, and R Hodgson. 2009. *Economic Impacts of Immigration: Scenarios using a computable general equilibrium model of the New Zealand economy*. Department of Labour, Wellington. Available at <http://www.dol.govt.nz/publications/research/cge/index.asp>.

<sup>33</sup> D Maré and S Stillman. 2009. *The Impact of Immigration on the Labour Market Outcomes of New Zealanders*. Wellington: Department of Labour. Available at <http://immigration.govt.nz/research>.

<sup>34</sup> A Slack, J Wu, and G Nana. 2007. *Fiscal Impacts of Immigration 2005/06*. Wellington: Department of Labour. Available at <http://immigration.govt.nz/research>.

<sup>35</sup> G Nana, K Sanderson, and R Hodgson. 2009. *Economic Impacts of Immigration: Scenarios using a computable general equilibrium model of the New Zealand economy*. Department of Labour, Wellington. Available at <http://www.dol.govt.nz/publications/research/cge/index.asp>.

- benefits domestic investment and/or consumer spending, depending on the skills composition of the immigration inflow
- results in higher revenues to government, which outweigh the impact on spending, so translate into an improvement in the balance of the Government's accounts.

The immigration scenarios showed that increased immigration inflows result in a larger economy and gross domestic product per capita increases even with the increase in the population. Furthermore, under the assumptions adopted for the scenarios, increased immigration inflows result in a positive effect on gross domestic product per capita. The current net inflow of around 20,000 overseas-born per year results in a significantly larger and more externally focused economy than if there was no inflow of immigrants.

The modelling experiments did not support arguments in favour of entirely high-skill focused or targeted immigration inflows. Such targeting does not appear to significantly increase the overall benefits to increased immigration flows. When an economy grows labour is required at all levels. This finding supports the need for a demand-driven policy aimed at filling genuine shortages and not just focusing on the highly skilled.

Of the assumptions tested, additional benefits increase significantly only when productivity improvements accompany the increased immigration inflow. This suggests that if immigration policies or programmes were to target particular skill categories, the focus should be directed to those skills that have significant potential to improve overall productivity.

## **6.2 The Impact of Immigration on the Labour Market Outcomes of New Zealanders**

*The Impact of Immigration on the Labour Market Outcomes of New Zealanders*<sup>36</sup> estimated the impact of inflows of recent immigrants<sup>37</sup> on the wages and employment of earlier immigrants,<sup>38</sup> New Zealand-born workers, and recent immigrants themselves. Generally, overseas research has found that immigration has a small negative effect on the wages of non-immigrants.

Theoretically, new immigrants will reduce the wages of New Zealand-born workers with whom they compete most directly – namely those in the same local area and in the same skill group ('substitutability'). However, if the mix of skills that immigrants bring is sufficiently different from the mix of skills in the New Zealand-born workforce, it could raise the wages of non-immigrants with different skills ('complementarity').

### **6.2.1 Methods**

The research behind *The Impact of Immigration on the Labour Market Outcomes of New Zealanders* used data from the New Zealand census (1996, 2001, and

<sup>36</sup> D Maré and S Stillman. 2009. *The Impact of Immigration on the Labour Market Outcomes of New Zealanders*. Wellington: Department of Labour. Available at <http://immigration.govt.nz/research>.

<sup>37</sup> In New Zealand for less than 5 years.

<sup>38</sup> In New Zealand for 5 or more years.

2006).<sup>39</sup> Two different sets of assumptions were used to allow the nature of competition and substitutability between immigrant and non-immigrant workers to differ. These assumptions were applied to investigate how readily recent immigrants, earlier immigrants, and New Zealand-born workers compete for jobs, both within and across local skill groups. This information was then used to estimate the impact that changes to immigrant inflow have on employment and wage rates.

### 6.2.2 Findings

The research found that overall, immigrants do not have a negative effect on the wages of the New Zealand-born population.

The largest impact that inflows of recent immigrants have is on the wages paid to recent immigrants themselves (for example, in areas with more recent immigrants in a particular skill group, recent immigrants are paid less than in other geographic areas).

Immigrants are found to compete most with other immigrants with similar skill levels.

Four scenarios were developed to illustrate the impact of different immigration patterns. The scenarios show what the impact would have been if the immigrant inflow between 2001 and 2006 was halved or doubled or if the skill composition of the flow changed. These scenarios showed the following.

- A change in the number of recent immigrants would have the largest impact on recent immigrants.
  - Under the more restrictive assumptions, estimates implied that doubling the size of recent migrant inflows lowered recent immigrants' employment rates by 10 percent to 13 percent and their wages by 4 percent to 14 percent.
  - The less restrictive assumptions showed a much larger negative wage impact on recent immigrants, of around 60 percent.
  - The overall impact of doubling recent immigrant inflows was positive on New Zealand-born workers, but small; raising employment rates by 1.4 percent to 1.8 percent and wage rates by 0.2 percent to 1.9 percent depending on the model assumptions.

Table 19 shows the estimated impacts of the four scenarios on the wages of New Zealand-born individuals. The percentages are the change in wage levels.

**Table 19:** Simulations of changes in the numbers and skill level of the 2001–2006 inflow on the wages of New Zealand-born

Scenario	New Zealand-born		
	Low-skilled (%)	Medium-skilled (%)	High-skilled (%)
Half – inflow to 69,238 <sup>+</sup>	0.30	-0.61	0.06
Double – inflow to 276,950 <sup>+</sup>	-0.30	0.61	-0.06
75% of immigrants high-skilled*	-0.03	2.33	-1.77

<sup>39</sup> With imputed wages from the New Zealand Income Survey.



25% of immigrants high-skilled*	0.17	-2.49	1.68
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+ The actual inflow between 2001 and 2006 was 138,475.

\* The actual level of high-skilled over this period was 64 percent.

The only evidence found of negative impacts of recent immigrants on wages of New Zealand-born workers was when the skill composition of the inflow changed.

- An increase in the overall skill mix of the migrant inflow had a small negative impact on the wages of high-skilled New Zealand-born workers (-1.77 percent) that was offset by a small positive impact on the wages of medium-skilled New Zealand-born workers (2.33 percent).
- Conversely, a decrease in the skill mix of the migrant inflow decreased wages of the medium-skilled New Zealand-born (-2.49 percent) while increasing wages of the highly skilled (1.68 percent).

### **6.3 Fiscal Impacts of Immigration 2005/06**

*Fiscal Impacts of Immigration 2005/06*<sup>40</sup> estimates a defined fiscal impact of New Zealand's resident migrants on a set of government activities, and gives comparable figures for the New Zealand-born population. The report also summarises the fiscal impact of migrant sub-groups by the duration of residence, region of birth, and region of residence. The study examines occupational and study characteristics of migrants, and considers migrants' long-run impacts on the economy.

Migrants are grouped into three categories by duration of residence: recent migrants are those who are overseas born and usually resident in New Zealand for less than 5 years; intermediate migrants are overseas born and usually resident in New Zealand for 5–15 years; earlier migrants are overseas born and usually resident in New Zealand for longer than 15 years.

As at the 2006 census, New Zealand had a migrant population of approximately 927,000. The study estimates that this migrant population had a positive net fiscal impact of \$3,288 million in the 2005/06. The net impact of migrants estimated in this study represents growth of approximately 15 percent per annum in real terms. The New Zealand-born population of 3.1 million people in 2006 had a lower net fiscal impact of \$2,838 million.

The net impact is made up of the difference between fiscal revenue and expenditure. The study estimated that migrants contributed \$8,101 million through income taxes, goods and services tax, and excise duties. Estimated fiscal expenditure on the migrant population was \$4,813 million. This expenditure includes government spending on education, health, benefits and allowances, and superannuation. In total, migrants contributed 24.7 percent of government revenue and accounted for 18 percent of government expenditure. The overall magnitude of any effect will also be influenced by whether the current budget is in surplus or deficit.

<sup>40</sup> A Slack, J Wu, and G Nana. 2007. *Fiscal Impacts of Immigration 2005/06*. Wellington: Department of Labour. Available at <http://immigration.govt.nz/research>

The study shows that all sub-groups of the migrant population had positive net impacts, although these impacts differed by duration of residence, region of birth, and region of residence in New Zealand. The net fiscal impact of migrants climb with duration of residence, although this is partly attributable to the age profile of these groups. The net fiscal impact per head was \$2,680 for recent migrants, \$3,470 for intermediate migrants, and \$4,280 for earlier migrants, while the comparable figure for the New Zealand-born population was \$915 per head.

The study shows substantial increases in the positive net fiscal impact of migrants compared with BERL's previous fiscal impact studies in 1999<sup>41</sup> and 2002<sup>42</sup>. The net fiscal impact of migrants grew 80 percent between 2002 and 2006 (in real terms). This change was driven by fiscal revenue growing more quickly (29 percent) than expenditure (8 percent). As the migrant population grew by 25 percent over this period, the per capita fiscal impact also rose (by 44 percent). These positive impacts flowed through regardless of duration of residence, with the largest proportional increases coming from the recent and earlier migrant groups.

Net fiscal impact per capita by duration of residence changed markedly over the period and also quite independently of each other. The net fiscal impact per capita of recent migrants increased steadily from \$1,435 in 1998 to \$1,975 in 2002 to \$2,677 in 2006. The impact of intermediate migrants remained relatively stable, while the impact earlier migrants initially fell from \$3,381 in 1998 to \$2,301 in 2002, but rebounded to \$4,281 in 2006. The latter results seem to be driven by increasing revenue and a fall in expenditure predominantly in New Zealand Superannuation (that is, more earlier migrants aged under 65 – age of eligibility for New Zealand Superannuation).

The total net fiscal impact of migrants rises with duration for all migrant groups with the exception of migrants from the 'other' region category (that is, Africa, the Middle East, and South America). The net impact per capita by region of birth differs markedly between recent and earlier migrants. It rises with duration for Pacific Island migrants but falls for migrants from the United Kingdom, Ireland, Europe, and North America.

Migrants residing in the Auckland region dominate the overall fiscal impact, and this region is home to over 45 percent of all migrants in New Zealand. As they become earlier, migrants tend to shift out of the metropolitan areas in and around Auckland and Christchurch to Wellington, the rest of the North Island, and the rest of the South Island.

Migrants tend to move to higher paid occupations as duration of residence increases. A larger proportion of migrants tend to be unemployed or not in the labour force than of the New Zealand-born. The occupational mix of migrants differs by their region of birth, which may reflect differences in immigration criteria by region of birth. There does not appear to be a strong effect on the occupational mix by region of residence.

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<sup>41</sup> Nana, G, and Williams, J. 1999. *Fiscal Impacts of Migrants to New Zealand*. Wellington: Business and Economic Research Ltd.

<sup>42</sup> Nana, G, Sanderson, K, and Goodchild, M. 2003. *Fiscal Impacts of Migrants to New Zealand*. Wellington: Business and Economic Research Ltd.

## **7 IMPACT OF THE ECONOMIC CRISIS ON IMMIGRATION**

### **7.1 Introduction**

The global economic slowdown continues to have a significant impact on migration flows globally. Migration contributes to around one-third of New Zealand's population growth. This is one of the lowest rates in the OECD where migration is generally the predominant contributor to population growth.

On average, flows of permanent and temporary migrants into OECD countries have decreased, and governments have retained policies to reduce labour migration and impose greater restrictions on immigration. On the other hand, there still exists a high demand for skilled labour, and as economies recover from the slowdown migration will play an important role in meeting that demand.

New Zealand's unemployment rate was 6.8 percent in the June quarter of 2010, which ranked New Zealand 10th equal in the OECD. The OECD average unemployment rate was 8.6 percent.

### **7.2 Effect of the economic slowdown on immigration flows**

#### **7.2.1 Permanent and long-term migration**

In New Zealand, permanent residence flows have not substantially changed. This is because the New Zealand Residence Programme target of 45,000–50,000 has been maintained, and New Zealand has comparatively low levels of immigration through free movement with, for example, Australian citizens.

The number of permanent and long-term (PLT) migrants arriving over the past decade from Oceania, including Australia, is less than the number that arrived in the 1980s, but higher than in the 1990s. The global economic downturn has seen significant reductions in the flows of foreign workers to some countries as employment has fallen and governments look to reduce the flow of migrant labour.

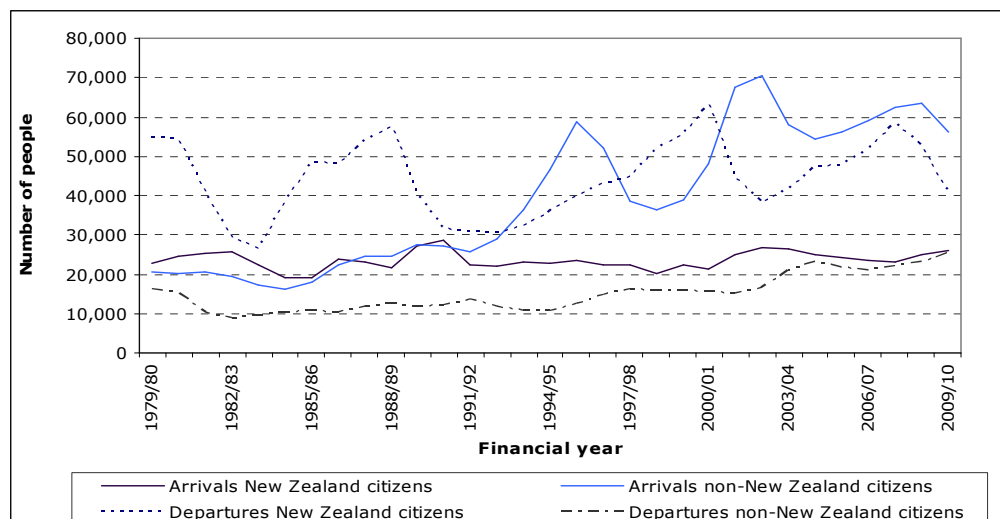
The number of PLT migrants arriving from Asia increased rapidly between 1999/2000 and 2002/03, largely because of significant growth in the export education industry. From 2002/03, this number decreased sharply until 2005/06, after which it showed a slow but steady growth. This decrease in migrants from Asia was primarily due to falling international student numbers and a decrease in the number of Asian people granted permanent residence in those years.

The number of PLT migrants from Europe (in particular, from the United Kingdom) has been declining from a high in 2005/06. The decrease is largely due to the falling number of Europeans granted permanent residence.

Figure 9 shows the patterns of migration flows for New Zealand and non-New Zealand citizens. Over the two decades to 1999/2000, the number of New Zealand citizens returning after being away for 12 months or more was relatively constant. However, in the decade to 2009/10, the number of

New Zealand citizens returning has increased. Since 2007/08, the number of New Zealand citizens returning has increased 14 percent. This is the highest level since 2003/04. This increase is seen as an effect of the economic recession.

**Figure 9:** Annual permanent and long-term migration flows by citizenship, 1979/80–2009/10



Source: Statistics New Zealand.

The number of New Zealand citizens departing for 12 months or more decreased 31 percent since 2007/08. The number of New Zealand citizens departing for 12 months or more has been consistently greater than the number returning, resulting in a steady loss of New Zealand citizens. The loss of New Zealand citizens has been mainly to Australia: 68 percent of all PLT departures of New Zealand citizens have been to Australia. However, the net outflow of New Zealand citizens is offset by the net inflow of non-New Zealand citizens.

Table 20 shows the PLT migration flows for 2008/09 and 2009/10. In 2009/10, the net inflow of PLT migration to New Zealand was 16,500 people (the difference between 82,300 PLT arrivals and 65,800 PLT departures). This increase was mainly because of a large decrease in the number of departing New Zealand citizens (down 12,100 from 2008/09).

PLT arrivals of non-New Zealand citizens decreased from 63,400 in 2008/09 to 56,100 in 2009/10. The net inflow of 30,700 non-New Zealand citizens in 2009/10 was 9,400 lower than in 2008/09.

**Table 20:** Permanent and long-term migration flows, 2007/08 and 2009/10

<b>Permanent and long-term migration flows</b>	<b>Year</b>	<b>Arrivals</b>	<b>Departures</b>	<b>Net migration</b>
New Zealand citizens	2007/08	23,000	58,300	-35,300
	2008/09	24,800	52,500	-27,700
	2009/10	26,200	40,400	-14,200
Non-New Zealand citizens	2007/08	62,200	22,200	40,000
	2008/09	63,400	23,300	40,100
	2009/10	56,100	25,400	30,700
Total	2007/08	85,200	80,500	4,700
	2008/09	88,300	75,700	12,500
	2009/10	82,300	65,800	16,500

Note: Figures may not sum due to rounding.

Source: Statistics New Zealand.

Table 21 shows the PLT migration flows of New Zealand citizens to Australia and the United Kingdom, the two countries with the biggest impact on migration flows to and from New Zealand.

Most departures of New Zealand citizens are to Australia: 27,500 people left in 2009/10 (10,000 fewer than in 2008/09). Arrivals of New Zealand citizens from Australia increased, up 1,800 to 10,700 in 2009/10. This resulted in a net migration outflow of 16,800 (11,800 fewer than in 2008/09).

The number of New Zealand citizens departing to the United Kingdom decreased by 900, and the number of New Zealand citizens returning from the United Kingdom decreased by 600 (from 7,600 to 7,000). This resulted in a positive net migration of 2,300 from the United Kingdom, the highest recorded in this series.

**Table 21:** Permanent and long-term migration flows of New Zealand citizens, 2008/09 and 2009/10

<b>Permanent and long-term migration flows</b>	<b>Australia</b>			<b>United Kingdom</b>		
	<b>2008/09</b>	<b>2009/10</b>	<b>Percentage change (%)</b>	<b>2008/09</b>	<b>2009/10</b>	<b>Percentage change (%)</b>
Arrivals	8,900	10,700	20	7,600	7,000	-8
Departures	37,500	27,500	-27	5,600	4,700	-16
<b>Net migration</b>	<b>-28,600</b>	<b>-16,800</b>	<b>-41</b>	<b>2,000</b>	<b>2,300</b>	<b>15</b>

Note: Figures may not sum due to rounding.

Source: Statistics New Zealand.

### 7.2.2 Temporary migration

Temporary worker migration flows, which have risen significantly in recent years, decreased 4 percent between 2007 and 2008.<sup>43</sup> However, there are large differences between countries in terms of the volume and composition of flows. The type of temporary workers least affected by the economic slowdown are working holidaymakers, whose numbers reached 274,000 in 2008, which was 12 percent higher than in the previous year.

The economic downturn has had mixed impacts on New Zealand's temporary migration flows. The demand for temporary migrant workers has decreased as employment has fallen in many sectors. Tourism has followed international trends, with a decrease in the number of visitors. The number of international students remains relatively stable, but the number of new students coming to New Zealand fell after a long period of growth. The latter is related directly to the decrease in temporary work approvals.

The total number of people approved temporary work visas in 2009/10 was 5 percent lower than in the previous year (130,002 compared with 136,384 in 2008/09). This follows a 2 percent decrease between 2007/08 and 2008/09. The demand for migrant workers through the Essential Skills Policy decreased steadily from October 2008, and this falling demand has resulted in fewer approvals over the last 2 years. In 2009/10, the number of working holidaymakers increased (2 percent) and approvals under the Study to Work Policies for international students increased (up 16 percent). However, these increases only partially offset the large fall in demand-driven work approvals under the Essential Skills Policy

The number of people approved to study in 2009/10 (about 73,400) was similar to that in 2008/09. This follows a 6 percent increase between 2007/08 and 2008/09. However, the total numbers mask an underlying trend, which is that the number of new (first-time) students has fallen 8 percent. The decrease in new students reflects the drop-off in temporary work approvals. Temporary workers may come to New Zealand with dependent children, so fewer temporary workers means fewer dependent students. On the other hand, the number of fee-paying international students coming to New Zealand for the first time increased slightly (1 percent) in 2009/10.

New Zealand's tourism industry has been adversely affected by the global economic recession, as has the tourism industry around the world. In New Zealand, visitor numbers in 2009/10 were down 2 percent on the previous year. However, the Ministry of Tourism predicts strong growth from some markets and a boost in tourism during the 2011 Rugby World Cup.<sup>44</sup> The Ministry of Tourism forecasts most of the growth in tourism over the next 7 years will come from Australia, China, and the United States.

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<sup>43</sup> OECD. 2010. *International Migration Outlook: SOPEMI – 2010 edition*. Paris: Organisation for Economic Co-operation and Development, p 30.

<sup>44</sup> Ministry of Tourism. 2010. *Tourism Leading Indicators Monitor*. Series 2010/06. Wellington: Ministry of Tourism. Available at <http://www.tourismresearch.govt.nz/Documents/TLIM/2010/TLIMJune2010.pdf>.

### 7.3 Immigration policy responses

Rising unemployment has put pressure on governments to limit the inflow of temporary migrant workers. Many countries, including Australia and the United Kingdom, have taken active measures to minimise the displacement of their existing workforce by migrant workers. The two most common responses have been to strengthen labour market tests and review occupational shortage lists.

New Zealand's temporary labour migration policies are market driven. By requiring temporary migrant workers to have a job offer to obtain a permit through the Essential Skills Policy ensures migrant labour is not over-supplied when the labour market eases. Rising unemployment in New Zealand has lessened opportunities for new migrants to enter the labour market.

One of the key principles of temporary work policies is that opportunities for New Zealanders are protected. The Department of Labour administers two skill shortage lists and reviews them twice a year.<sup>45</sup> The review ensures the listed occupations are still in shortage and the qualifications and experience requirements are accurate, and provides an opportunity for new occupations that have moved into shortage to be added.

In July 2009, 44 occupations (about one-third of the list) were removed from the Immediate Skill Shortage List (ISSL) and 8 were removed from the Long Term Skill Shortage List (LTSSL). In November 2009, a further 15 occupations were removed from the ISSL and 3 from the LTSSL. Fourteen occupations were added to the lists in November 2009: 10 to the ISSL and 4 to the LTSSL.

A change to the Temporary Work Policy in July 2009 reduced the duration of permits issued to lower-skilled workers. Work permits issued through the Essential Skills Policy for jobs in an occupation at skill levels 4 and 5, which are considered lower-skilled occupations, are now issued for 1 year.<sup>46</sup> Higher-skilled workers may still get a permit for up to 3 years or 5 years in some circumstances. The number of times a further permit can be granted is unlimited.

Another change in July 2009 was made in response to an amendment to the Employment Relations Act 2000 in March 2009 allowing businesses with 19 or fewer employees to hire new employees on a trial period of up to 90 calendar days (known as the 90-day rule). Any temporary migrant worker dismissed under the 90-day rule is now able to apply for a 3-month visitor's visa to allow them to search for another job.

Internationally, a variety of policy measures have been implemented in response to changing economic conditions. Such measures have focused on adjusting numerical limits, strengthening labour market tests and revising occupational-shortage lists, and limiting possibilities for migrants to change status or renew permits. Some countries have offered incentives for migrants to return home or applied conditions to non-discretionary flows. In 2009/10, many of these policies are still in place.

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<sup>45</sup> The skill shortage lists include the Long Term Skill Shortage List and Immediate Skill Shortage List.

<sup>46</sup> Skill levels are from the Australian and New Zealand Standard Classification of Occupations: Australian Bureau of Statistics and Statistics New Zealand. 2006. *Australian and New Zealand Standard Classification of Occupations (ANZSCO)*. ANZSCO defines five skill levels based on formal education and training, previous experience, and on-the-job training.

## 7.4 Looking forward

At 6.8 percent, unemployment remains relatively high in New Zealand and, despite four consecutive quarters of economic growth, the economic recovery is relatively weak.<sup>47</sup> However, employment is on an upward trend, and employer confidence is rising with 13.4 percent of firms expecting to increase staffing levels over the next 12 months.<sup>48</sup> In the short term, the need for temporary migrant workers in some sectors will be subdued as employers find the labour and skills they need internally. In sectors where shortages persist, such as engineering, teaching, and health care, demand for high-skilled workers will continue. Migration will continue to play an important role in helping to address these shortages as the economy recovers.

In New Zealand, a strong link exists between temporary and permanent migration. Most permanent migrants (84 percent in 2009/10) had previously held a temporary visa in New Zealand. The decreased flow of workers may have a flow-on effect for the New Zealand Residence Programme, which draws heavily from the pool of people already in New Zealand on a temporary permit.

Although the global economic recession has limited migration opportunities for many people, New Zealand still maintains several advantages over other migrant destination countries. Many migrants choose New Zealand for the lifestyle it has to offer, its environment, and its relative safety. These advantages will ensure New Zealand remains a competitive destination for temporary migrants and continues to attract skills and investment through permanent migration.

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<sup>47</sup> Department of Labour. 2010. *Labour Market Update –September 2010*. Wellington: Department of Labour. Available at <http://www.dol.govt.nz/publications/lmr/lmr-labour-market-update.asp> (accessed August 2010).

<sup>48</sup> National Bank. 2010. *Business Outlook: A gallop to a canter*. Available at <http://www.nationalbank.co.nz/economics/outlook/100628/default.aspx> (accessed August 2010).



## 8 OECD NEW MEMBER COUNTRIES

The following section provides tables with information on residence, work, student, and visitor approvals for new OECD member countries, Chile and Slovenia, and the soon-to-join countries Estonia, Israel, and Russia.

### 8.1 Residence approvals

In the last 5 years the number of migrants from Chile who were approved for residence in New Zealand increased from 88 in 2005 to 151 in 2009 (see Table 22). Migrants from Estonia have averaged four residence approvals each year since 2005. The number of residence approvals from Israel has decreased from 100 in 2005 to 59 in 2009, whereas those from Russia have increased from 295 to 334 over the 5 years.

**Table 22:** Residence approvals by nationality, 2005–2009

Nationality	Calendar year decided				
	2005	2006	2007	2008	2009
Chile	88	79	129	109	151
Estonia	4	4	2	4	6
Israel	100	94	59	64	59
Russia	295	294	295	336	334
Slovenia	11	10	2	13	11

Table 23 shows that over 2005–2009, the Skilled/Business Stream accounted for the largest proportion of residence approvals from Chile, followed by the Uncapped Family Sponsored Stream.

Although the number of residence approvals from Estonia is particularly small, over the last 5 years, nine applicants were approved for residence under the Skilled/Business Stream, whereas 11 were approved under the Uncapped Family Sponsored Stream.

The Skilled/Business Stream accounted for the largest proportion of residence approvals from Russia. Compared with other countries discussed in this section, Russia had a larger proportion of Uncapped Family Sponsored Stream migrants approved for residence in New Zealand.

**Table 23:** Residence approvals by nationality and stream, 2005–2009

Nationality	Application stream	Calendar year decided				
		2005	2006	2007	2008	2009
<b>Chile</b>	Skilled/Business	51	43	77	65	121
	International/ Humanitarian	1	4		6	
	Parent Sibling Adult Child	9	1	8	2	
	Uncapped Family Sponsored	27	31	44	36	30
	<b>Total</b>	<b>88</b>	<b>79</b>	<b>129</b>	<b>109</b>	<b>151</b>
<b>Estonia</b>	Skilled/Business		1		4	4
	Uncapped Family Sponsored Stream	4	3	2		2
	<b>Total</b>	<b>4</b>	<b>4</b>	<b>2</b>	<b>4</b>	<b>6</b>
<b>Israel</b>	Skilled/Business	85	67	42	45	42
	International/ Humanitarian		4	1	4	
	Parent Sibling Adult Child	1	5	2	3	7
	Uncapped Family Sponsored	14	18	14	12	10
	<b>Total</b>	<b>100</b>	<b>94</b>	<b>59</b>	<b>64</b>	<b>59</b>
<b>Russia</b>	Skilled Business	139	135	128	126	171
	International/ Humanitarian	1	1	10	4	7
	Parent Sibling Adult Child	43	68	62	68	61
	Uncapped Family Sponsored	112	90	95	138	95
	<b>Total</b>	<b>295</b>	<b>294</b>	<b>295</b>	<b>336</b>	<b>334</b>
<b>Slovenia</b>	Skilled/Business	5	8	2	11	10
	Uncapped Family Sponsored	6	2		2	1
	<b>Total</b>	<b>11</b>	<b>10</b>	<b>2</b>	<b>13</b>	<b>11</b>

## 8.2 Work approvals

Table 24 shows the number of temporary workers approved in the last 5 years from the countries of interest. Temporary workers from Chile have shown strong growth since 2005.<sup>49</sup> The number of temporary workers from Estonia has increased from 16 in 2005 to 80 in 2009, whereas the number from Israel has fallen from 441 in 2006 to 205 in 2009.

<sup>49</sup> In 2005 Chile signed the Trans-Pacific Strategic Economic Partnership Agreement with New Zealand, Brunei and Singapore. The agreement aims to integrate the economies of the Asia-Pacific region.

**Table 24:** Work approvals by nationality, 2005–2009

Nationality	Calendar year decided				
	2005	2006	2007	2008	2009
Chile	830	1,066	2,024	1,886	1,981
Estonia	16	20	46	59	80
Israel	159	441	342	253	205
Russia	491	533	610	621	672
Slovenia	32	38	51	46	42

Over 2005–2009, the Working Holiday Scheme, Family, and Essential Skills Policies were the main categories under which temporary workers were approved entry to New Zealand.

The largest numbers of temporary workers from Chile were approved under the Working Holiday Scheme followed by the Essential Skills Policy. Of temporary workers from Russia, the largest proportions were approved under the Family Policy and Essential Skills Policy (Table 25).

**Table 25:** Work approvals by nationality and work group, 2005–2009

Nationality	Group	2005	2006	2007	2008	2009
<b>Chile</b>	Business		2	1		1
	Essential Skills	149	211	311	443	356
	Family	90	136	155	203	244
	Horticulture/Viticulture	1	94	133	229	281
	Humanitarian/International	12	2			
	Other	61	78	91	106	111
	Specific Purposes	9	2	8	22	21
	Student and Trainee	3		4	3	2
	Study to Work		2	2	3	5
	Working Holiday Scheme	534	604	1,437	1,004	1,051
	Work to Residence	4	3	6	9	7
	<b>Total</b>	<b>863</b>	<b>1,134</b>	<b>2,148</b>	<b>2,022</b>	<b>2,079</b>
<b>Estonia</b>	Essential Skills	5	7	3	4	4
	Family	5	5	5	3	4
	Horticulture/Viticulture		3	4	1	3
	Humanitarian/International				1	
	Other	1	2	3	1	2
	Specific Purposes	1	1	1	1	1
	Student and Trainee	3	1			
	Working Holiday Scheme			34	50	67
	Work to Residence	1	2		1	
	<b>Total</b>	<b>16</b>	<b>21</b>	<b>50</b>	<b>62</b>	<b>81</b>

<b>Israel</b>	Business	1	2	2	3	1
	Essential Skills	85	80	108	80	46
	Family	45	58	57	61	47
	Horticulture/Viticulture		262	140	69	76
	Humanitarian/International	5	3	7	3	3
	Other	24	27	39	24	27
	Specific Purposes	4	9	11	16	2
	Student and Trainee	1				
	study to Work	1	2	3		2
	Working Holiday Scheme	1		3	3	1
	Work to residence	2	17	4	4	8
<b>Total</b>	<b>169</b>	<b>460</b>	<b>374</b>	<b>263</b>	<b>213</b>	
<b>Russia</b>	Business	3	3	6	4	2
	Crew	6	3	3	7	5
	Essential Skills	187	140	153	139	117
	Family	188	184	218	190	202
	Horticulture/Viticulture		4	3	2	4
	Humanitarian/International	4	4	2	1	3
	Other	91	101	148	109	37
	Specific Purposes	24	91	52	91	207
	Student and Trainee	11	5	5	2	1
	Study to Work	10	31	73	91	109
	Working Holiday Scheme	1				
Work to Residence	10	13	10	14	15	
<b>Total</b>	<b>535</b>	<b>579</b>	<b>673</b>	<b>650</b>	<b>702</b>	
<b>Slovenia</b>	Essential Skills	19	14	20	19	9
	Family	10	9	13	9	10
	Horticulture/Viticulture		12	18	10	13
	Other		2	5	5	2
	Specific Purposes		1	2	5	3
	Student and Trainee	2	3			2
	Work to Residence	1		1	1	3
<b>Total</b>	<b>32</b>	<b>41</b>	<b>59</b>	<b>49</b>	<b>42</b>	

Note: Related work visa policies have been grouped into a smaller number of categories. In this analysis, a person is counted for every different work visa they held within a year. Therefore, the total number in Table 24 may be higher than the total number in Table 25.

### 8.3 Student approvals

Looking at the nationalities of interest in this section, Table 26 shows that Russia has had the largest number of student approvals to New Zealand over the last 5 years, followed by Chile and Israel.

**Table 26:** Student approvals by nationality, 2005–2009

Nationality	Calendar Year				
	2005	2006	2007	2008	2009
Chile	161	216	283	285	426
Estonia	1	1	7	5	11
Israel	42	49	45	61	51
Russia	515	535	580	665	648
Slovenia	5	7	17	7	10

## 8.4 Visitor arrivals

Over 2005–2009, looking at the nationalities of interest, Israel has had the largest number of visitor arrivals to New Zealand, followed by Chile and Russia (see Table 27).

**Table 27:** Visitor arrivals by nationality, 2005–2009

Nationality	Year of arrival				
	2005	2006	2007	2008	2009
Chile	2,374	3,174	3,282	4,023	3,771
Estonia	302	469	574	622	505
Israel	6,922	5,979	5,860	5,766	6,519
Russia	1,917	2,306	2,595	3,479	3,402
Slovenia	733	619	729	738	867

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