

Date Printed: 04/22/2009

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JTS Box Number: IFES\_67  
Tab Number: 110  
Document Title: Guidebook to Parliament for the Community  
Document Date: 1997  
Document Country: New Zealand  
Document Language: English  
IFES ID: CE01208



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YOUR GUIDE TO  
PARLIAMENT, GOVERNMENT  
AND THE RULE OF LAW

# DecisionMaker

An Asia Pacific Economic News Ltd Publication

DECISIONMAKER NEW ZEALAND

## GUIDEBOOK TO PARLIAMENT FOR THE COMMUNITY

HOW YOUR VOICE MAY BE HEARD



# *With compliments*



## Editorial

### **PUBLISHED BY:**

Asia Pacific Economic News Limited (APEN) in consultation with the New Zealand Parliamentary Service Commission

### **PUBLISHER:**

Anthony Haas

### **MP'S EDITORIAL COMMITTEE (1997):**

David Carter; Hon Peter Dunne, Rt Hon Jonathan Hunt; Sandra Lee; Dr Muriel Newman; Doug Woolerton

### **EXECUTIVE EDITOR:**

Stephen Russell

### **EDITORIAL ADVISERS:**

Beth Bowden; Tom Bridgman; Ian Templeton

### **EDUCATIONAL ADVISERS:**

Phil Harrington; Ray Newport; Mike Regan; George Seconi

### **PRODUCTION TEAM:**

Sue Christian; Chris Murray; Michael Sands

### **SUB-EDITING AND PROOFING:**

Susan Arndt; Peter Brooks; Brent Cresswell; Mike Regan; David Zwartz

### **ACCOUNTS:**

Morris Sands

### **TECHNOLOGY CONSULTANTS:**

Stephen Asher; Shane Middlemiss

### **IMAGING AND FILM MAKING:**

Colortronic Images Ltd

### **PRINTER:**

Southern Colour Print Ltd

### **SPECIAL THANKS:**

Judge David Carruthers; Dr Monique Cohen; Hon Wyatt Creech, MP; Dr Trish Donnelly; Cr Sandra Greig; Professor Gary Hawke; Joseph Lane; Rt Hon Sir Geoffrey Palmer; Hugh Rennie QC; Royal NZ Foundation for the Blind; Timothy Setefano; Hon Peter Tapsell; Steve Maharey, MP; Hon Roger Sowry, MP; Workbridge

## Sales

### **MARKETING:**

Asia Pacific Marketing (New Zealand); Asia Pacific Research Unit Ltd (International) – both part of the Asia Pacific Group

### **NZ BOOK TRADE DISTRIBUTOR:**

GP Publications, Wellington

### **INTERNET EDITION DISTRIBUTOR:**

Department of Internal Affairs

### **MAIL ORDER DISTRIBUTION:**

Copies of this Guidebook are available from the publisher for \$NZ 29.95 per copy. Order 11 or more copies and receive a 40% discount. Please add \$NZ 3.25 to your total order for postage and packaging. Write to Box 3978, Wellington or Fax 64 4 801 5934

### **INDIVIDUAL SECTIONS:**

Bulk copies of individual sections of this Guidebook are available by arrangement with the publisher

# DecisionMaker

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1997 ISSUE 0-908842-21-X



ASIA PACIFIC  
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**DISTRIBUTION:** This DecisionMaker Guidebook is funded by the Parliamentary Service Commission and other contributors. It is distributed free to Citizen's Advice Bureaux, social studies teachers, school principals, libraries, government agencies, community organisations, and as a supplement in specialist media with the assistance of Members of Parliament and the New Zealand School Trustees Association. It is also available from good bookshops for \$29.95 inc GST.

**ASIA PACIFIC GROUP:**  
Box 3978, Level 4, Enterprise  
House, 3-9 Church Street,  
Wellington, New Zealand  
Tel: (64 4) 473 6363; Fax: (64 4) 801 5934  
Email: DecisionMaker@xtra.co.nz  
Web: [www.govt.nz/decisionmaker](http://www.govt.nz/decisionmaker)

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## GOVERNMENT AND YOU

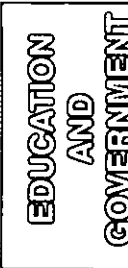
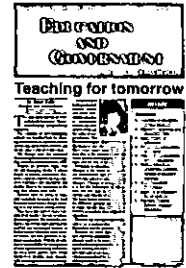
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# INTRODUCTION

DECISIONMAKER  
INTRODUCTION



ASIA PACIFIC  
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# Power for people

INTRODUCTION

by Anthony Haas  
Publisher, and Stephen  
Russell, Executive Editor,  
Asia Pacific Economic News Ltd

New Zealanders live in a democratic society. That means every New Zealander has the right to have their voice heard. But to make a difference, you need to know how things work.

This guidebook is designed to help New Zealanders understand how Parliament, government and the rule of law work. Its structure and style have been designed to empower people to participate in the social and economic decisions of government, and to use the rights they have – some of them hard won – to make life better for themselves and others.

It is distributed to a wide range of people from MPs to Social Studies Teachers.

## What's inside

Over the following pages you will find sections on ten topics, each colour coded for easy reference by the bars at the top and side of each page.

Included are explanations of how things work such as how the Budget is put together. Also included is discussion of the fundamental principles on which the system is based such as the right to a fair trial if you are ever arrested. You will find profiles of key organisations such as the State Services Commission, and Te Puni Kokiri. You will find viewpoints and ideas on hot issues such as the nature of sovereignty and case studies of how people have made their voice heard, such as the Electoral Reform Coalition.

Most of the material in these pages comes from the organisations they are about. The Treasury tells what it does, and how the Budget is assembled. The Clerk of the House tells how Parliament works. They are the



*The DecisionMaker Guidebook contains copy from over 60 sources: putting it together is a complex task. Anthony Haas, Sue Christian, Mike Sands, Morris Sands and Chris Murray pretend to watch Stephen Russell pretend to work.*

people who know better than anyone. But we have also included some other viewpoints. For example, we asked Terence O'Brien, Director of the Institute for Strategic Studies to tell us about the United Nations. In some cases we, Asia Pacific Economic News (APEN), have assembled information from many sources and give you our interpretation. Look to the top of each page to see who has authored it.

## All together

Parliament, government and the rule of law all work together. They influence one another and interact in complex ways. In this Guidebook you can see how they all work, and see how they work together.

Policy, administration, and finance are also tied together. You cannot have one without the others. The Guidebook tries to show how they interact within Parliament and government.

## Using your Guidebook

This Guidebook has many themes. You will learn about these as you read through it. But you don't have to start at page 1. It is designed so that each section can be used independently,

and so each briefing, case study, viewpoint or profile will be useful, even if you do not read other parts of the Guidebook.

## Feedback

The composite volume of the DecisionMaker New Zealand Guidebook to Parliament for the Community is published soon after each general election. Editions are planned for other places. APEN has written and published about many countries in Asia and the Pacific – working with governments, international organisations, publishers and businesses. Each new edition tries to be more informative and helpful. Your ideas and comments, brickbats and bouquets will help make future editions better. Send them to:

Asia Pacific Economic News Ltd,  
PO Box 3978, Wellington.

New Zealand's democracy makes it possible for both the meek and the mighty to have their say. Whichever you are, *you can make a difference.*

## ONLINE

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[www.govt.nz/decisionmaker](http://www.govt.nz/decisionmaker).

# How PARLIAMENT WORKS

HOW YOUR VOICE MAY BE HEARD

## Take part in democracy

by *Hon Doug Kidd*  
*Speaker of Parliament*

For people to take part in their democracy – for them to make their voices heard in a complex and increasingly diverse society – they must feel informed about it.

Many people understand government as an abstract idea, but are unclear about the way its machinery works and why this might matter to them.

“In a democracy such as ours, we rely on its citizens to be critical, involved, and energetic in defending their rights and meeting their obligations”.

Others are aware of government when it touches their own immediate concerns – their education, their health, their safety, or their income – but take no interest in its structures or the principles that uphold them.

This publication, *How Parliament*

*works*, in the DecisionMaker Guidebook deals with these matters. I am pleased, as Speaker of the House, to see that it offers an overview of the central areas of the constitution of this country and how the various components of the Crown, the people and the legislature work. In my role I often see them coming together and at times it is a finely balanced process.

The articles in this publication give readers a similar opportunity to assess the balances.

### Be critical

In a democracy such as ours, we rely on its citizens to be critical, involved, and energetic in defending their rights and meeting their obligations.

The information in this section helps us to understand where those rights and obligations come from, rooted in ideas of mutual promises between rulers and their people, and promises between the tangata whenua and others who came to this land.

But new ideas also have their place. From considering the roots of democracy, we can move to its growth. That is why the citizen's voice must be heard, and where we must expect to hear it.



Hon Doug Kidd

THE EVENING POST

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- Sovereignty
- The Treaty of Waitangi
- Maori development

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- How laws are made and changed
- Select committees
- The Law Commission
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#### *How Parliament works*

(ISBN 0-908842-22-9) is a publication within the *DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by *Asia Pacific Economic News Ltd (APEN)* in consultation with the *Parliamentary Service Commission*. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington





Department of the  
Prime Minister and Cabinet

# Our Constitution

THE CONSTITUTION

A constitution is about power – the power of the state. It describes and prescribes the major institutions of government, specifying and regulating their principal powers.

## Sources

New Zealand does not have a written constitution. There is no single written document containing supreme or fundamental laws. This reflects the Westminster or British tradition. Instead, New Zealand's constitution is to be found in a combination of:

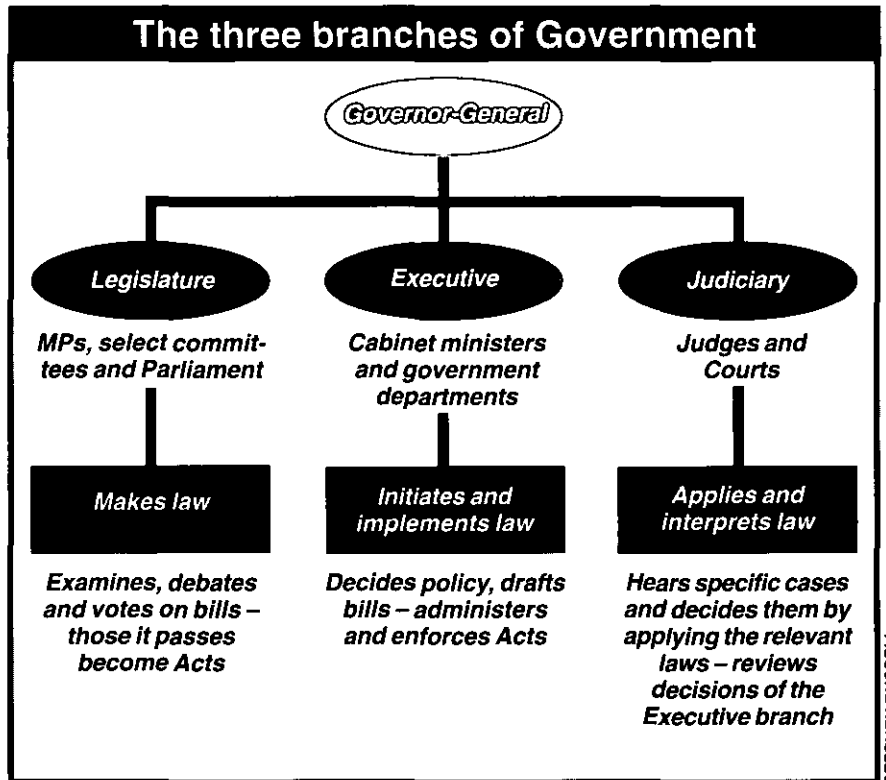
- formal legal documents (particularly the Constitution Act 1986, the Letters Patent Constituting the Office of the Governor-General, the Electoral Act 1993 and the New Zealand Bill of Rights Act 1990);
- decisions of the courts (which make up what is known as the common law);
- long-standing and recognised practices (some of which are described as constitutional conventions).

## Conventions

Constitutional conventions are not law, but together with the law they form part of our constitutional framework. The legal rules often confer wide powers or discretions on those who implement them. In practice however, these powers are circumscribed by conventions which require them to be used only in a certain limited manner.

Conventions of this kind cannot be enforced by the courts, as they often conflict with or supplement the simple letter of the law. The sanctions for breach of convention are political, and rest with Parliament, with public opinion and ultimately with the electorate.

Conventions are often concerned with the relationship between the



*New Zealand follows the Westminster tradition in which the three branches of Government are carefully separated to prevent any abuse of power.*

different elements of the constitutional framework.

## Separation of powers

The Constitution Act 1986 is the principal formal constitutional statement of our political system. It describes the basic features of the four major institutions of government: the Head of State, the Legislature, the Executive and the Judiciary.

These four are linked together in various ways. Each has a separate role however, which provides checks and balances on the others. Collectively they form the core of our system of government.

## The Queen

The Constitution Act first recognises that Queen Elizabeth II is New Zealand's head of state and that the Governor-General is her appointed representative. Many legal powers are formally vested in the Crown (in ef-

fect the Governor-General), but convention requires that those powers are exercised only on the advice of the ministers who form the executive branch of government.

## The Executive

The provisions in the Act about the executive (the government) emphasise its parliamentary character – only Members of Parliament may be appointed as Ministers of the Crown.

Superimposed on the formal statements of the Act however, is the very important convention that the Prime Minister and other ministers may only hold office as government while they have the support of a majority of the Members of Parliament.

This convention links the government (and therefore the Crown) to the democratic electoral process. It also means that ministers must be able to account to Parliament for the performance of the government.

STEPHEN RUSSELL



Department of the  
Prime Minister and Cabinet

## Parliament

The Constitution Act spells out that Parliament - the legislature - consists of the Sovereign and the House of Representatives. Parliament has full power to make laws. A Bill passed by the House becomes law when signed by the Sovereign or the Governor-General. The Act also provides that each Parliament has a term of three years, unless it is dissolved earlier. The Governor-General is given the formal power to summon, prorogue (discontinue meetings) and dissolve Parliament for a general election, but by convention acts only on the advice of the Prime Minister. After each general election, Parliament must meet within about eight weeks.

**"The four institutions ... provide checks and balances on each other"**

## Taxes

Basic constitutional principles about parliamentary control of public finance are also re-affirmed in the 1986 Act. The Crown may not levy taxes, raise loans or spend public money without the authority given by an Act of Parliament. Parliament's control of public finances provides a critical link in practice and in principle between the Executive and Parliament.

The daily business of government, of course, requires money to be spent, and this is raised by taxes and loans. The annual budget and associated legislation authorising spending are therefore, by definition, a test of whether the Government continues to have the support of the House.

## The Judiciary

The provisions in the Act about the judiciary are also based on long-established constitutional principles. To ensure their independence, the Judges

of the Court of Appeal and High Court are protected against removal from office and reduction in salary.

## Evolution

The beginning of constitutional government in New Zealand is commonly said to be the signing of the Treaty of Waitangi in 1840. In that year New Zealand became a British colony and the Parliament in Westminster could make laws that applied in New Zealand.

Over the next century New Zealand gradually developed into an independent sovereign nation. This progression culminated in 1947 when New Zealand adopted the Statute of Westminster Act 1931 (UK) and the New Zealand Parliament became the supreme legislature for the country.

## Limits on autonomy

Although New Zealand is fully independent, like all countries we have accepted limits on our autonomy. We have, for example, signed international treaties committing ourselves to a range of agreements on such matters as air travel arrangements, the abolition of the death penalty, the terms of international trade and various environmental standards.

The laws and conventions which make up New Zealand's constitution continue to change. For example, in 1983 the Letters Patent Constituting the Office of the Governor-General were rewritten to reflect changes in the role of the Governor-General.

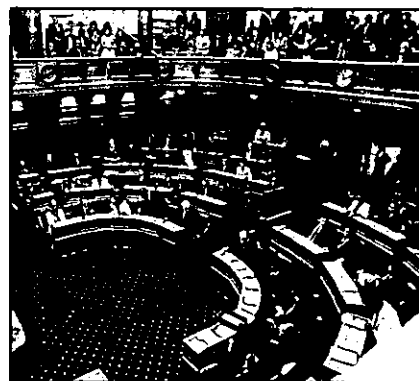
The passage of the New Zealand Bill of Rights Act in 1990 was another significant innovation. And of course, in 1993 the country voted to change the way in which Members of Parliament are elected, leading to the first MMP election in 1996.

**Find out more!**

Department of the Prime Minister  
and Cabinet  
Parliament Buildings,  
Wellington  
Tel: (04) 471 9700  
Fax: (04) 471 2508



*The Governor-General, currently Sir Michael Hardie Boys, is the link that provides continuity.*



*Parliament makes the laws by which New Zealand is governed.*



*The Executive runs the government within the rules made by Parliament.*



*The Judiciary rules on how the law is to be interpreted.*

GOVERNMENT HOUSE

MALCOLM GREEN

PHOTOGRAPHY BY WOOLF

THE EVENING POST



# The Governor-General

THE CONSTITUTION

New Zealand's head of state is Queen Elizabeth II, Queen of New Zealand. She appoints a personal representative in New Zealand, who is formally styled "The Governor-General and Commander-in-Chief in and over New Zealand".

The Queen or Governor-General symbolise the state in New Zealand, and many government actions are formally taken by them as "the Crown". However, neither takes an active or initiating role in the executive functions of government.

The Governor-General is appointed on the advice of the New Zealand government, usually for a term of five years. By convention, he or she always acts on the advice of Ministers of the Crown. One of the distinctive features of our type of democracy – a constitutional monarchy – is that our head of state is non-partisan: New Zealand has chosen to keep the role of the head of state separate from the "business" and politics of government. The Governor-General sits above party politics, and is a symbol of national unity.

The Governor-General has three overlapping roles:

## Constitutional role

The Queen and her representative help maintain the legitimacy and continuity of government by performing a number of important constitutional functions. These include:

- dissolving Parliament for a general election;
- summoning Parliament to meet after a general election;
- appointing the Prime Minister; and
- assenting to legislation passed by the House of Representatives.



*Governor-General Sir Michael Hardie Boys succeeded Dame Catherine Tizard in 1996. Before this, he was a Judge of the Court of Appeal.*

The Governor-General also appoints members of the judiciary, may exercise the royal prerogative of mercy and signs the commissions of officers in the New Zealand Defence Force, as well as the warrants setting up Royal Commissions and Commissions of Inquiry.

It is the duty of ministers to keep the Governor-General informed about government business. This is done through regular meetings of the Executive Council over which the Governor-General presides. As well as having the right to be informed, the Governor-General may also encourage, warn and offer suggestions to ministers.

## Ceremonial role

The Governor-General takes part in many public ceremonies as the individual who represents the state or

the Crown. This includes:

- opening new sessions of Parliament;
- holding honours investitures;
- welcoming visiting heads of state;
- receiving the credentials of foreign diplomats;
- attending functions such as Waitangi Day commemorations.

## Community role

The current Governor-General, Sir Michael Hardie Boys, is the patron of more than 150 charitable, service, sporting and cultural organisations in the community. Many of the Governor-General's civic functions also have a ceremonial aspect, such as attendance at the official opening of buildings, or launching special events and charitable appeals.

The Governor-General's community role is by far the busiest: there are usually 500 or more official engagements each year, throughout the country.

## Reserve powers

The Governor-General has some powers which are reserved for his or her personal decision and are not exercised on the advice of ministers. These powers are sometimes known as the "reserve powers". The most important is the power to appoint a Prime Minister. Convention requires that the Governor-General appoints the person with the support of the majority of MPs.

*Find out more!*

Government House  
Private Bag, Wellington  
Tel: (04) 389 8055; Fax: (04) 389 5536

# The people are sovereign (still)

by Ian Templeton  
Trans Tasman News Service

In the New Zealand democracy, the people are sovereign, they choose their Parliaments, and, more importantly, their governments. Governments have great powers and great responsibilities. The exercise of those powers and fulfilment of those responsibilities are legitimate *only because of the consent of the people*, or, to put it another way, because they are based on the political sovereignty of the people.

## Elections and MMP

Popular sovereignty is delivered through general elections.

For the first time, in 1996, New Zealanders voted in a general election conducted under the mixed member proportional (MMP) system, recommended by the 1986

Royal Commission on the Electoral System.

They got, as a result, a coalition government comprising the National and NZ First parties, who together command 61 seats in the 120-seat Parliament.

Whether they got, as the proponents of MMP suggested they would, a system of negotiated policy decision-making based on consensus, is debatable. In theory, under MMP, government will be more democratic and more accountable than before. But at least MMP did produce a Parliament more representative of the people, with 15 MPs of Maori descent, three of Pacific Island descent, and one Asian.



Ian Templeton

## Maori sovereignty

As a consequence of a more representative Parliament, some of the traditional tenets of the New Zealand constitution are being re-examined, and even challenged.

For example, Labour list MP Tariana Turia, in her maiden speech, insisted that every tribe is a sovereign people in its own right, that the Treaty of Waitangi was a declaration of traditional Maori rights of absolute authority over Aotearoa, and that the 1835 Declaration of Independence is an "international declaration which recognises the sovereignty of the independent tribes of Aotearoa".

In the same speech she said the Treaty of Waitangi document forms the fundamental constitutional basis of the nation.

Yet, as some experts point out, the first article of the Treaty says that Maori chiefs "cede to Her Majesty the Queen of England, absolutely and without reservation, all the rights and powers of sovereignty which the said Confederation or Individual Chiefs respectively exercise or possess".

As Te Puni Kokiri explains overleaf, there are differences of interpretation of the Treaty, caused partly by the signing of two official versions – the English and the Maori. In the latter, the chiefs did not cede rangitiratanga (sovereignty), but ceded kawanatanga (governorship).

The Privy Council said in 1994 that with the passage of time, the "principles" which underlie the Treaty have become much more important than its precise terms. Their advice was that "the principles" are the underlying mutual obligations and responsibilities which the Treaty places on the parties – the Crown and Maori.

The issue of Maori "sovereignty" is a matter of some sensitivity, but in practice the meaning of the Treaty of Waitangi depends on its inclusion in specific laws passed by Parliament.

Parliament can "make or unmake" any law it wishes.

## Sovereignty eroding

Again, a caveat has to be registered. The trend to globalization, and the implications of international treaties to which NZ is a party, could be eroding the principle of sovereignty. Constitutional experts say in many instances the New Zealand government has no practical choice but to accept the internationally agreed standards in our laws.

*Ian Templeton is a life member of the Parliamentary Press Gallery*

## Trans Tasman

The weekly Trans Tasman newsletter selects and interprets significant current and future trends in and around Parliament – updating subscribers on many of the issues backgrounded in the *DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard*.

Find out more!

Trans Tasman News Service  
PO Box 377, Wellington  
Tel: (04) 471-9254  
Fax: (04) 473 8908  
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# The spirit of the Treaty



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**T**he Treaty of Waitangi was signed in order to provide a government for New Zealand and remove cause for strife between Maori and non-Maori.

**The first article** says that the Maori chiefs “cede to Her Majesty the Queen of England absolutely and without reservation all the rights and powers of Sovereignty”.

**The second article** says “Her Majesty the Queen confirms and guarantees to the Chiefs and tribes of New Zealand ... the full, exclusive and undisturbed possession of their Lands and Estates Forests Fisheries and other properties....”

**The third article** says that the Queen extends to Maori “all the Rights and Privileges of British Subjects.”

A verbal promise was also made to respect freedom of religion (sometimes called **the fourth article** of the Treaty).

There were a number of signings of the Treaty. The first were at Waitangi, but many chiefs signed in other places.

There are differences of interpretation of the Treaty, caused partly by the signing of two official versions of it – in English

(quoted above) and in Maori. In the Maori version, the Chiefs did not cede their *rangitiratanga* (sovereignty) to the Crown. The significance of this is still hotly debated.

However, the Privy Council said in 1994 that “with the passage of time, the principles which underlie the Treaty have become much more important than its precise terms”. They said the ‘principles’ are the underlying mutual obligations and responsibilities which the Treaty places on Maori and the Crown.

In its 1996 post-election brief Te Puni Kokiri told the coalition government of the three basic principles it identifies from court judgments of the 1990s:

- each Treaty partner is under a duty to act reasonably and in good faith towards the other;
- the Crown must make informed decisions - with proper regard to the Treaty when making decisions;
- the Crown must take active and positive steps to redress past breaches of the Treaty.

Interpretation of what the Treaty means is likely to continue to change as society itself changes.

**N**ew Zealand celebrates its birthday on 6 February. That is the day, in 1840, that the Treaty of Waitangi was first signed by the representatives of Queen Victoria, and the tangata whenua (Maori) of New Zealand.

The Treaty is our founding document. It sets out the basic principles of the relationship between Maori and non-Maori - principles that are as valid today as they were in 1840.

Under the terms of the Treaty the Crown was given the right to govern in New Zealand and peaceful settlement was allowed to take place. In exchange Maori rights to their lands, resources and taonga (treasures or sacred property) were affirmed and Maori were granted the rights and privileges of “British citizenship”.

As New Zealand became constitutionally independent from Britain the Treaty obligations of the British Crown were transferred to the Crown in New Zealand.

## Legacy of neglect

Unfortunately, within a few decades of the signing of the Treaty, there were many breaches of its principles. Land and other resources were taken from Maori in ways now seen as contrary to the Treaty and natural justice. Breaches of the Treaty continued to occur into the 1970s.

In recent years the Waitangi Tribunal has been involved in examining the grievances that have resulted from those breaches, and recommending ways to settle them.

But the lasting legacy of more than a century of neglecting those principles is the wide disparity between Maori and non-Maori in incomes, health status, educational attainment, labour force participation and a host of other indicators. These all suggest that individual Maori have not enjoyed the reciprocal benefits guaranteed to all citizens under the Treaty.



### Reducing disparities

Much of the work of Te Puni Kokiri – the Ministry of Maori Development – is directed at reducing these disparities, not only to honour the Treaty, but also for natural justice and to foster greater social cohesion.

The coalition agreement between the National and New Zealand First parties states that the Treaty of Waitangi is fundamental to the relationship between Crown and Maori.

Within that broad framework, the government is committed to working with Maori to achieve full and active participation in New Zealand society.

The key initiative announced was to establish:

- a Maori education commission;
- a Maori health promotion unit;
- a Maori economic development unit; and
- a Maori employment and training unit.

It is intended that these organisations should develop initiatives and monitor progress in achieving their specific goals.

It is also intended that they should work closely with Te Puni Kokiri – the body responsible for promoting Maori achievement with respect to education, training, employment, health, and the development of economic resources.

In effect they will extend the “watchdog role” of the Ministry – monitoring and liaising with all other government agencies that provide services to Maori.

### Good advice

A substantial part of the ministry’s work is providing advice to government on the development of policies which affect Maori.

An important part of this is advice on achieving the lasting settlement of Treaty claims. Te Puni Kokiri also contributes advice to other government departments on these claims.

This complements another significant part of the ministry’s work, which is the development of the Maori business sector. With the acquisition of assets resulting from settlement compensation, the ministry works to ensure Maori are provided with the best investment and development advice.

### Danger

In introducing the ministry’s post election brief to the Coalition Government in 1996, the chief executive of Te Puni Kokiri, Dr Ngatata Love said “The major risk which, if left unattended, is the increasingly large number of Maori who are becoming alienated from the mainstream social and economic system within New Zealand. Through social and economic disparities, New Zealand is in danger of creating a racial situation which will have serious consequences.

“It is particularly important that disparities in education, health, employment and justice are eliminated. Over the last decade slow improvement in these key areas has occurred but the rate of development has not kept pace with non-Maori.”

For this reason, he says, “initiatives must be accelerated so there is a clear increase in Maori achievement.”

The Ministry is determined to play a major role in helping New Zealand to live up to the high principles that were declared more than 150 years ago, in the Treaty of Waitangi, and make New Zealand a better place for all its citizens, both Maori and non-Maori, to live.



TE PUNI KOKIRI

“Maori have dynamism and vitality to determine their own social and economic development. Justice and equity are over-riding principles in improving education, health, housing and economic outcomes, and in settling Treaty claims”.

– the 1996 National / New Zealand First Coalition Manifesto

*Find out more!*

Ministry of Maori Development  
Te Puni Kokiri,  
P O Box 3943,  
Wellington.  
Tel (04) 494 7000  
Fax (04) 494 7010

#### Further reading:

*Claudia Orange, The Treaty of Waitangi (Allen & Unwin / Port Nicholson Press, 1987);*

*James Belich Making Peoples: A history of the New Zealanders from Polynesian settlement to the end of the nineteenth century (Allen Lane / The Penguin Press, 1996)*



# Parliamentary Service

PARLIAMENT

The distribution of funds and personnel to Members of Parliament is the overall responsibility of a body of MPs called the Parliamentary Service Commission (the PSC). Under the Parliamentary Service Act 1985, members of the Commission are:

- the Speaker (its Chairman), the Hon Doug Kidd;
- the Leader of the House, the Hon Wyatt Creech, or his nominee;
- the Leader of the Opposition, the Rt Hon Helen Clark, or her nominee; and
- four Members of Parliament as agreed by the House of Representatives.

The PSC also oversees and controls the Parliamentary Service, the administrative support service for Members of Parliament who are not Ministers. The Service manages the distribution of funding, the employment of staff, and the facilities, offices and equipment members need to do their job, both at Parliament and out of it.

Other agencies have responsibilities

for the services employed in the passage of legislation and in relation to the work arising from ministers' portfolios. These include the Office of the Clerk of the House and the Ministerial Services Unit of the Department of Internal Affairs.

## What it does

The Parliamentary Service administers the payment of all Members' salaries and allowances. These are set by an independent body, the Higher Salaries Commission, and they are paid under what is known as a Permanent Legislative Authority, set up in the Civil List Act. This means that Members of Parliament are not themselves involved in decisions relating to the way their salaries and allowances are paid.

The funding for opposition and back-bench members' travel and telecommunications, and the payment of budget allocations to each parliamentary party group, is administered by the Parliamentary Service. The PSC determines the rules governing members' expenditure, but how it is spent is the direct responsibility of the members themselves.

The Parliamentary Service provides the staff and services to run opposition and back-bench members' offices in the parliamentary complex, as well as the buildings themselves, the Parliamentary Library and the computing network. It also administers the contract and subsidy for the Bellamy's catering service.

## Impact of MMP

Opposition and backbench members now number 94 in the 120-member

MMP Parliament. There are more parties, and new arrangements for meeting their needs have been in place since the October 1996 election. All Members have individual budget allocations for their work outside Parliament. Constituency Members each have \$55,000 per year and

list Members \$34,200 to spend on things such as operating their out-of-Parliament offices; printing and photocopying for Parliamentary purposes; and the purchase of equipment.

## Parties

Parliamentary parties also have budget allocations.

The costs of:

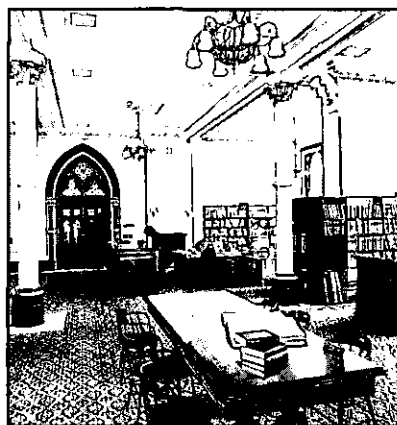
- each leader's office;
- spending on research;
- media relations; and
- co-ordinating the work of the party's MPs in Parliament

are met from these funds. The level of funding for each party is determined by the number of seats it holds in Parliament.

There is one exception to this principle. The party that provides the Prime Minister does not get an allocation for the leadership. Instead, the Department of Prime Minister and Cabinet, and the Prime Minister's Office together provide the full range of administrative and political support needed for this.

*Find out more!*

Parliamentary Service  
Parliament Buildings  
Wellington  
Tel: (04) 471 9999  
Fax: (04) 473 0900



Parliament has a fine library to help keep MPs informed.

PAUL MCCREDIE

## Funding for our MPs

Resources for all MPs include:

	\$m
Secretaries	14.3
Travel	6.3
Telecommunications	3.5
Parliamentary Library	2.8
Computing at Parliament	1.4
Bellamy's subsidy	1.1
Buildings	17.0
Administration	1.4

Party and Members' support:

	\$m
ACT New Zealand MPs	0.9
Alliance MPs	1.5
Labour MPs	4.7
National MPs	3.0
New Zealand First MPs	2.0
United	0.1



# What MPs do

**W**hen someone is elected as a Member of Parliament, there is no written job description waiting on their desk in Wellington. But there are conventions about what MPs are expected to do. Those who fail to meet those expectations can face harsh punishment from their bosses - the people of New Zealand.

## Duties

All MPs have duties in the House of Representatives. This includes scrutinising legislation, organising the business of the House, and taking part in debate.

But MPs also have many less public duties. All back-bench MPs (those who are not Ministers) serve on select committees (usually two or three). They must do extensive research, becoming experts in the areas of public policy the committees cover. On the committee they hear submissions, question ministers and officials, debate and influence both principle and details of legislation.

As members of political parties, all MPs seek to promote their parties' causes by gaining expertise in specialist areas, seeking for flaws in the policies or actions of other MPs and parties, and trying to get media and public to take note when they find them.

As public figures, MPs are in constant demand to give speeches, write articles for media, attend functions, and meet visitors. They are regularly lobbied by interest groups and individuals who want to promote good (and bad) ideas. They must respond to hundreds, sometimes thousands of letters each year with sense, sensitivity, and often with practical action.

## Community work

MPs devote time and effort to keeping up with what is happening in New Zealand. The public expect MPs to have well thought out opinions on every subject of public interest.

Constituency MPs, such as Tukituki MP Rick Barker, are responsible for representing their particular electorates (some of which are extremely large). They must keep up with local issues, and argue on



*Duties in the House are only part of an MPs' job.*

behalf of local causes within Parliament, within their party caucuses, and elsewhere. "MPs spend many hours working to help ordinary people in their electorates with problems of all kinds," he says.

"Members usually have weekly clinics where they make themselves available to constituents for any queries they have. These will relate to issues about legislation or government policy, difficulties encountered with state agencies, and other issues of concern within the community. They also help other people to have their voices heard in the corridors of power."

Constituency MPs usually have at least one office in their electorate and two full time staffers.

List MPs have other duties. Many involve themselves in local issues, especially in areas where their party has no electorate MP. In this they do work similar to constituency MPs. Many also have special responsibilities for representing non-geographical communities, such as Pacific Islanders, trade unions, the business community, and women. As list MP Grant Gillon says, "Our role is still being worked out - as we work."

Those MPs who become Ministers or leaders within their parties have all these duties and more. They may also have government departments and ministries to run - some of them with thousands of staff, spending millions of dollars a week.

The Hon Peter Dunne, leader of the United New Zealand Party, gets to his Bowen House office at about 8am. Although he may leave by 6pm, he often finishes his day at midnight. He is lucky to get one day off at weekends.

"The next election" is a notion that is never far from MPs' minds. It could mean promotion, or it could mean losing their job. In the competitive world of politics they must try to make themselves

worthy of notice by MPs from other parties, by their caucus colleagues, and the general public - usually through the media.

## Personal life

Amidst all this they also try to maintain some kind of personal life. Many MPs have spouses and young families who find that they see little of mum or dad once she or he becomes an MP. Epsom MP Chris Fletcher says "Finding time for the family is important if MPs are to hold themselves together and balance the stresses of a parliamentary life."

## MPs' pay

Members of Parliament receive a basic salary of \$74,500. They also get a range of allowances to cover expenses incurred in their duties as MPs, such as for accommodation in Wellington.

Ministers, and others with extra duties get different salaries and allowances.

For more information, see the current Parliamentary Salaries and Allowances Determination.





# How laws are made

PARLIAMENT



MALCOLM GREEN

*Parliament debates new laws thoroughly before they are passed. Each clause is examined, to get it right.*

There are two main sources of law in New Zealand: statute law, made by Parliament and common law, made by the courts.

## Statute law

Parliament creates laws by enacting legislation. Proposed laws are introduced into Parliament as bills. When they are passed, and are given the royal assent by the Governor-General they become Acts, which are statute laws. Acts may be public (of general importance) or private (limited to particular bodies, groups or individuals).

Parliament can delegate its law-making power to the Executive Council, ministers, government departments, local authorities and other bodies.

These subordinate bodies can then also make laws, but only within the limits laid down by Parliament in the enabling Acts. Examples of delegated legislation include regulations, orders in council, proclamations, notices, bylaws, rules and ordinances.

## Common law

Although Parliament is the main source of law, law is also shaped by

the courts. They decide how existing laws are to be interpreted and applied.

The decisions of the courts create what is called common law. This is based on precedents - decisions which are used as a guide, or as an authoritative rule, in later, similar cases. Judges extend the law by applying the fundamental principles of the law to specific disputes between parties. If similar disputes occur in the future, the previous case is used as a guide.

However, Parliament is regarded as the supreme law-making body: it is where the constitutional basis and responsibility for these decisions is thought to lie. After all, as its name indicates, the House of Representatives comprises representatives elected by the people.

## Changing laws

Parliament also changes laws. They can be repealed (cancelled) by a later Act, or changed by 'amending Acts' which introduce modifications and additions. These developments will often be in response to changing economic or social conditions, or to cases where the law has proved to be unworkable or difficult.

## Introducing Bills

Most of the time that the House sits is set aside for government business - which mainly involves consideration of bills that the government wants enacted. These bills are usually passed or rejected by a party vote. This means that all the members of each party vote the same way.

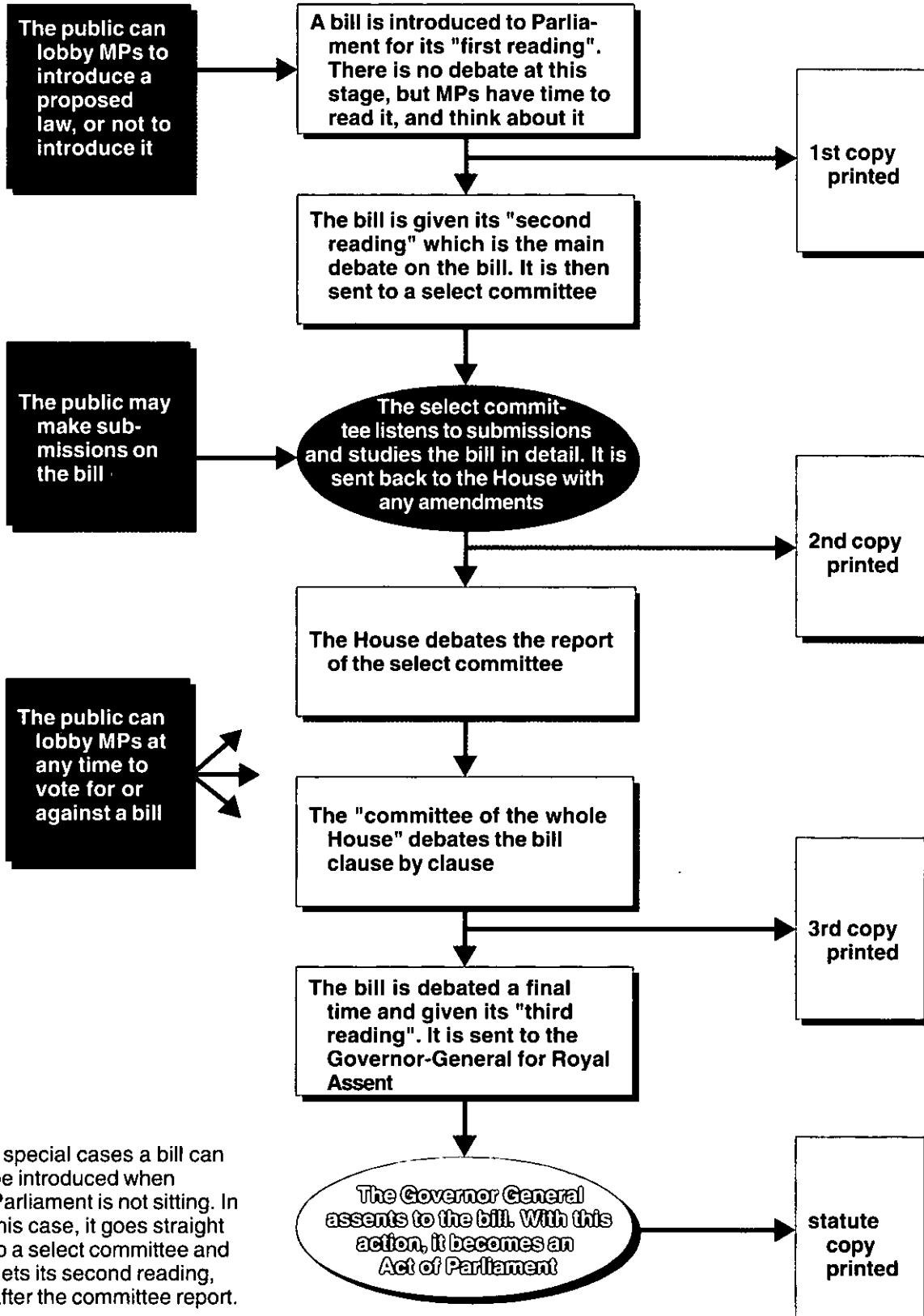
But time is also set aside for individual MPs to introduce and debate 'Members Bills', which may not be government policy. Some of these are 'conscience' issues which are not decided by party policy, but by individual MPs voting how they like. An example of this kind of bill was the Adult Adoption Information Bill.

*Find out more!*

Office of the Clerk of the House  
of Representatives  
Parliament Buildings  
Wellington  
Tel (04) 471 9999 extn 8194  
Fax (04) 473 2439



## How a bill becomes an Act



\*In special cases a bill can be introduced when Parliament is not sitting. In this case, it goes straight to a select committee and gets its second reading, after the committee report.

PARLIAMENT

CLERK OF THE HOUSE / STEPHEN RUSSELL



# Select committees

PARLIAMENT

**A**fter a bill is introduced to Parliament and has been given its "second reading", it will then be referred to a select committee. This is a smaller group of MPs who will examine the bill in detail, and hear public submissions on the proposed law.

Nearly all bills, once referred to a select committee, are advertised in the metropolitan and major provincial newspapers for submissions from interested organisations or

committees will hold hearings at places outside Wellington. Wherever the hearing is, however, you will have to pay for your own travel.

After the select committee process, the bill is "reported back" to the whole House, sometimes with amendments. The House will then debate the bill as reported back.

## Detailed review

In the next stage of consideration, the House forms itself into a committee of the whole House and considers the bill in detail. This gives all MPs the opportunity to debate each separate provision or clause of the bill, and to vote to change any of it.

## Royal assent

Next comes the third reading, during which members may discuss the bill, but only in the

form in which it came out of the committee of the whole House. This is their last opportunity to debate the bill before it is voted on and sent to the Governor-General for signing (Royal Assent). Only then does a bill become an Act of Parliament.

## Investigations

Select committees are also able to initiate their own investigations.

As a result, government officials and other people are often requested to appear before a select committee.

Most committee proceedings during the hearing of evidence are open to the public, so potential witnesses can attend before giving evidence themselves.

A list of select committees and their members is shown on page 16 of the publication *The People of Parliament* in the DecisionMaker Guidebook.

## Making an appearance

If you make a submission to a select committee in person, you will appear as a witness. The chairperson will introduce you to each of the members. You will need to identify yourself and/or your organisation

If you choose representatives to appear for an organisation, make sure they have the authority, are capable of speaking on behalf of the organisation, and are familiar with the issue. Legal counsel may be used at the select committee's discretion.

The chair usually asks witnesses to make a brief opening statement. In this statement you should summarise the main points of your submission. You may also inform the committee of any relevant new information. Do not read your submission unless invited to do so.

You will then be questioned by the members of the committee. You may call on other people to answer particular questions. You may be asked to provide additional written information.

Select committee hearings are open to the public and media. If you have private or confidential information to present, you should inform the clerk of the committee so the committee can consider how to handle this.

*Find out more!*

Office of the Clerk of the House  
of Representatives  
Parliament Buildings  
Wellington  
Tel (04) 471 9999 extn 8520  
Fax (04) 473 2439

PARLIAMENT



STEPHEN RUSSELL

*The Finance and Expenditure Committee receives a report from the Audit Office as part of their role in keeping the Executive accountable.*

members of the public. Select committees also call for submissions on inquiries or other matters referred to them. People may appear before the committee in person to support their written submissions.

## Making a submission

Anyone can make a submission to a select committee. Send twenty copies of your submission (preferably typed) to the clerk of the committee before the closing date for submissions. Do not assume a late submission will be considered. The clerk of the committee will let you know when your submission has been received.

You can ask to appear before the committee to make a spoken presentation. The clerk of the committee will let you know if the committee wishes to hear your submission and will tell you where and when you can present it. Sometimes, select



# The Lawmakers

PARLIAMENT

An idea that is developed to the stage of enacted law may come from a number of sources. Political parties and the government will, of course, have their own agenda for lawmaking. Sometimes New Zealand will be a signatory to international treaties which need to be given effect in our own law.

There are also groups representing commercial, professional, industrial or community interests which might want the law changed in particular respects.

These groups can lobby Ministers and make submissions on a Bill to Parliamentary select committees in an attempt to influence the law-making process.

Then there are institutions like the Law Commission which study the way existing laws work and suggest changes to be put into effect by Parliament.

## Reforming the law

The Law Commission/Te Aka Matua o te Ture is an independent, government-funded advisory body established to carry on the systematic review, reform and development of the law in New Zealand.

Its aim is to make law that is just, principled and accessible, and that reflects the heritage and aspirations of the peoples of New Zealand.

## How it works

The Commission may be asked by the Minister of Justice to look into an aspect of the law, or it may itself decide to look.

An example of an area which the Commission has already reported on is the law relating to arbitration (a method of dispute resolution that does not involve the courts). As a result of the Commission's recommendations, Parliament enacted the Arbitration Act 1996.

tail, under the supervision of a Commissioner, and then reach tentative conclusions. After a period of intensive consultation with outside interests and close discussion within the Commission, a preliminary paper is published, which sets out the Commission's ideas and usually includes

some proposed law. The Commission then invites people to comment on the paper, and after further consultation and internal discussion, it produces a report which makes specific recommendations to Parliament.

## Taking action

Whether action is taken on a Law Commission report depends on decisions taken by the Minister of Justice and the government as a whole.

Once the government does decide to carry out the

Commission's recommendations, other bodies such as the Ministry of Justice, Parliamentary Counsel Office and select committees of Parliament may play a part in giving the enacted law its final shape, while the Commission continues to provide advice.



MALCOLM GREEN

*Judges know a lot about the law. The Law Commission enables them to offer the benefit of their experience to Parliament.*

The Commission has been gathering together all the rules of evidence, with the aim of producing a comprehensive code. It has also been considering several other areas of the law, including criminal procedure, the law of succession (inheritance), aspects of the Official Information Act 1982 and the legal position of the Crown. It is looking at ways of improving the access of women to justice and the position of Maori in relation to the justice system.

## Research and consult

Members of the Commission's staff research the area of the law in de-

*Find out more!*

Law Commission  
Box 2590, Wellington  
Tel: (04) 473 3453  
Fax: (04) 471 0959  
Email: com@lawcom.govt.nz

PARLIAMENT



Parliamentary Counsel Office  
Te Tari Tohutohu Paremata

# Who drafts the laws?

PARLIAMENT

To make sure that laws are written correctly, Parliament has created the Parliamentary Counsel Office (the PCO).

## Crafting the clauses

The PCO drafts most of the laws which go to Parliament to be voted on by MPs. The Ministry or depart-

ment concerned with a particular law works on the policy issues, while the PCO provides the technical expertise in law drafting. Inland Revenue is the only department with legal authority to draft in-house and not use Parliamentary Counsel services.

The PCO also drafts the amend-

ments to government bills requested by select committees. A parliamentary counsel will attend a committee's confidential consideration of a bill to advise the committee on drafting and to draft the committee's amendments.

Parliamentary counsel can also provide drafting services during consideration of a Members bill, subject to the approval of the Attorney General. This is usually given if, after they have heard the submissions on a bill, the committee wants the bill to proceed.

## Cabinet priorities

The PCO's work programme for bills is determined by Cabinet, which sets legislative priorities. At the beginning of each year it decides what legislation is most urgent, and what can wait.

There are always more bills which ministers and departmental policy advisers want drafted, than there are drafters to do the legal design, or time in the parliamentary session to debate the bills. Priority setting is a matter of political choice.

## Access to the laws

The PCO makes sure that Acts and regulations are published and are accessible to the public. They are printed by GP Print and distributed by them to bookshops.

If you want to find our laws and regulations you can enquire at Bennets Government bookshops. You may even be able to find them through a library search, in hard copy or stored electronically.

*Find out more!*

Parliamentary Counsel Office  
Box 18-070  
Wellington  
Tel: (04) 472 9639  
Fax: (04) 499 1724



MALCOLM GREEN

# Who's that?

## The Speaker

The Speaker of Parliament is the highest officer elected by the House of Representatives and presides over its deliberations, seeing that its rules are followed and keeping order. The Speaker is assisted by a Deputy and two Assistant Speakers.

The Speaker is the formal representative of the House of Representatives, who presents addresses from the House to the Governor-General and reads messages from the Governor-General to the House. Many of the House's contacts with other Parliaments are in the name of the Speaker.

The Speaker also has a number of administrative duties. These include chairing the Parliamentary Service Commission, which establishes policies for administrative and support services to members.

## Clerk of the House

The Clerk of the House is the senior official of the House. An important function of the Clerk is to act as adviser on parliamentary procedure to members of Parliament.

The Clerk's responsibility is to the House as a whole with advice and assistance being available to all members, regardless of party or office held. Members have an open invitation to seek procedural advice from the Clerk or any of the Clerk's officers at any time.

The Clerk and staff of the Office also provides administrative and support services to the House and select committees, facilitating meetings. The Office records the proceedings of the House and its committees and also produces the report of debates in the House (*Hansard*).



# Petitioning Parliament

Every New Zealand citizen or resident has the right to petition the House of Representatives to address a grievance or change a policy.

## Ancient tradition

The tradition of petitions to Parliament is very old. It goes back long before the first meeting of New Zealand's Parliament in 1854, to medieval Britain.

When the early English Parliaments identified an injustice they wanted to correct, they would petition the King for action. If the King and his Council agreed to act on the petition, they would send back a written reply. These replies came to be regarded as decrees or statutes having the force of law.

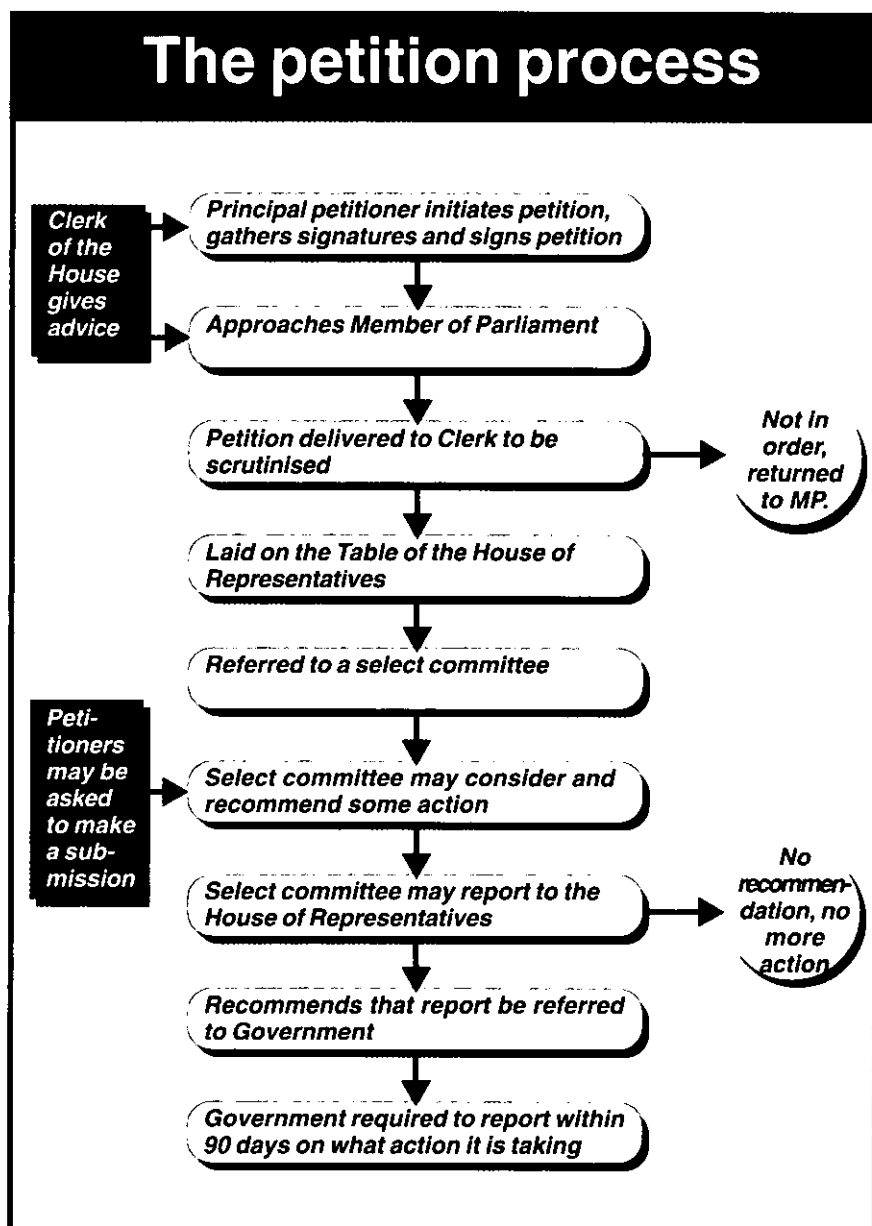
Over time, Parliament became increasingly specific about what it desired. Instead of sending a petition, it would send a "bill" to the King, listing all the actions it wanted.

In modern New Zealand, Parliament still sends bills to the Governor-General (who represents the Queen). When he or she signs these, they become Acts of Parliament.

## Modern petitions

New Zealand's Parliament allows any New Zealander to make a petition to the House of Representatives on any subject – provided they have first tried all other methods to redress their grievance. The House is advised of the petition and it is then referred to a select committee for study.

Select committees can report back to the House with a recommendation on what action should be taken. Often petitions are referred to the government for its consideration. The government must then report to the House on what action it will take.



CLERK OF THE HOUSE / STEPHEN RUSSELL

PARLIAMENT

A petition may or may not have any practical consequence, but making it does ensure that your opinion or grievance is heard and is given some thought by Members of Parliament.

If you intend to make a petition to the House of Representatives, you can obtain information from the Office of the Clerk. This sets out the rules you must follow on how your petition must be worded and who can present it. Don't start

gathering signatures until you have read this information.

**Find out more!**

Office of the Clerk of the House  
of Representatives  
Parliament Buildings  
Wellington  
Tel: (04) 471 9999 ext 8194  
Fax: (04) 473 2439



# Checks and balances

Officers of Parliament help ensure accountability of government officials by carrying out some functions that the House of Representatives might itself undertake.

To be effective and credible in this role, Officers of Parliament must be independent of the government. To ensure their independence:

- they are appointed by the Governor-General, on the recommendation of the House of Representatives;
- they report directly to the House of Representatives;
- their salaries are met by permanent legislative authority and do not require the approval of the government;
- the review of requests for the funding of each office is the sole responsibility of the Officers of Parliament Committee, which is non-partisan and chaired by the Speaker of the House.

In 1997 there were three Officers of Parliament: the two Ombudsmen (Sir Brian Elwood and Mr Anand Satyanand) and the Parliamentary Commissioner for the Environment (Dr Morgan Williams).

Although often referred to as an Officer of Parliament, the Controller and Auditor-General (Mr David McDonald) is not, and the House has no part in his or her appointment. However, legislation making the Controller and Auditor-General an Officer of Parliament is being considered.

## The Ombudsmen

An Ombudsman is an independent and impartial investigator of complaints about the administrative actions, or failures to act by government officials that have adversely affected individuals. An Ombudsman may also review requests for the release of official information that have been declined. The Ombudsmen are not advocates for either the complain-

ant or the organisation concerned. Their role is to impartially consider whether the correct decision has been made after hearing all sides of the story.

The Ombudsmen have specific areas they are authorised to investigate. These include complaints against any government department or organisation at the central, regional or local level. Many actions taken by organisations such as health authorities, school boards, universities and city or regional councils fall within the Ombudsmen's jurisdiction.

The Ombudsmen and their staff are required to maintain secrecy about matters they learn in the course of their investigation. The exception is where the investigation cannot take place without information being disclosed.

## Environment

The Parliamentary Commissioner for the Environment provides an independent check on the effectiveness of the New Zealand system of environmental management, and the performance of public authorities in maintaining and improving the quality of the environment. Specifically the Commissioner aims to help improve through investigation:

- accountability of public authorities for decisions affecting the environment;
- environmental management of public authorities;
- the capability of the New Zealand system of environmental management to deliver sound decisions;
- the quality of the environment in New Zealand.

## Auditor-General

The Controller and Auditor-General plays a key role as an agent of Parliament in helping maintain accountability in the public sector. The main parts

of this role are

- providing opinions on whether the accounts prepared by public bodies fairly reflect their performance;
- providing information to Parliament, in particular parliamentary select committees, so Parliament is able to oversee the way the executive uses resources – resources which are

ultimately owned by citizens.

Matters regularly reported on are:

- whether agreed goals and objectives have been reached;
- whether government powers have been properly exercised;
- whether resources have been used effectively and efficiently.



MARTI FRIEDLANDER

*Environmentally sound? Cost effective? Secret reasons? Find out from Officers of Parliament.*

*Find out more!*

### Ombudsmen:

Tel: 0800 802 602, or

#### Auckland

5th floor, 17 Albert St

Tel: (09) 379 6102 Fax (09) 377 6537

#### Wellington

PO Box 10 152, Wellington

Tel: (04) 473 9533 Fax: (04) 471 2254

#### Christchurch

PO Box 13 482, Christchurch

Tel: (03) 366 8555 Fax: (03) 365 7935

### Commissioner for the Environment

PO Box 10 241, Wellington

Tel: (04) 471 1669 Fax: (04) 471 0331

### Controller and Auditor-General

Private Box 3928, Wellington

Tel: (04) 471 6500 Fax: (04) 471 6545

# THE PEOPLE OF PARLIAMENT

HOW YOUR VOICE MAY BE HEARD

## Our people

by Sir Tipene O'Regan  
Ngai Tahu

A lot of different people go to make up a functioning Parliament. Some of them are there because they are elected and some of them, in turn, have enough support to form a government. Some are appointed Officers of Parliament to protect citizens' rights. Some are appointed to balance the power within the state - to separate Parliament from the executive and the judiciary. As we have no written constitution - just some constitutional laws and conventions - that separation and balancing of power is not guaranteed.

The collection of power that makes up a modern state can be a danger to a free society and to the rights of citizens. That is why we must remain watchful that the devices which protect us function as they are meant to.

### Will of the majority

The democratic state is controlled by the will of the majority. Its worth, however, can be judged by the way in which the rights of minorities are protected from the tyranny of the mob.

Parliament has to find the necessary balance to do that. It manages the process by the rule of law. It is a complex interaction of forces of which the elected Members of Parliament are only a part. At the end

of the day, though, they have to accept responsibility for the working of the whole system. That is because they are the only part of the system that is elected.



Sir Tipene  
O'Regan

TE PUNI KOKIRI

### Ngai Tahu's story

I belong to a minority - a tribe called Ngai Tahu. Five generations ago our Parliament imposed grave injustices on us. Through the generations since and through the lives of many Parliaments we have pursued the restoration of our people's rights.

Eventually a combination of the courts, the executive and Parliament itself made it possible for us to negotiate a settlement of the historic injustice done to us.

When Parliament finally confirms the peace between itself and our Ngai Tahu people it will be a demonstration that our system can be made to work - even if it sometimes takes a very long time. It will illustrate what the *Guidebook to Parliament for the Community* says in its subtitle *How your voice may be heard*.

We can have faith that the system can be made to work. It will only do so, though, if it can hear our voice and if we are determined enough to make sure it is listening.

## inside

### Politics in New Zealand

- Political parties: why we need them
- The House of our *Representatives*
- Party leaders: what their parties stand for

### Who's who

- The opposition spokespeople
- New Zealand's MPs: United, National, Alliance
- The Cabinet
- Who runs government departments
- New Zealand's MPs: New Zealand First, Labour, ACT
- Select committees: who is on them

### *The people of Parliament*

(ISBN 0-908842-23-6) is a publication within the *DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by Asia Pacific Economic News Ltd (APEN) in consultation with the Parliamentary Service Commission. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington





# Parties for people

POLITICS IN NEW ZEALAND

**W**inston Churchill once said that democracy was the worst form of government... except for all the other kinds.

What frustrates people about democracy is that it brings people face-to-face with the frustrating gap between our ideals and the practical reality of governance. Running a country requires a lot of hard choices be made about allocating limited resources of all kinds. The decisions are always going to disappoint a lot of people.

The burden of responsibility for translating the people's ideals and aspirations into reality falls on political parties. Their role in this is a vital one, but one that inevitably makes them unpopular.

While the practical results parties can achieve always fall short of our dreams, they remain one of the important ways people have to get their voice heard, to influence government, or even to become part of government.

## Why join a party?

Your ideals are more likely to make a difference

if you work with others to achieve them. The organisation of like-minded people into parties allows them to pool their resources and act in wider areas than any individual could alone.

Getting together with others to pursue broad goals always involves compromise. Sometimes parties have in-

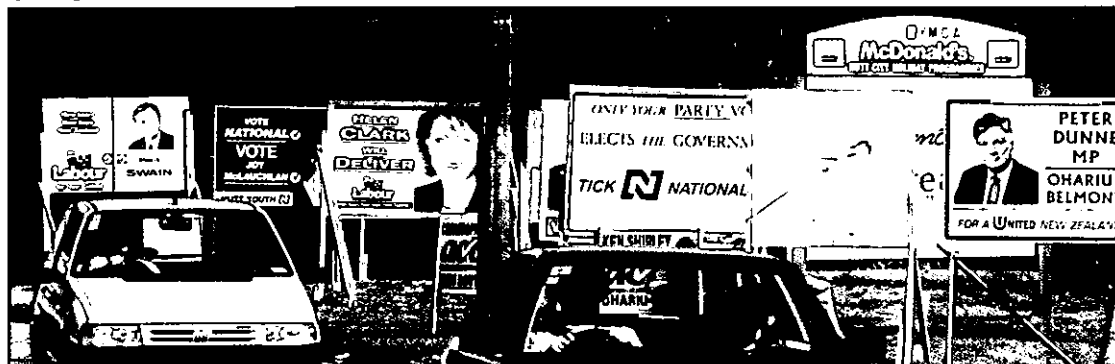
ternal tensions and differences greater than those between opposing parties. But parties provide an essential means for different views to be openly discussed, debated and reconciled.

Parties play a vital role in drawing together the ideas of many people into a coherent package. Each idea is tested by debate, strengthened by other related ideas, and can be

would be no way of knowing whether bills before Parliament would pass or fail. Parties provide a consistent block of votes and thus allow a stable governing body.

## Training leaders

Parties are also the universities of government. You would not want someone to perform surgery on you



*A plague on all your houses? Parties inoculate our democracy against all those forms of government which are worse.*

moulded into a programme that is consistent and practical.

Parties give voters choice, because they are able to put before voters an entire package of well-developed policies for all aspects of government. Each party can be scrutinised by the media to determine whether

their ideas are practical. People can easily discover what parties stand for and make an informed choice.

Having parties means that when you cast a vote you get not just one person working for

the things you believe in, but a group. That means those philosophies, ideas and policies, will have a much better chance of being put into practice.

Political parties are useful in the formation of governments. If parliament was comprised of unaligned individuals, it would be very difficult to have a reliable government. There

without having been well trained. It would be just as disastrous if people got to run the country without any training in the arts of politics and the science of government. Just as education enables the sons of garbage collectors and the daughters of night cleaners to become doctors and lawyers, so parties enable them to become leaders of the nation.

## Meek and mighty

Parties enable both the mighty and the meek to participate in the political process, and each have a fair say in how New Zealand should be run. Without them, it would be hard for ordinary people to make a difference. Without them, New Zealand would not get the quality of government we presently have (if you think it's bad, there are some places we could name...).

If you want to make New Zealand a better place, parties can help you do it. The difference that you make may bring our dreams and ideals one step closer to reality.

*"Getting together with others to pursue broad goals always involves compromise."*



# Representing us

The 1986 report of the Royal Commission on electoral reform predicted a "better democracy". One of the things that MMP would bring, they said, was an increase in the number of women and ethnic minorities in Parliament. "All the evidence leads us to conclude the two measures are essential if women's and minority groups' chances of candidacy are to be enhanced. In the first place, parties must actively recruit members from these groups and... encourage them into taking party posts... In the second place, women and minorities must themselves see the value of active party membership and strive for the political experience which positions of responsibility within their party's organisation can give them."

## History

Women and ethnic minorities, however, have historically found it difficult to achieve the necessary power base for advancement. For example,



Visitors to the public gallery of the House of Representatives can now see and hear 15 Maori MPs speaking up for the interests of their people.

though women won the right to vote in 1892, no woman was elected to Parliament until 1933. Until 1981, the number of women in Parliament never rose above six.

MMP has changed all that. The

1996 intake of MPs included 35 women, 15 Maori, three Pacific Islanders, the first ever ethnic Chinese, and two who were just 26 years of age on election. A resignation from Parliament in 1997 saw the number of women rise to 36.

## Where they came from

In assembling their candidates, parties had to cast their nets wide. Nanaia Mahuta, a 26 year-old university graduate working as a researcher for the Tainui tribe, was nominated as Labour's successor to the seat previously held by former Minister of Maori Affairs, the Hon Koro Wetere. Although she was defeated in Te Tai Hauauru by New Zealand First's Tukuroirangi Morgan, she nevertheless came to Parliament as a list member for the Labour party. New Zealand First member, Deborah Morris, had been a researcher in Parliament before becoming an MP and Minister of Youth Affairs, also at age 26. As Minister she promotes young people's opportunities to get their voices heard through initiatives such as the Youth Parliament.



In 1997 there were 36 women among the 120 MPs in New Zealand's Parliament.



MINISTRY OF WOMEN'S AFFAIRS  
MINITATANGA MŌ NGĀ WĀHINE

National's Georgina Te Heu Heu and Pansy Wong are examples of mature women whose work in their professions and the community was at the leading edge. Georgina Te Heu Heu practised as a lawyer and served on the Waitangi Tribunal. Pansy Wong is an accountant and businesswoman and an active advocate for her Chinese community. Others, such as Jenny Bloxham, graduated to Parliament, having served in support roles in both Labour and, more recently, New Zealand First.

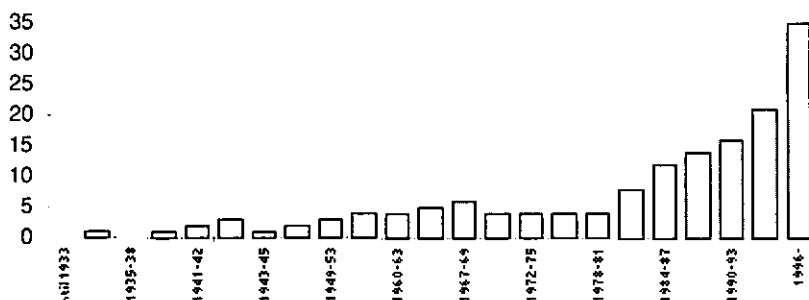
POLITICS IN NEW ZEALAND



MALCOLM GREEN

Our first Asian MP was sworn in as an MP in December 1996.

## Women in Parliament



### Parties balancing

With eight women out of 13 MPs, the Alliance grouping carries similar representation in its ranks as the population - the only party in the House to do so. Next is ACT, with three women MPs out of eight. Labour has 13 women in its 37-member caucus. The National party has eight out of 44 and New Zealand First, has four out of 17.

Parliament also now has more Pacific Island MPs. Labour's Taito Philip Field, elected as MP for Otago in 1993,

was joined in 1996 by Mark Gosche and Arthur Anae, from Labour's and National's lists respectively. Both these men also come from Auckland, the largest Pacific Island city in the world.

Have the Royal Commission's hopes for a more diverse Parliament, offering more access to power through party membership been realised? After just one MMP election it is too soon to say. The test will be the way women and minority groups find ways to participate in political parties and the Parliaments of the future.

## The Ministry of Women's Affairs

The Ministry of Women's Affairs - Minitatanga Mo Nga Wahine - is the government's primary adviser on public policy issues which affect women. This includes looking at proposals suggested by other areas of government and analysing how they will affect women; this approach is called gender analysis. For policy analysts in Te Ohu Whakatupu, the work is to analyse policies and programmes in terms of how they will affect Maori women. Policy analysts also work with analysts in other government agencies, developing new policies and programmes to help achieve the government's aims for women.

### Gender analysis

Gender analysis examines the differences between women's and men's lives, identifies the underlying

causes of these differences and aims to achieve positive change for women.

The Ministry's publication *The Full Picture - Te Tirohanga Whanui: guidelines for gender analysis - nga aratohu mo nga rereketanga ira tangata* and a training programme are the basic tools used by the Ministry to promote gender analysis.

### Special projects

The Ministry designs and develops projects so that women can participate more fully in society. These have included:

*Te Iho Kohine* - to enable Maori girls to overcome the barriers they face as Maori and as girls.

*Karanga Nga reo o Nga Wahine Maori - Voices of Maori Women* - a series of taped interviews, illustrating Maori women's achievements in revitalising and maintaining Te Reo Maori.

*Work & Family Directions* - a partnership between public and private sector organisations to develop and implement family friendly workplace policies and practices.

### International liaison

The Ministry provides advice to, and represents New Zealand at appropriate international events such as the United Nations' World Conferences on Women, the UN Commission on the Status of Women and the Australian Commonwealth / State Advisors' meetings.

Find out more!

Ministry of Women's Affairs  
Minitatanga Mo Nga Wahine  
Box 10 049, Wellington  
Tel: (04) 473 4112; Fax: (04) 472 0961  
Email: mwa@mwa.govt.nz

# Having a say



MINISTRY OF YOUTH AFFAIRS

*The Youth Parliament debates in the chamber where MPs usually sit.*

Every three years, the Ministry of Youth Affairs organises a Youth Parliament. 120 young people from around New Zealand gather at Parliament for two days to have a go at the role of an MP.

The 120 Youth MPs are selected by sitting MPs through a democratic selection process over the two months leading up to the Youth Parliament.

The event is designed to give young people the opportunity to have their views heard by key decision-makers and the general public. It is also an opportunity for a wider group of people to learn about the different functions within Parliament and the parliamentary complex.

## Realistic activities

The Youth Parliament duplicates as realistically as possible the actual workings of Parliament. This includes the active involvement of real MPs, and activities such as:

- opening of the Youth Parliament by the Governor-General;
- select committees enquiring into government agencies;
- oral question time in the House;
- debate on a specific bill proposed by the Youth MPs;
- general debate in the House;

- visits to the various 'inner workings' of Parliament.

The Youth Parliament encourages the involvement of many young people before, during and after the event. Youth MPs have support groups, run 'electoral clinics', and canvass opinions on the issues that are important to them.

Youth press officers work with the Youth MPs and during the Parliament a Youth Press Gallery operates.

## Representation

The Youth Parliament is an opportunity for young people to obtain first hand experience of the processes of government. It is also a forum for young people to have their voices heard by decision-makers on a range of issues that matter to, and affect them.

The Ministry also encourages youth representation and participation through student representatives on school boards of trustees, youth councils, forums and other organisations.

It is important for young people to participate fully in the development of an idea or activity, from initial planning through to implementation.

Young people must not only be consulted and informed, they must have opportunities to initiate and lead.

## Ministry of Youth Affairs

The role of the Ministry of Youth Affairs is "to promote the direct participation of young people, aged between 12 and 25 years, in the social, economic and cultural development of New Zealand both locally and nationally".

## Policy Advice

The ministry provides research and policy advice on major issues affecting young people, including:

- at risk/disadvantaged youth;
- enhancing the ability of young people to reach their full potential and achieve excellence;
- the effectiveness of programmes and services.

## Communication

The work of the Communication and Facilitation Unit includes:

- increasing knowledge and information about young people;
- communicating to young people on government policies;
- increasing participation of young people in decision making;
- fulfilling international obligations.

Youth Affairs consults with young people and those who work with them to help achieve these goals.

## Programmes

The **New Zealand Conservation Corps (NZCC)** and **Youth Service Corps (YSC)** programmes are administered by Youth Affairs. The Ministry also supports the **Commonwealth Youth Programme**.

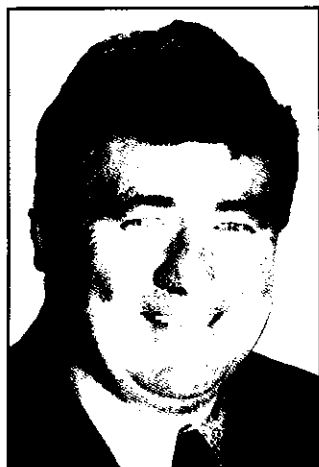
Both the YSC and the NZCC aim to improve the long term employment prospects and life chances of young people.

*Find out more!*

Ministry of Youth Affairs  
Te Tari Taiohi  
PO Box 10-300, Wellington  
Tel: (04) 471 2158; Fax: (04) 471 2233  
Email: info@youthaffairs.govt.nz



## What the parties stand for:



**Jim Anderton,  
Leader, the Alliance**



**Rt Hon Jim Bolger,  
Leader, National Party**



**Rt Hon Helen Clark  
Leader, Labour Party**

The Alliance is working for a fresh new approach to political leadership, committed to a fairer society and the protection of our natural environment.

The Alliance believes governments should be socially responsible. We want free health care, free education, affordable housing and security in retirement, paid from fair, progressive taxes.

The Alliance believes governments should be environmentally principled, recognising that human society is part of nature and doesn't speak of society or the economy in isolation from air, water, land and other living things.

Control of New Zealand's strategic assets and infrastructure should be in the hands of New Zealanders, so that we control our own economic and social destiny.

The Alliance believes Treaty grievances should be settled on their merits, so that Maori are equipped with the resources to ensure a sound economic future.

Above all, the Alliance is aiming to form a visionary, principled government that is accountable and representative - a government that tells people plainly what it intends to do before the election, and after the election implements the policies people have voted for.

The National Party is the party for New Zealanders who:

- wish to protect families, communities and businesses from those seeking to use high taxes and onerous restrictions to impose their political agendas;
- want freedom to hold their own views in a society tolerant of differences;
- support social arrangements that reinforce a sense of personal and family responsibility, and in return expect economic and social policies to deliver a decent standard of living with opportunities and rewards for all;
- believe in an open, competitive economy, driven by the private sector and valuing individual effort and initiative;
- seek security for themselves and their children through: access to quality education and health services; support for those in need of help; an effective police force and justice system; and effective participation in the international community.

Labour's vision for New Zealand is summed up in our 1996 election slogan: New Heart, New Hope, New Zealand.

New Zealanders' hopes for their public health and education services and living standards are not being realised. Labour puts improvements in these policy areas at the top of its priorities. Put simply, we will promote policies which offer a better deal to ordinary people.

Labour in government would seek to boost living standards for low and modest income earners, reduce hospital waiting times, ensure that all our schools offer quality education and reduce the cost of tertiary education. Labour would also remove the superannuation surcharge and asset testing on older people in continuing care.

Through its elected representatives in Parliament, Labour will highlight the Coalition's lack of vision and its inability to deliver the real change which a majority of New Zealanders thought they had voted for in 1996. Labour's 37 MPs are talented, enthusiastic and bring a wide range of experiences to our work. Labour's banner of New Heart and New Hope will continue to fly high, both inside and outside Parliament.



# What the parties stand for:



**Hon Peter Dunne,  
Leader, United New Zealand**

United New Zealand is a Centre-Party in the Liberal tradition.

We are guided by the ideals of the International Liberal movement, which distinguishes us from Conservatives and Interventionists.

We regard constructive participation in the political process as worthwhile. We seek to strengthen hope for the future: to encourage a widely shared sense of security, goodwill and personal fulfilment.

We believe in the freedom of the individual, personal responsibility and the pursuit of social justice.

We value self-reliance and reward for effort. At the same time we insist on the provision of opportunity and the best chance in life for every person.

We support an open market economy with sound fiscal and monetary policy and management.

We value New Zealand's bi-cultural heritage and our multicultural society, with one law for all.

We believe that environmental considerations should be an integral part of all decisions.

We respect others and seek quality outcomes through working together with others.

We value an open-minded approach and we embrace innovation and change. We are guided by commonsense, and value getting something done above talking about it. We seek to remove the causes of problems rather than deal only with their symptoms.



**Hon Winston Peters,  
Leader, New Zealand First**

New Zealand First is based on 15 fundamental principles of government, which were established when the party was first founded in 1993. These principles relate to specific policy areas and to the way in which New Zealand is governed, based on honesty and accountability. The first priority of New Zealand First is to put New Zealand and New Zealanders first.

The essence of the principles are:

- Economic policy should be based on independent business expertise with government support to encourage economic success.
- That lowering unemployment is the first planning priority.
- Education and health are investment, not expenditure.
- Using immigration as an excuse for our failure to train, skill and employ our own people must cease.
- Social Welfare must assist recipients to become independent from the state.
- New Zealanders should pay less tax with simplified, enforced laws.
- That sound economic strategies, with a view to employment, be used to enhance and preserve the environment.
- That state asset sales must cease.
- That electoral reform be determined by electors and all policies not in the manifesto first be referred to the electorate for a mandate.



**Hon Richard Prebble,  
Leader, ACT New Zealand**

ACT New Zealand is a liberal progressive centre-right party which believes that New Zealanders can make better choices for themselves and their families than any politician can. ACT believes the key to this country's success is hard work, thrift and individual responsibility. Our policies are designed to reward those values, not punish them.

ACT's vision is a New Zealand that is prosperous, well-educated, secure and socially healthy.

Our policies will ensure:

- the lowest tax rates in the Western world;
- every person saving and accumulating wealth to ensure their own security in retirement. Compulsory savings will produce real security, real wealth for New Zealand, increased growth and lower tax rates.
- every child funded for education at a school chosen by their parents. We will encourage children to leave school with the skills needed to undertake further study or training, or to enter the work force.
- New Zealanders having access to quality health care, by giving everyone the option of taking out private health insurance without paying twice.
- a social welfare system that builds independence, not state dependency. ACT aims to have fewer people dependent on state welfare but to increase support for people with special needs.



# The opposition speaks

WHO'S WHO

## Arts, sport & recreation

**ACT:** Donna Awatere Huata - cultural affairs, National Library; Dr Muriel Newman - sport, fitness & leisure

**Alliance:** Pam Corkery - arts & culture, sport & recreation

**Labour:** Trevor Mallard - sports, fitness and leisure; Judith Tizard - cultural affairs

**United:** Hon Peter Dunne

## Commerce & industry

**ACT:** Rodney Hide - commerce, industry, SOEs; Hon Ken Shirley - energy; Patricia Schnauer - tourism; Owen Jennings - transport, business development; Dr Muriel Newman - broadcasting, communications, Radio NZ, TVNZ

**Alliance:** Jeanette Fitzsimons - energy, sustainable economics, transport; John Wright - asset sales, business development, SOEs; Pam Corkery - broadcasting, communications; Laila Harré - commerce, consumer affairs; Rod Donald - overseas trade, tourism

**Labour:** Paul Swain - commerce, SOEs; Pete Hodgson - industry and business development, energy; Judy Keall - consumer affairs; Ross Robertson - regional and local economic development, small business, overseas trade (associate); Harry Duynhoven - transport, civil aviation, energy (associate); Damien O'Connor - tourism; Marian Hobbs - broadcasting, communications

**United:** Hon Peter Dunne

## Conservation & environment

**ACT:** Hon Ken Shirley - environment, conservation, lands

**Alliance:** Sandra Lee - conservation; Jeanette Fitzsimons - environment, sustainable economics; Frank

Grover - land

**Labour:** Pete Hodgson - conservation; Jill White - environment and biosecurity; Nanaia Mahuta - conservation (associate) and environment (associate)

**United:** Hon Peter Dunne

## Education

**ACT:** Donna Awatere Huata - education, Education Review Office

**Alliance:** Dr Liz Gordon - education, schools, tertiary institutions

**Labour:** Trevor Mallard - education; Steve Maharey - education (associate), tertiary education; Mark Burton - adult and community education; Janet Mackey - educa-



STEPHEN RUSSELL

*Opposition spokespeople may try to help with problems such as with housing.*

tion (associate), early childhood, special, and rural education; Nanaia Mahuta - education (associate), Maori education issues

**United:** Hon Peter Dunne

## Employment & labour

**ACT:** Hon Derek Quigley - ACC; Donna Awatere Huata - employment, labour

**Alliance:** Laila Harré - ACC, industrial relations; Rod Donald - employment, skills training

**Labour:** Steve Maharey - labour, employment; Ruth Dyson - ACC; Mark Gosche - labour (associate); Marian Hobbs - employment (associate)

**United:** Hon Peter Dunne

## Finance & revenue

**ACT:** Rodney Hide - finance, revenue, audit

**Alliance:** Jim Anderton - finance & revenue

**Labour:** Hon Dr Michael Cullen - finance, audit; Paul Swain - finance (associate); Mark Peck - revenue

**United:** Hon Peter Dunne

## Foreign affairs & defence

**ACT:** Hon Ken Shirley - foreign affairs and trade, disarmament and arms control; Hon Derek Quigley - defence; Patricia Schnauer - customs, immigration

**Alliance:** John Wright - customs; Matt Robson - defence & disarmament, foreign affairs, immigration; Rod Donald - overseas trade

**Labour:** Rt Hon Mike Moore - foreign affairs and trade; Hon Annette King - immigration; Graham Kelly - overseas aid; Geoff Braybrooke - defence; Rick Barker - customs, defence (associate); Dianne Yates - disarmament & arms control

**United:** Hon Peter Dunne

## Government

**ACT:** Hon Richard Prebble - DPMC, Security Intelligence Service; Hon Derek Quigley - state services; Owen Jennings - local government

**Alliance:** Sandra Lee - local government; Frank Grover - government services; Laila Harré - state services; Rod Donald - electoral and Parliamentary reform

**Labour:** Rt Hon Helen Clark - Security Intelligence Service; Rt Hon Jonathan Hunt - constitutional affairs; Trevor Mallard - state services; Judith Tizard - local government

**United:** Hon Peter Dunne



# people

## Health

**ACT:** Hon Derek Quigley - health, CHEs

**Alliance:** Phillida Bunkle - health

**Labour:** Lianne Dalziel - health; Mark Peck - health (associate); Jill Pettis - health (associate); Tariana Turia - Maori health

**United:** Hon Peter Dunne

## Housing

**ACT:** Dr Muriel Newman - housing

**Alliance:** Sandra Lee - housing

**Labour:** Graham Kelly - housing; Tim Barnett - housing (associate)

**United:** Hon Peter Dunne

## Internal affairs

**ACT:** Patricia Schnauer - internal affairs; Hon Derek Quigley - civil defence

**Alliance:** Grant Gillon - internal affairs, civil defence, emergency services

**Labour:** Trevor Mallard - internal affairs; George Hawkins - internal affairs (associate); Janet Mackey - civil defence

**United:** Hon Peter Dunne

## Justice

**ACT:** Hon Derek Quigley - police; Patricia Schnauer - justice, Attorney General, courts, serious fraud office

**Alliance:** Matt Robson - justice; Grant Gillon - police

**Labour:** Hon Phil Goff - justice, Attorney General, courts, corrections; George Hawkins - police, serious fraud office; Dianne Yates - justice (associate)

**United:** Hon Peter Dunne

## Maori affairs

**ACT:** Hon Richard Prebble - Treaty negotiations; Donna Awatere

Huata - Maori affairs

**Alliance:** Jim Anderton - Treaty issues; Sandra Lee - Maori affairs & Treaty issues; Alamein Kopu - Maori education & social services, Maori women

**Labour:** Dover Samuels - Maori affairs; Hon Jim Sutton - Treaty negotiations; Joe Hawke - Maori economic development and employment issues; Nanaia Mahuta - Maori education issues; Tariana Turia - Maori health and youth issues

**United:** Hon Peter Dunne

## Primary production

**ACT:** Hon Ken Shirley - fisheries,



*The interests of fishers and consumers may be championed by the Opposition.*

forestry; Owen Jennings - agriculture

**Alliance:** Jeanette Fitzsimons - fisheries, forestry; Grant Gillon - agriculture

**Labour:** Hon Jim Sutton - agriculture, lands, fisheries, forestry; Damien O'Connor - agriculture (associate), lands (associate), Fisheries (associate)

**United:** Hon Peter Dunne

## Science and research

**ACT:** Hon Ken Shirley - research, science, technology; Dr Muriel Newman - information technology

**Alliance:** Dr Liz Gordon - CRIs, research, science; Laila Harré - information & technology

**Labour:** Jill White - CRIs, research, science & technology; Marian Hobbs - information technology

**United:** Hon Peter Dunne

## Senior citizens & superannuation

**ACT:** Dr Muriel Newman - senior citizens

**Alliance:** Jim Anderton - senior citizens & superannuation

**Labour:** Hon Dr Michael Cullen - superannuation issues; Judy Keall - senior citizens

**United:** Hon Peter Dunne

## Social welfare

**ACT:** Dr Muriel Newman - social welfare

**Alliance:** Pam Corkery - social security; Phillida Bunkle - rural social services

**Labour:** Hon Annette King - Social welfare; Larry Sutherland - Social welfare (associate)

**United:** Hon Peter Dunne

## Special communities

**ACT:** Hon Richard Prebble - Pacific island affairs; Owen Jennings - Rural New Zealand; Dr Muriel Newman - women's affairs, youth affairs

**Alliance:** Pam Corkery - young people; Matt Robson - Pacific island affairs; Phillida Bunkle - women's affairs; Alamein Kopu - children; Dr Liz Gordon - disabilities, voluntary organisations

**Labour:** Hon Jim Sutton - rural affairs; Larry Sutherland - family affairs; Ruth Dyson - disability services; Philip Field - Pacific island affairs; Jill Pettis - youth affairs; Dianne Yates - women's affairs; Tim Barnett - urban affairs; Mark Gosche - ethnic affairs, public transport

**United:** Hon Peter Dunne



# Members of our Parliament

WHO'S WHO

## UNITED



Peter Dunne  
Chariu-Belmont



**UNITED  
NEW ZEALAND**

Party: United New Zealand  
Leader: Hon Peter Dunne

**1996 election:**  
Votes received: 18,243  
Percentage of total: 0.9%  
Electorate MPs elected: 1  
List MPs elected: nil  
Total MPs elected: 1

## OTHER PARTIES

Sixteen other registered parties did not get any MPs elected. Together they got 156,431 of the votes cast (7.5%). They were: The Christian Coalition (4.3%); Aotearoa Legalise Cannabis Party (1.7%); McGillicuddy Serious (0.3%); Progressive Greens (0.3%); Mana Maori (0.2%); Animals First (0.2%); Natural Law (0.2%); Ethnic Minority Party (0.1%); Green Society (0.1%); Conservative (0.1%); Superannuitants and Youth (0.1%); AdvanceNZ (0.1%); The Libertarians (0.03%); Asia Pacific United (0.02%); Te Tawharau (0.02%).

## NATIONAL



Arthur Anae  
List



John Banks  
Whangarei



Bill Birch  
Port Waikato



Jim Bolger  
Taranaki-King Country



Max Bradford  
Rotorua



Gerry Brownlee  
Iam



David Carter  
Banks Peninsula



John Carter  
Northland



Wyatt Creech  
Wairarapa



Paul East  
List



Bill English  
Clutha-Southland



Party: National  
Leader: Rt Hon Jim Bolger  
Deputy: Rt Hon Don McKinnon

**1996 election:**  
Votes received: 700,687  
Percentage of total: 33.8%  
Electorate MPs elected: 30  
List MPs elected: 14  
Total MPs elected: 44



Christine Fletcher  
Epsom



Doug Graham  
List



Peter Gresham  
List



Marie Hasler  
Waitakere



Gavin Herlihy  
Otago



Doug Kidd  
Kaikoura



Warren Kyd  
Hunua



John Luxton  
Karapiro



Murray MacLean  
Coromandel



Wayne Mapp  
North Shore



### NATIONAL



Dennis Marshall  
Rangitikei



Roger Maxwell  
List



Murray McCully  
Albany



Don McKinnon  
List



Joy McLauchlan  
List



Brian Neeson  
Waipareira



Katherine O'Regan  
List



Ian Revell  
Northcote



Eric Roy  
List



Tony Ryall  
Bay of Plenty



Jenny Shipley  
Rakaia



Bob Simcock  
Hamilton West



Clem Simich  
Tamaki



Lockwood Smith  
Rodney



Nick Smith  
Nelson



Roger Sowry  
List



Tony Steel  
Hamilton East



Georgina te  
Heuheu - List



Simon Upton  
List



Belinda Vernon  
Maungakiekie



Maurice Williamson  
Pakuranga



Pansy Wong  
List



Annabel Young  
List

### ALLIANCE



Jim Anderton  
Wigram



Phillida Bunkle  
List



Pam Corkery  
List



Rod Donald  
List



Jeanette Fitzsimons  
List



Party: The Alliance  
Leader: Jim Anderton  
Deputies: Sandra Lee,  
Jeanette Fitzsimons  
**1996 election:**  
Votes received: 209,319  
Percentage of total: 10.1%  
Electorate MPs elected: 1  
List MPs elected: 12  
Total MPs elected: 13



Jeanette Fitzsimons  
List



Liz Gordon  
List



Frank Grover  
List



Grant Gillon  
List



Alamein Kopu  
List



Sandra Lee  
List



Laila Harre  
List



Matt Robson  
List



John Wright  
List



# The Coalition Cabinet

WHOS WHO

There are twenty ministers in Cabinet, with six Ministers outside Cabinet. In April 1997 they were:

**Jim Bolger (N)**

Prime Minister; Minister in charge of the Security Intelligence Service  
Tel: (04) 471 9997 Fax: (04) 473 7075

**Winston Peters (NZF)**

Deputy Prime Minister; Treasurer  
Tel: (04) 471 9997 Fax: (04) 471 2024

**Don McKinnon (N)**

Minister of Foreign Affairs and Trade, Minister of Pacific Island Affairs; Minister for Disarmament and Arms Control  
Tel: (04) 471 9971 Fax: (04) 471 1444

**Bill Birch (N)**

Minister of Finance; Minister of Revenue  
Tel: (04) 471 9991 Fax: (04) 473 3587

**Jenny Shipley (N)**

Minister of State Services; Minister of Transport; Minister for State Owned Enterprises (responsible for all SOEs except Contact Energy Ltd.); Minister for Accident Rehabilitation and Compensation Insurance; Minister Responsible for Radio New Zealand  
Tel: (04) 471 9960 Fax: (04) 471 1939

**Doug Graham (N)**

Minister of Justice; Minister for Courts; Minister in charge of Treaty of Waitangi Negotiations  
Tel: (04) 471 9950 Fax: (04) 471 2922

**Tau Henare (NZF)**

Minister of Maori Affairs, Minister for Racing; Associate Minister for Sport, Fitness, and Leisure  
Tel: (04) 471 9985 Fax: (04) 471 2930

**Paul East (N)**

Attorney-General; Minister of Defence, Minister of Correc-

tions; Minister in charge of War Pensions, Minister in charge of the Audit Department  
Tel: (04) 471 9951 Fax: (04) 471 1442

**Lockwood Smith (N)**

Minister of Agriculture, Minister of Forestry; Minister for International Trade; Minister responsible for Contact Energy Ltd  
Tel: (04) 471 9964 Fax: (04) 471 2918

**Peter McCardle (NZF)**

Minister of Employment  
Tel: (04) 471 9944 Fax: (04) 471 2907

**Wyatt Creech (N)**

Minister of Education; Leader of the House  
Tel: (04) 471 6679 Fax: (04) 471 2936

**Simon Upton (N)**

Minister for the Environment, Minister for Crown Research Institutes, Minister for Biosecurity; Associate Minister of Foreign Affairs and Trade  
Tel: (04) 471 9945 Fax: (04) 471 2913

**Jack Elder (NZF)**

Minister of Police, Minister of Internal Affairs, Minister of Civil Defence  
Tel: (04) 471 9969 Fax: (04) 473 3446

**Bill English (N)**

Minister of Health  
Tel: (04) 471 9973 Fax: (04) 473 7614

**John Luxton (N)**

Minister of Commerce, Minister of Fisheries, Minister of Lands; Minister for Industry; Associate Minister of Agriculture  
Tel: (04) 471 9982 Fax: (04) 472 1122

**Maurice Williamson (N)**

Minister of Research, Science, and Technology, Minister of Communications, Minister of Information Technology, Minister of Statistics  
Tel: (04) 471 9972 Fax: (04) 472 7095

**John Delamere (NZF)**

Associate Treasurer; Minister in charge of the Valuation Department; Minister in charge of the Public Trust Office  
Tel: (04) 471 9955 Fax: (04) 473 3207

**Murray McCully (N)**

Minister of Housing, Minister of Tourism; Minister for Sport, Fitness, and Leisure  
Tel: (04) 471 9946 Fax: (04) 499 4544

**Max Bradford (N)**

Minister of Labour; Minister of Immigration; Minister of Energy; Minister of Business Development  
Tel: (04) 471 9961 Fax: (04) 471 1440

**Roger Sowry (N)**

Minister of Social Welfare  
Tel: (04) 471 9970 Fax: (04) 473 3698

## Associate ministers

**These ministers are not members of Cabinet:**

**Brain Donnelly (NZF)**

Minister responsible for the Education Review Office; Associate Minister of Education  
Tel: (04) 471 9981 Fax: (04) 473 1336

**Christine Fletcher (N)**

Minister of Women's Affairs, Minister of Cultural Affairs, Minister of Local Government  
Tel: (04) 471 9968 Fax: (04) 471 2391

**Nick Smith (N)**

Minister of Conservation; Associate Minister of Education and Social Welfare  
Tel: (04) 471 9978 Fax: (04) 473 6118

**Deborah Morris (NZF)**

Minister of Youth Affairs; Associate Minister for Accident Rehabilitation and Compensation Insurance, the Environment  
Tel: (04) 471 9977 Fax: (04) 471 1443

**Neil Kirton (NZF)**

Minister of Customs; Associate Minister of Health  
Tel: (04) 471 9949 Fax: (04) 471 1765

**Robyn McDonald (NZF)**

Minister for Senior Citizens; Minister of Consumer Affairs  
Tel: (04) 471 9959 Fax: (04) 473 7504

**Calling  
Parliament**

All Parliamentary offices are available through the switchboard. Tel: (04) 471 9999



# The chiefs

**H**ow many arms does the government have? Since the passage of the State Sector Act 1988 there has been no definitive list of the government's agencies.

Director of the Institute of Policy Studies, Professor Gary Hawke, says "We can distinguish three broad kinds of government organisations. There are departments or ministries which work directly to ministers... There are State-Owned Enterprises, which are essentially commercial businesses owned by the Government on behalf of the public... And there are Crown entities, a large number of them and with not a great deal in common except they are at least in some senses owned by the Government on behalf of the public and perform functions for the government but are somewhat removed from ministers. They include the Asia 2000 Foundation of New Zealand, Tradenz .... and all the boards of trustees of individual schools."

The State Services Commission explains that "The reason for locating functions in Crown entities include:

- to create clear and consistent objectives;
- to ensure certain functions are carried out at arms-length from Ministerial control and direction;
- to take advantage of non-Public Service managerial talent through board appointments; and
- to locate certain functions closer to the community, or the discipline of the marketplace."

The chief executives of the core Public Service departments are:



MARTI FRIEDLANDER

*The Director-General of the Department of Conservation manages our conservation estate.*

**Ministry of Agriculture**

Director-General: Bruce Ross

**Audit Office**

Controller and Auditor-General:  
David McDonald

**Ministry of Commerce<sup>1</sup>**

Secretary: Paul Carpinter

**Department of Conservation**

Director-General:  
appointment pending

**Department of Corrections**

Chief Executive: Mark Byers

**Department for Courts**

Chief Executive: Wilson Bailey

**Crown Law Office**

Solicitor-General:  
John McGrath QC

**Ministry of Cultural Affairs**

Chief Executive: Christopher Blake

**New Zealand Customs Service**

Comptroller: Graeme Ludlow

**Ministry of Defence**

Secretary: Gerald Hensley

**Ministry of Education**

Secretary: Howard Fancy

**Education Review Office**

Chief Review Officer: Judith Aitken

**Ministry for the Environment**

Secretary: Denise Church

**Ministry of Fisheries**

Chief Executive: Warwick Tuck

**Ministry of Foreign Affairs and Trade**

Secretary: Richard Nottage

**Ministry of Forestry**

Secretary: John Valentine

**Government Superannuation Fund**

Chief Executive (Acting): Mel Smith

**Ministry of Health**

Director-General: Karen Poutasi

**Ministry of Housing**

Chief Executive: Michael  
Wintringham

**Inland Revenue Department**

Commissioner: Graham Holland

**Department of Internal Affairs<sup>2</sup>**

Secretary: Roger Blakeley

**Ministry of Justice**

Secretary: appointment pending

**Department of Labour**

Secretary: John Chetwin

**Land Information New Zealand**

Chief Executive: Russ Ballard

**Ministry of Maori Development**

Chief Executive: Ngatata Love

**National Library**

National Librarian (Acting):  
Darryn Jenkins

**Ministry of Pacific Island Affairs**

Chief Executive (Acting):  
Kate Lackey

**Department of the Prime Minister and Cabinet**

Chief Executive: Simon Murdoch

**Public Trust Office**

Public Trustee: David Hutton

**Ministry of Research, Science and Technology**

Chief Executive: James Buwalda

**Serious Fraud Office**

Chief Executive: Charles Sturt

**Department of Social Welfare**

Director-General: Margaret Bazley

**State Services Commission**

Commissioner: Don Hunn

**Statistics New Zealand**

Government Statistician: Len Cook

**Ministry of Transport**

Secretary: Stewart Milne

**The Treasury**

Secretary: Murray Horn

**Valuation New Zealand**

Valuer-General: Rob Hutchison

**Ministry of Women's Affairs**

Chief Executive: Judy Lawrence

**Ministry of Youth Affairs**

Chief Executive: Catherine Gibson

<sup>1</sup> The Ministry of Commerce includes the Ministry of Consumer Affairs

<sup>2</sup> The Department of Internal Affairs is host to the Ministry of Civil Defence

# Members of our Parliament

WHOS WHO

**LABOUR**



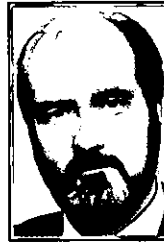
Rick Barker  
Tukituki



Tim Barnett  
Christchurch Central



Geoff Braybrooke  
Napier



Mark Burton  
Taupo



Helen Clark  
Owairaka



Michael Cullen  
Dunedin South



Lianne Dalziel  
List



Harry Duynhoven  
New Plymouth



Ruth Dyson  
List



Phillip Field  
Mangere



Phil Goff  
New Lynn



Mark Gosche  
List



Joe Hawke  
List



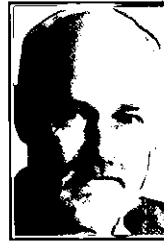
George Hawkins  
Manurewa



Marian Hobbs  
List

**Labour**  
*New Zealand 2000*

Party: Labour  
Leader: Rt Hon Helen Clark  
Deputy: Hon Michael Cullen  
1996 election:  
Votes received: 584, 113  
Percentage of total: 28.2%  
Electorate MPs elected: 26  
List MPs elected: 11  
Total MPs elected: 37



Pete Hodgson  
Dunedin North



Jonathan Hunt  
List



Judy Keall  
Otaki



Graham Kelly  
Mana



Annette King  
Rongotai



Janet Mackey  
Mahia



Steve Maharey  
Palmerston North



Nanaia Mahuta  
List



Trevor Mallard  
Hutt South



Mike Moore  
Waimakariri



Damien O'Connor  
West Coast-Tasman



Mark Peck  
Invercargill



Jill Pettis  
Whanganui



Ross Robertson  
Manukau East



Dover Samuels  
List



Larry Sutherland  
Christchurch East



### LABOUR



Jim Sutton  
Aoraki



Paul Swain  
Rimutaka



Judith Tizard  
Auckland Central



Tariana Turia  
List



Jill White  
List



Diane Yates  
List

### NEW ZEALAND FIRST



Ann Batten  
List



Jenny Bloxham  
List



Peter Brown  
List



John Delamere  
Te Tai Rawhiti



Party: New Zealand First  
Leader: Winston Peters  
Deputy: Tau Henare  
**1996 election:**  
Votes received: 276,842  
Percentage of total: 13.4%  
Electorate MPs elected: 6  
List MPs elected: 11  
Total MPs elected: 17



Brian Donnelly  
List



Jack Elder  
List



Tau Henare  
Te Tai Tokerau



Neil Kirton  
List



Ron Mark  
List



Peter McCardle  
List



Robyn McDonald  
List



Tukoroirangi Morgan  
Te Tai Hauauru



Deborah Morris  
List



Winston Peters  
Tauranga



Rana Waitai  
Te Puku O Te Whenua



Doug Woolerton  
List



Tutekawa Wyllie  
Te Tai Tonga

### ACT



Party: ACT New Zealand  
Leader: Richard Prebble  
Deputy: Ken Shirley  
**1996 election:**  
Votes received: 126,421  
Percentage of total: 6.1%  
Electorate MPs elected: 1  
List MPs elected: 7  
Total MPs elected: 8



Donna Awatere-Huata  
List



Rodney Hide  
List



Owen Jennings  
List



Muriel Newman  
List



Richard Prebble  
Wellington Central



Derek Quigley  
List



Patricia Schnauer  
List



Ken Shirley  
List



# Select committees

Clerks of select committees can be contacted via the listed extension at Parliament. Tel: (04) 471 9999.

## **BUSINESS**

Speaker and one member from each party. The precise membership changes from time to time.

Clerk: Rebecca Whimp, Ext: 8489

## **COMMERCE**

Jenny Bloxham (NZF, Deputy chair); Laila Harre (A); Warren Kyd (N, Chair); Hon Richard Prebble (ACT); Ross Robertson (L); Bob Simcock (N); Paul Swain (L); Pansy Wong (N)

Clerk: Claire Sullivan, Ext: 8536

## **EDUCATION AND SCIENCE**

Donna Awatere-Huata (ACT); Gerry Brownlee (N); Liz Gordon (A); Janet Mackey (L); Hon Deborah Morris (NZF); Tony Steel (N, Chair); Belinda Vernon (N, Deputy chair); Jill White (L)

Clerk: Graham Hill, Ext: 8526

## **ELECTORAL LAW**

Rod Donald (A); Marie Hasler (N, Chair); Pete Hodgson (L, Deputy chair); Nanaia Mahuta (L); Tony Ryall (N); Hon Ken Shirley (ACT); Bob Simcock (N); Doug Woolerton (NZF)

Clerk: Paul Avery, Ext: 8214

## **FINANCE AND EXPENDITURE**

Jenny Bloxham (NZF); David Carter (N); Hon Dr Michael Cullen (L); Hon Peter Dunne (U, Deputy chair); Ruth Dyson (L); Marie Hasler (N); Rodney Hide (ACT); Mark Peck (L); Tony Ryall (N, Chair); Belinda Vernon (N); Doug Woolerton (NZF); John Wright (A)

Clerk: Adrian Carpinter, Ext: 8541

## **FOREIGN AFFAIRS, DEFENCE AND TRADE**

Geoff Braybrooke (L); Hon Brian Donnelly (NZF); Marie Hasler (N, Deputy chair); Murray MacLean (N); Dr Wayne Mapp (N); Rt Hon Mike Moore (L); Hon Derek Quigley (ACT, Chair); Matt Robson (A)

Clerk: David Sanders, Ext: 8549

## **GOVERNMENT ADMINISTRATION**

Peter Brown (NZF); Mark Gosche (L); Hon Peter Gresham (N, Deputy chair); Frank Grover (A); Rodney Hide (ACT); Marian Hobbs (L); Trevor Mallard (L); Hon Roger Maxwell (N); Hon Dr Nick Smith (N); Clem Simich (N, Chair)

Clerk: Alan Witcombe, Ext: 8032

## **HEALTH**

Phillida Bunkle (A); Lianne Dalziel (L); Judy Keall (L); Hon Roger Maxwell (N, Deputy chair); Tukoroirangi Morgan (NZF); Brian Neeson (N, Chair); Hon Katherine O'Regan (N); Jill Pettis (L); Hon Derek Quigley (ACT); Bob Simcock (N)

Clerk: David Wilson, Ext: 8524

## **INTERNAL AFFAIRS AND LOCAL GOVERNMENT**

Tim Barnett (L); Rev Ann Batten (NZF, Deputy chair); John Carter (N); Sandra Lee (A); Joy McLauchlan (N); Hon Katherine O'Regan (N, Chair); Larry Sutherland (L); Judith Tizard (L)

Clerk: Sherry Phipps, Ext: 8532

## **JUSTICE AND LAW REFORM**

Hon Phil Goff (L); Hon Peter Gresham (N); George Hawkins (L); Dr Wayne Mapp (N); Matt Robson (A); Patricia Schnauer (ACT, Deputy chair); Rana Waitai (NZF, Chair); Pansy Wong (N); Tutekawa Wyllie (NZF); Dianne Yates (L)

Clerk: Amanda Powell, Ext: 8539

## **MAORI AFFAIRS**

Arthur Anae (N); Joe Hawke (L); Alamein Kopu (A); Sandra Lee (A); Hon Robyn McDonald (NZF); Tukoroirangi Morgan (NZF); Dover Samuels (L, Deputy chair); Tariana Turia (L); Georgina te Heuheu (N, Chair); Rana Waitai (NZF)

Clerk: James Te Mahau Kingi, Ext: 8558

## **OFFICERS OF PARLIAMENT**

Rick Barker (L); John Carter (N); Graham Kelly (L); Hon Doug Kidd (N, Chair); Ron Mark (NZF); Ian Revell (N, Deputy chair); Paul Swain (L); John Wright (A)

Clerk: David Dunbar, Ext: 8537

## **PRIMARY PRODUCTION**

Grant Gillon (A); Gavan Herlihy (N); Owen Jennings (ACT); Hon Denis Marshall (N); Hon Jim Sutton (L, Deputy chair); Damien O'Connor (L); Eric Roy (N, Chair); Tutekawa Wyllie (NZF)

Clerk: Bob Bunch, Ext: 8123

## **PRIVILEGES**

Jim Anderton (A); Rt Hon Jim Bolger (N); Hon Dr Michael Cullen (L); Lianne Dalziel (L); Hon Paul East (N, Chair); Hon Doug Graham (N); Rt Hon Jonathan Hunt (L, Deputy chair); Hon Winston Peters (NZF)

Clerk: Fay Paterson, Ext: 8440

## **REGULATIONS REVIEW**

Arthur Anae (N, Deputy chair); John Carter (N); Frank Grover (A); Rt Hon Jonathan Hunt (L, Chair); Nanaia Mahuta (L); Rana Waitai (NZF); Georgina te Heuheu (N); Jill White (L)

Clerk: Lucinda Osmond, Ext: 8523

## **SOCIAL SERVICES**

Arthur Anae (N); Rev Ann Batten (NZF); Gerry Brownlee (N, Deputy chair); Pam Corkery (A); Phillip Field (L); Hon Annette King (L); Joy McLauchlan (N, Chair); Murray MacLean (N); Steve Maharey (L); Dr Muriel Newman (ACT)

Clerk: Marie Alexander, Ext: 8533

## **STANDING ORDERS**

Jim Anderton (A); Mark Burton (L); John Carter (N); Hon Wyatt Creech (N); Hon Dr Michael Cullen (L); Rt Hon Jonathan Hunt (L); Hon Doug Kidd (N); Ron Mark (NZF); Patricia Schnauer (ACT)

Clerk: Ailsa Salt, Ext: 8444

## **TRANSPORT AND ENVIRONMENT**

Peter Brown (NZF); Harry Duynhoven (L); Jeanette Fitzsimons (A); Hon Chris Fletcher (N); Gavan Herlihy (N); Pete Hodgson (L); Hon Denis Marshall (N, Chair); Hon Ken Shirley (ACT, Deputy chair)

Clerk: David Bagnall, Ext: 8525

# PARLIAMENT AND ITS NEIGHBOURHOOD

HOW YOUR VOICE MAY BE HEARD

## Come and visit

by *Beth Bowden*  
Deputy General Manager,  
Parliamentary Service

Wellington, near the geographic centre of New Zealand, has been its capital city since 1865. And Parliament Buildings are at its heart, the physical symbol of the seat of government and the home of our democracy.

Together with other major national institutions in the area, they are a natural focus for Wellingtonians, visitors from other parts of New Zealand and visitors from all over the world.

### Icon

This is not new - the Beehive has been an icon for the city ever since it was built - but what is new is the attitude that at last the Parliamentary complex can be seen and shared, its impassive stone facades

now opened up to offer an experience of key areas of the buildings in a way that is quite unique.

Parliament is a special place, but the elements that make it special are not always evident. People who come to Parliament Buildings to admire the architecture also expect to gain an understanding of what they are for, what happens in them and how they relate to other parts of the Wellington scene.

### Honest information

Making these other aspects evident in a lively, honest and informative way has been a major development for Parliament and its success is borne out by the continuing interest in Parliament as an institution as well as a place.

For Parliament to be part of a wider community, its activities and values must be shared. People who want to feel that they can significantly influence its actions can get started by experiencing its atmosphere. Visiting Parliament makes it an open house in many more ways than one.



Beth Bowden

PETER J. CEINAR

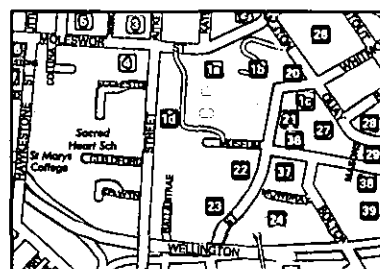


STEVE BENSON

Open Day at Parliament House.

### inside

#### Parliament and its neighbourhood



- Index to the DecisionMaker map
- DecisionMaker map of Parliament and its neighbourhood with locations of:
  - government agencies and departments
  - places of interest
- Visiting Parliament
- Education about Parliament

#### Parliament and its neighbourhood

(ISBN 0-908342-24-4) is a publication within the *DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by Asta Pacific Economic News Ltd (APEN) in consultation with the Parliamentary Service Commission. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington



# Index to map

PARLIAMENT AND ITS  
NEIGHBOURHOOD

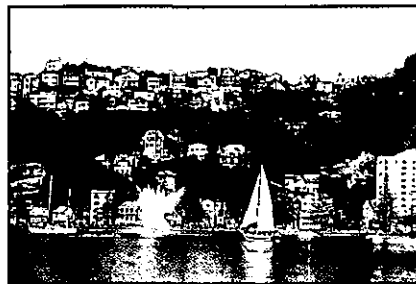


TOURISM WELLINGTON

*Wellington, the capital city, provides a beautiful neighbourhood for Parliament.*

- 12 Parliament House
- 1b The Beehive
- 1c Bowen House
- 1d Parliamentary library
- 2 2 Molesworth St – The High Court
- 3 58 Molesworth St – National Library of New Zealand
- 4 St Paul's Cathedral
- 5 100 Molesworth St – State Services Commission
- 6 81-83 Molesworth St – ACC
- 7 85 Molesworth St – Statistics NZ
- 8 180 Molesworth St – Police National Headquarters
- 9 45 Pipitea St – Ministry of Education
- 10 39 Pipitea St – Ministry of Pacific Island Affairs
- 11 41 Pipitea St – The Commissioner for Children
- 12 48 Mulgrave St. – Treaty of Waitangi Fisheries Commission; Office of the Auditor-General; Ministry of

- Women's Affairs; Ministry of Youth Affairs
- 16 Old St. Paul's Cathedral
- 14 10 Mulgrave St. – National Archives; New Zealand Portrait Gallery
- 15 Vogel Building – Human Rights Commission; Race Relations Office; Department for Courts; Ministry of Forestry; Ministry of Housing; Valuation New Zealand
- 16 103 Thorndon Quay – TerraLink NZ Ltd



TOURISM WELLINGTON

*Mt Victoria is a popular area to live: close to everything.*

- 17 Pipitea Marae
- 18 Central Railway Station
- 19 Thorndon Bus Terminus
- 20 Cenotaph - Citizen's War Memorial
- 21 11 Bowen St – Turnbull House
- 22 Broadcasting House – Radio NZ
- 23 Charles Ferguson Building – Ministry of Justice; Department of Social Welfare
- 24 33 Bowen St – Ministry of Commerce
- 25 Bolton Street Memorial Park
- 26 Old Government Buildings; Victoria University Law School
- 27 86 Lambton Quay – TVNZ News
- 28 101 The Terrace – Ministry of Agriculture; Ministry of Fisheries; Land Corporation; Commerce Commission
- 29 89 The Terrace – Police Complaints Authority
- 31 126 Lambton Quay – Te Puni Kokiri - Ministry of Maori Development
- 32 147 Lambton Quay – Internal Affairs Community Development Team

# PARLIAMENT AND ITS NEIGHBOURHOOD

## DECISIONMAKER MAP



STEPHEN RUSSELL

**The Old Government Buildings is the largest wooden building in the southern hemisphere.**

- 33 Midland Park
- 34 165 Lambton Quay – Kirkaldie & Stains
- 35 Cable Car
- 36 The Treasury
- 37 Reserve Bank; Crown Company  
Monitoring Advisory Unit; Ministry  
of Research Science and Technol-  
ogy; Parliamentary Commissioner  
for the Environment
- 38 Ministry of Foreign Affairs and Trade
- 40 44 The Terrace –  
Education Review Office
- 41 North Terrace Centre – Department of  
Corrections; Department of Labour
- 42 89 The Terrace – Law Commission;  
Legislation Advisory Committee
- 43 90 The Terrace – Maori Congress
- 41 70 The Terrace – Office of the  
Ombudsmen; Saunders Unsworth
- 46 NZ Public Service Association
- 47 Grey St. – Great New Zealand Shop
- 48 25 Tinakori Rd. –  
Katherine Mansfield's Birthplace
- 49 Premier House, Tinakori Rd –  
Prime Minister's Residence
- 50 Wellington Botanical Gardens
- 51 Eastbourne Ferry Terminal
- 52 Lambton Harbour Development Area
- 53 Queen's Wharf Centre
- 54 Maritime Museum
- 55 Lagoon
- 56 Star Boating Club
- 57 Circa Theatre
- 58 Museum of New Zealand
- 59 Chaffers Bay Marina



TOURISM WELLINGTON

**The birthplace of Katherine Mansfield – now a museum.**

- 60 Level 4, Victoria Arcade – Pacific  
Island Resource Centre
- 61 Press House – Wellington Newspapers
- 63 59 Boulcott St. –  
Department of Conservation
- 64 Antrim House – Historic Places Trust
- 65a Visitor Information
- 65b City Art Gallery
- 65c Town Hall
- 65d Discovery Place
- 65e Festival and Convention Centre
- 65f City to Sea Bridge
- 65g City Library
- 66 Frank Kitts Park
- 67 142 Wakefield St. –  
Wellington Regional Council
- 68 New Zealand Film Archive
- 69 Wellington Central Police Station
- 71 192 Willis St. – Education Training  
and Support Agency
- 73 State Opera House



TOURISM WELLINGTON

**Wellington has taken to the cafe culture.**

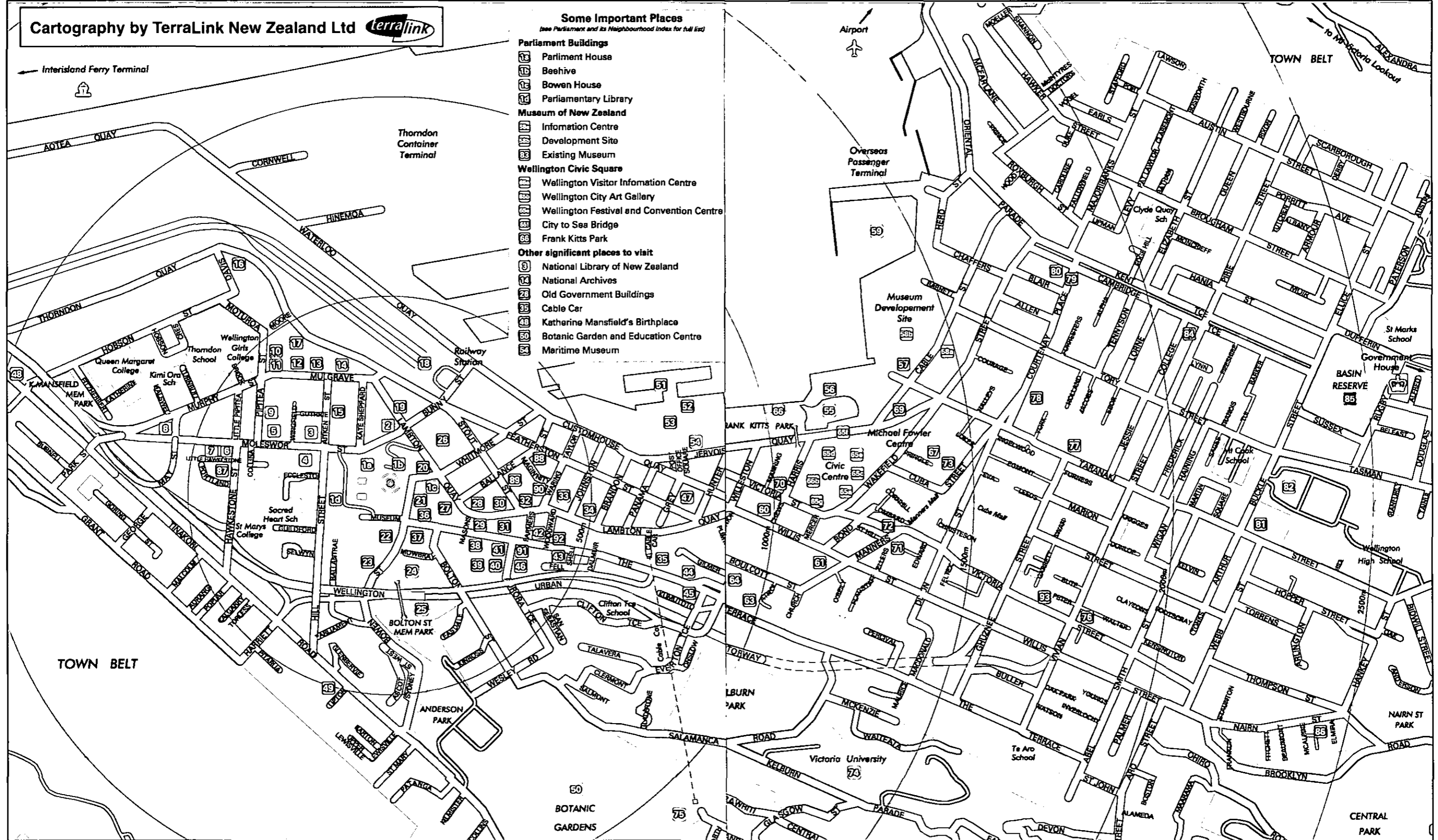
- 74 Victoria University of Wellington
- 75 Carter Observatory
- 76 181 Vivian St. – Electoral Roll Centre
- 77 NZ Qualifications Authority
- 78 St. James Theatre – Royal NZ Ballet
- 79 Courtney Place Bus Terminus
- 80 Downstage Theatre
- 81 217 Taranaki St – Multicultural  
Educational Resource Centre
- 82 National War Memorial & Carillion
- 84 54 Cambridge Tce –  
Broadcasting Standards Authority
- 85 Basin Reserve
- 86 68 Naim St – Colonial Cottage Museum
- 87 12 Hawkestone St –  
Inland Revenue Department
- 88 17 Whitmore St – NZ Customs Service
- 89 15 Stout St – Ministry of Defence
- 90 38 Waring Taylor St –  
Ministry of Cultural Affairs
- 93 203 Victoria St – Butterworths



# DecisionMaker Wellington map

Cartography by TerraLink New Zealand Ltd

- Some Important Places**  
*(see Parliament and its Neighbourhood Index for full list)*
- Parliament Buildings**
    - Parliament House
    - Beehive
    - Bowen House
    - Parliamentary Library
  - Museum of New Zealand**
    - Information Centre
    - Development Site
    - Existing Museum
  - Wellington Civic Square**
    - Wellington Visitor Information Centre
    - Wellington City Art Gallery
    - Wellington Festival and Convention Centre
    - City to Sea Bridge
    - Frank Kitts Park
  - Other significant places to visit**
    - National Library of New Zealand
    - National Archives
    - Old Government Buildings
    - Cable Car
    - Katherine Mansfield's Birthplace
    - Botanic Garden and Education Centre
    - Maritime Museum





# Visiting Parliament



PAUL MCCREDIE

*Refurbished in the early 90s, the Parliament buildings gleam – even in the dark.*

**O**pen House is the name for the experience that visitors are offered when they come to New Zealand's Parliament to see its sights and its people. Free admission and some uniquely accessible spaces make this an easy option for those who want to see the heritage buildings, the working institution

and the history that stands behind all that happens in Parliament.

About 70,000 visitors have visited Parliament House and the Parliamentary Library since the historic buildings were re-opened in January 1996 after a three-year project to strengthen them against earthquakes and to refurbish them to a high standard of excellence. The new visitor programme includes guided tours of the buildings, self-guided tours of the grounds, and a wealth of spectacle - Parliament in action, displays of historic objects, artworks and a shop.

the MPs, the committee rooms, the corridors of power and – a very special feature of the New Zealand Parliament – to go on to the floor of the Chamber of the House of Representatives itself. When the House is not sitting, visitors are able to get the authentic feel of the Chamber, a 360 degree view of the government and opposition seating arrangements, the Table and the Speaker's Chair, and the galleries for the public and the press.

## Does the Earth move?

Another unique aspect of the tour is the visit to the basement. Here a fully-realised display of the foundations, old and new, tells the engineering story of the project. Special foundations called base isolators – 417 of them in total – support the strong

## Is that seat taken?

While many get their pleasure from simply seeing these grand old buildings back in use, and the craftsmanship that went into them, others come here to see how Parliament works –



ALEXANDER TURBULL LIBRARY

*Colonel Wakefield's house, where the Beehive now stands.*



*The Queen visits Parliament's Maori Affairs select committee room.*

but very rigid structures of the original buildings. When the earth moves, the foundations move with it - up to 15 centimetres in any direction - and Parliament stays put. Base isolation requires the buildings to be physically separated from the surrounding land and visitors can see clearly how this

has been accomplished. Less visible is the strengthening that has gone into the walls of the above-ground structure - but as visitors move around on the tour these secrets are told.

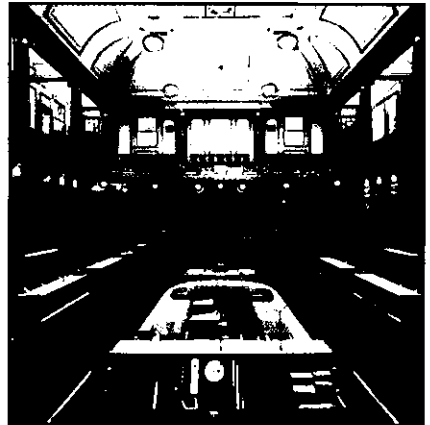
### History's revelations

Indoors or outdoors, Parliament offers interest and history. The grounds have seen some of the most important events in New Zealand's changing democracy, and offer views of many other important institutions of government. Other heritage areas of Thorndon, the earliest-settled part of Wellington, are within easy walking distance.

Some aspects of Parliament's life can be seen from the outside too - the plaque commemorating the move of the capital from Auckland to Wellington is on the north-east corner of



*Parliament's Library.*



*From the Speaker's Chair.*

Parliament House, not far from another plaque noting the centenary of women's suffrage in New Zealand. James Cook, John Ballance, and Richard Seddon are all in prominent positions. If you want the story of why the name of Thomas Turnbull, the architect of the Parliamentary Library building, is not visible, you may have to come to Parliament to find out.

### Come any time

People come to visit Parliament for many reasons, and most find the parliamentary experience more than meets their expectations.

Guided tours are on offer nearly every day (see box below). Although no bookings are necessary, large (over 35) groups or those with a special interest will find it pays to ring first. Educational tours are also on offer.

### Visitor services

Weekdays 9.00am to 5.00pm  
(last tour departs 4.00 pm)

Weekends: Saturdays 10.00am - 4.00pm, Sundays 1.00 - 4.00 pm

Closed: New Year's Day and 2 January, Waitangi Day, Good Friday, Christmas and Boxing Day.

Please phone (04) 471 9503 for advice concerning tour departure times, bookings, education services, disabled access, House sitting dates and special events.

PHOTOGRAPHY BY WOOLF

PAUL MCCREDIE

PAUL MCCREDIE



# Parliament for schools

PARLIAMENT AND ITS  
NEIGHBOURHOOD



*Manaia form in Maui Tikitiki a Taranga.*

DAVID HAMILTON

During October and November 1996 nearly 4,000 students from New Zealand schools came to Parliament as part of their studies of the first MMP election. But Parliament is a regular stopping place for school trips at all times of the school year and about 11,000 young people are expected annually.

## Special treatment

School groups get special treatment at Parliament. When teachers book a time for their visit, they are asked to describe the education outcomes they are aiming for and to set the scene for the particular aspects they want to explore as part of the overall learning experience.

While many want a general introduction to the role of Parliament as New Zealand's central democratic



*Entrance Lobby.*

PAUL MCCREDIE

institution, others see ways in which the buildings and their functions can be used to illustrate parts of the science, language, technology and art curricula.

## Something for everyone

Because of the diversity of things to see and do, there are educational opportunities for all – even young children enjoy the scale of the buildings.

As part of the teaching of social change in third and fourth form social studies, Parliament provides direct illustrations of New Zealand's social and historical development. At a more senior level students can study the way in which economics, history and politics are woven together in the production of laws and public policies.



*Royal Arms in mosaic*

DAVID HAMILTON

## Curriculum links

Parliament's first steps towards direct curriculum linkages were by way of the touring exhibition "Open House", and the Youth Parliaments of 1995 and 1997. But now education services are established as an important permanent part of Parliament's public role. They are expected to grow.

Teacher focus groups are regularly used to maintain contact with the chalkface. Parliament's Education Officer sends regular mailouts to schools to pass on information about the availability of services and how pre-planning can enhance the educational experience of a visit to the capital. Prebooking school tours is essential to get the best out of a trip to Parliament and to use its classroom, resource materials and unique facilities.



*The Grand Hall.*

PAUL MCCREDIE

## Meet members

An important element of a visit to Parliament is the opportunity to meet the members in the place where they work. Many MPs encourage understanding of their roles and the functions of Parliament by seeing school groups from their local areas when they come to Wellington. The Education Officer can liaise with members and schools to make this possible.

The overall aim is to make an educational visit to Parliament varied, lively, interesting and informative – one teachers and students will want to repeat.

*Find out more!*

Education Officer  
Parliament Buildings, Wellington  
Tel: (04) 471 9458; Fax: (04) 499 0704



*Art in the Galleria.*

PAUL MCCREDIE

# HOW GOVERNMENT WORKS

HOW YOUR VOICE MAY BE HEARD

## Be vigilant!

by John Martin

Public Policy Group,

Victoria University of Wellington

New Zealanders are fortunate in their system of government. We elect our parliamentary representatives in free and open elections. The proceedings of Parliament are broadcast and available through *Hansard*.

We have a remarkable degree of access to the Prime Minister and other ministers, and through the Official Information Act 1982, to their deliberations.

"maintaining the values of democracy and liberty requires the vigilance of all citizens"

The Public Service upholds a tradition of loyally serving governments of all political persuasions and of providing free and frank advice.

All these elements of our government are interwoven to give us a system that is democratic, representative and responsible.

### Vigilance

These characteristics of New Zealand governance are unchanged by the move to MMP. Their value, if

anything, is enhanced.

But history and experience elsewhere reminds us that maintaining the values of democracy and liberty requires the vigilance of all citizens. The acclaimed transparency of our government can be reduced by:

- decisions to withhold particular information;
- attempts to exercise undue influence on the processes of government by special interests; and
- the temptation to let attractive ends justify dubious means.

### Action

But vigilance is not enough. Liberal-democratic government is the instrument of the people. It is to be used. If we do not wish our elected representatives – at local as well as national level – to become distant from the citizens we need to use the opportunities we have to participate.

That means being informed about issues. It encourages us to use the avenues available to seek review and redress of perceived infringements of our rights. And, above all, ensure the public's views are known by ministers, departments or councils. Write to MPs, make submissions to select committees and councils. Don't leave it to others.



John Martin

INSTITUTE OF POLICY STUDIES

## inside

### How Government works

- The Prime Minister
- The Cabinet:
  - executive decisions
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  - science innovation
- The public service

### Government and the economy

- The Treasury:
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- The Reserve Bank:
  - Budget overview
- Gathering the taxes
- The businesses of government
- Helping business grow

*How Government works* (ISBN 0-908842-25-2) is a publication within the *Decision Maker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by Asia Pacific Economic News Ltd (APEN) in consultation with the Parliamentary Service Commission. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington



# The Prime Minister



PHOTOGRAPH BY WOOLF

*Jim Bolger has been Prime Minister since 1990. In the election of that year and in 1993, the National Party, which he leads, won an absolute majority in Parliament. But in the 1996 election, held under MMP, National did not get enough seats to form a government on its own. After eight weeks of negotiations a coalition was agreed with the New Zealand First Party. Under this agreement, Mr Bolger remains Prime Minister and New Zealand First's leader, Winston Peters, is Deputy Prime Minister.*

The Prime Minister is the head of the Government. There is no statutory definition of the role, but in essence the Prime Minister is the political leader of the government and is also the chair of Cabinet, which is the executive's principal decision-making body.

## Appointment

The Prime Minister is appointed by the Governor-General. By convention, the person appointed is the person who has the support of a majority of the House of Representatives.

In practice, this means that the real decisions on who should be appointed as Prime Minister, and so lead the next government, are taken by the political parties represented in the House.

The Governor-General's task is to find out where the support of the parties lies and to exercise the formal power in accordance with "the will of Parliament." For example, if one political party has more than half

of the seats in the House, the Governor-General would invite that party's leader to form a government. That person would become the Prime Minister and would then advise the Governor-General on who to appoint as the other ministers who would make up the government.

If no party has more than half the seats in the House, two or more parties may enter into a coalition so that together they have the support of more than half of the members in the House. The Governor-General would then appoint the agreed leader of the coalition as the Prime Minister.

Alternatively, one or more parties which are still in the minority in the House might reach an agreement with other parties that they will support them as the government on critical votes in the House, even though those other parties do not wish to be part of the government. The Governor-General would then appoint the leader of the minority parties as Prime Minister.

## The PM's Department

As chair of the Cabinet, the Prime Minister has a general coordinating responsibility across all areas of government. In this, the Prime Minister is supported by the Department of the Prime Minister and Cabinet (DPMC) which has a strategic leadership and policy coordination role in government's administrative structure.

The core work of the department is to provide advice and support ("eyes and ears") to the Prime Minister, and at the Prime Minister's request, to other ministers. The advice offered can be of an immediate, medium or long-term nature.

DPMC formally came into being in 1989 with its functions clearly separated for the first time, from those of the Prime Minister's Office which caters for the Prime Minister's party political, media and personal requirements.

## Units in the DPMC:

**The Policy Advisory Group**, a mixture of public and private sector ex-





Department of the  
Prime Minister and Cabinet

perts who provide day-to-day and longer-term free, frank and impartial policy advice to the Prime Minister. The group also promotes the collective interest of government through policy coordination between departments.

The **Cabinet Office**, provides full secretariat support services for Cabinet and its subcommittees, where executive decisions are made. The office includes the **Honours Secretariat** which is responsible for the administration of the New Zealand Royal Honours System. The Secretary of Cabinet is also the Clerk of the Executive Council and as such is the constitutional link between the Governor-General and his ministerial advisors.

The **Domestic and External Security Secretariat** gives advice on domestic and external security issues, including defence, intelligence and emergency management.

The **External Assessments Bureau** provides assessments of events and trends overseas likely to affect New Zealand's interests.

The **Crime Prevention Unit** gives advice on and coordinates central government policy on crime prevention. It also supports a network of Safer Community Councils across New Zealand.

The **Government House** staff pro-



*Deputy Prime Minister, Winston Peters, must be part of the Government while showing that New Zealand First is different from National.*

vide support services to the Governor-General and maintain the two Government Houses, which are in Wellington and Auckland.

The **Communications Unit** provides advice on, and support for, government information programmes.

**Corporate Services** is the financial and administrative backup for the various units.

Since it was established, DPMC has also been a "home" for units carrying out special investigations on behalf of the Prime Minister or tasks that are beyond the scope of existing agencies or departments. These may be prime ministerial reviews or task forces.

## The Deputy

The Office of the Deputy Prime Minister and Treasurer Winston Peters has been organised to achieve effective co-ordination between his office, the Prime Minister's office, the Associate Treasurer's office and the office of the Minister of Finance, as well as maintaining links with other New Zealand First MPs and Ministers.

The staff in the Treasurer and Associate Treasurer's offices work as one office under the direction of a single Chief of Staff.

Some of the special policy projects based in the department have been crime prevention, the early stages of the National Government's health reforms, electricity shortage, nuclear propulsion and employment. The latest in this role is the Prime Ministerial Task Force on Positive Ageing, established in 1996 (see box).

*Find out more!*

Department of the Prime Minister  
and Cabinet  
Parliament Buildings, Wellington  
Tel: (04) 471 9700  
Fax: (04) 471 2508

## Taskforce on Positive Ageing

Over the next 40 years a significant shift will take place in New Zealand's population, with a far greater proportion of the population being older. The number of people aged 65 and over is expected to more than double from 416,000 in 1994 to 1,060,000 by 2040.

This change brings with it the need to prepare for and determine how we – as a country and as individuals – want to meet this challenge. The National Government in conjunction with the then leader of the United Party, Hon Dr Clive Matthewson, set up a Task Force

in April 1996 to look into the implications of this expected change.

Some of the key questions it has considered are:

- how does the country respond to the increasing size, and costs, of an ageing population?
- What lifestyle and other changes need to be taken into account?
- What will be the roles and responsibilities of individuals, families, communities, voluntary and welfare agencies, government, and the private sector in preparing for this?

The Task Force consulted widely,

having some 55 community, marae, fono and other meetings to seek people's views on these issues. The consultations also provided some guidance on the type of society people wanted so that older people might thrive in New Zealand 45 years from now.

The Task Force was to report in 1997, setting out the broad themes, values and recommendations against which governments could develop strategies to cater for the ageing population in the years ahead.

*See p.6 of How your voice may be heard for more information.*



# Cabinet decides

**C**abinet is the central decision-making body of executive government. It is an informal body, established by convention, to enable ministers to make decisions collectively and in a confidential forum. It is usually made up of all but the most junior Ministers of the Crown, and is chaired by the Prime Minister. It meets every Monday, for most of the day.

All major government decisions are taken through the collective decision-making process of Cabinet, including decisions on:

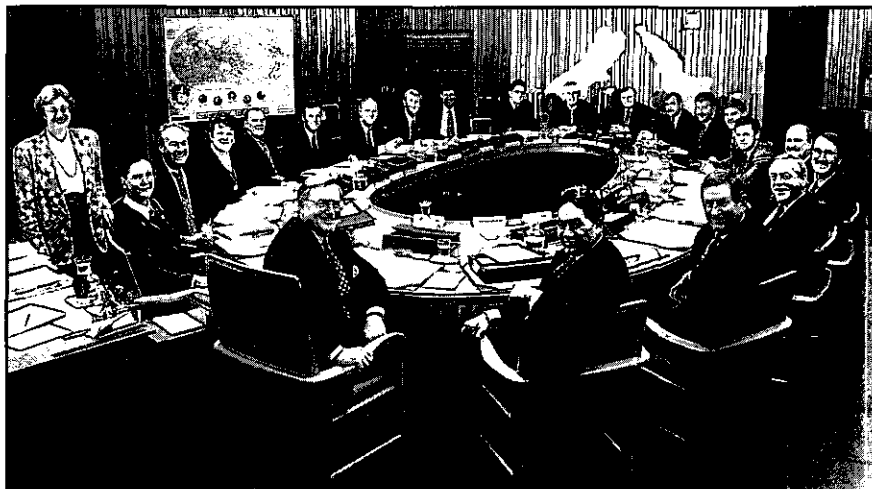
- major policy issues;
- important spending proposals and financial commitments;
- proposals to change laws;
- decisions on the ratification of international treaties and agreements by New Zealand;
- any issues which are controversial for the government or involve a large number of government departments.

Cabinet has no formal legal power. Its decisions often require follow up formal action, for example, by the introduction of legislation into Parliament, by an individual Minister exercising a legal power, or by some formal action in a meeting of the **Executive Council**.

## The Executive Council

The Executive Council is the institution through which the government as a whole formally gives advice to the Governor-General on what legal actions to take. A large number of statutes confer legal powers on the Governor-General acting with the advice of the Executive Council.

Matters requiring Executive Council action include making regulations, warrants setting up Royal Commissions, and various appointments such as chief executives of government departments. Most matters on the Executive Council agenda have been considered and approved by Cabinet first.



PHOTOGRAPH BY WOOLF

*The Cabinet has members from each partner in a coalition. They have to work together to make decisions acceptable to both parties.*

## Collective responsibility

The convention of collective responsibility is an essential underpinning of the system of Cabinet government, under which Ministers govern together. Decisions at Cabinet meetings are usually made by consensus. Votes are rarely taken. The convention of collective responsibility requires that once a decision has been made all Ministers must publicly support it, regardless of their personal views.

A Minister who is so opposed to a Cabinet decision that he or she wants to publicly disagree with it must first resign from Cabinet.

The convention of collective responsibility is supported by a strong convention that Cabinet deliberations are confidential. Discussion at Cabinet meetings is informal and actual discussion is not recorded in the minutes of the meeting.

Minutes only record the collective decision that was reached at the end of the discussion.

## Cabinet committees

Cabinet is supported by a number of committees, which provide the forum for more detailed consideration and discussion of issues before they are referred to Cabinet itself. Officials

from the Public Service are available to attend Cabinet committee meetings to discuss the issues with Ministers and provide background information. Most matters for decision by Cabinet are referred first to one or more Cabinet committees.

The **Cabinet Office** is a unit within the Department of the Prime Minister and Cabinet which provides impartial secretariat support to Cabinet and its committees. The Office is headed by the Secretary of the Cabinet, who attends Cabinet meetings with the Deputy Secretary to record the decisions. Other Cabinet Office staff provide similar services for Cabinet committees.

## The Manual

The detailed conventions and procedures which govern the Cabinet decision-making system are recorded in the *Cabinet Office Manual*, which is published by the Cabinet Office and updated from time to time. It is traditional for a new government to endorse the Manual formally, at its first Cabinet meeting, as the basis on which it will operate while in government.



# Coalition Cabinet making

In New Zealand, a Government must have the confidence of the House of Representatives to govern. That is, it needs the support of the majority of MPs on most important issues.

## MMP: proportional

Under the MMP system of proportional representation a single political party may not win an absolute majority in the House of Representatives and so may have to negotiate with others to gain enough support to form the Government.

This happened in 1996 when the general election left no single party with a majority.

New Zealand First, which was the third most popular party behind National and Labour, carried out simultaneous negotiations with National and Labour before choosing National as a coalition partner. National and NZ First together controlled a majority of seats in Parliament, ensuring their policies could be implemented.

## Getting agreement

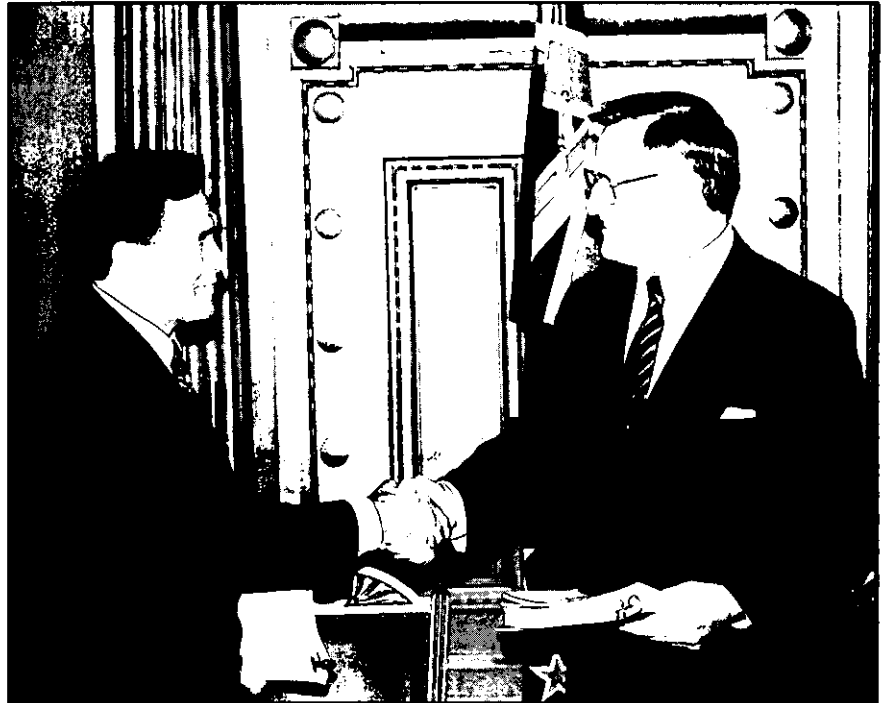
Senior members of the parties took part in the negotiations which were held in private.

The negotiations covered not only policy issues, where compromise was required to get agreement from both sides, but also how the parties would work together and the number of Cabinet positions each would have.

A detailed coalition agreement was drawn up between National and NZ First, setting out their respective obligations, methods of operating, and the policies they would follow. It was made public in December 1996.

## Managing the coalition

National and NZ First agreed to appoint a joint committee of six members (three from each party) which



HOW GOVERNMENT WORKS

THE DOMINION

*Jim Bolger and Winston Peters were political opponents. In the course of the election campaign they criticised each other sharply. But they later decided that working together was in their party's, and New Zealand's, best interests.*

would have the task of managing party-to-party dealings.

The committee was tasked with:

- meeting often enough to ensure the proper and efficient administration of the coalition;
- identifying any points of contention likely to arise between the coalition partners and to develop a mechanism for the resolution of such points in dispute;
- generally assisting the flow of information and resources to each party to ensure the stability of the coalition government;
- acting as the communication centre for the development of new policy.

## Conflict resolution

Disputes on fundamental issues are to be referred to a disputes committee comprising the party leaders, deputy leaders, and presidents who

will negotiate, in good faith, to resolve the dispute.

The agreement states that where a fundamental dispute cannot be resolved, any party to the coalition may give written notice that unless the matter is resolved within seven days the coalition will be terminated.

This could lead to a new government being formed from within the existing Parliament or to a new election being held.

*Find out more!*

Department of the Prime Minister  
and Cabinet  
Parliament Buildings, Wellington  
Tel (04) 471 9700  
Fax (04) 471 2508

Or write to either:  
Rt Hon Jim Bolger, or  
Hon Winston Peters  
Parliament Buildings, Wellington

# A super decision

by Anthony Haas

Contributing Editor,  
FinancialALERT Magazine

HOW GOVERNMENT WORKS

Providing people with a secure income in retirement is an issue which has challenged every government for decades. New Zealanders want to be able to plan for their retirement with certainty, but party politics repeatedly created uncertainty about what people could expect from government when they retire.

## Many attempts

The old age pension was first introduced last century. But increasing living standards, increasing life expectancy, and projected changes in the age-structure of New Zealand's population meant that new systems were required.

In 1974, the Labour government introduced a compulsory private superannuation saving scheme. This compelled people to set aside a portion of their income for their retirement.

But Labour lost the next election to National, which had promised that the state would provide. The private savings scheme was cancelled. But as the economy weakened, and people aged, it became clear the new arrangement was not affordable.

The Labour government elected in 1984 imposed a surtax on superannuitants with extra income (thereby breaking a promise), and moved to raise the age of eligibility to 65.

The surtax was unpopular, and contributed to Labour's defeat in 1990. But National reneged on its promise to repeal the surtax, and increased it.

## The accord

Realising that people wanted certainty above all, National, Labour and the Alliance entered an Accord in 1993. They agreed that:

- retirement savings should be voluntary;
- the state should provide basic re-

- retirement income;
- it should be set between 65 and 72.5 percent of average income;
- there should be no compulsion or tax incentives to save;
- there would be a Retirement Commissioner to educate the public and promote savings.



*What income will he be entitled to from the state when he retires?*

The Accord was joined in 1995 by United. But New Zealand First refused to join, and campaigned for a compulsory savings scheme. The accord parties also argued over policy changes leading to United leader Hon Clive Matthewson to say in 1996 that the Accord was "stuffed."

## Referendum

When National and NZ First formed their coalition government after the 1996 election, they decided to attempt a new method of creating certainty on retirement income: a referendum.

By getting the people to vote on the issue, referendum advocates hoped to settle the question of compulsory private savings versus state provision once and for all.

## Public education

To help the public decide which was the best option, there would be an

independent panel responsible for impartial voter education.

There would also be hearings by officials and a parliamentary select committee to word the referendum, the Todd Taskforce Review Interim Report; and the Taskforce on Positive Ageing Report.

## Taskforces

The Todd Taskforce was set up in the early 90's and its first report laid the groundwork for the Accord. It had been agreed that it would make a second report five years later on whether the existing scheme was working.

The Taskforce on Positive Ageing was set up in 1996 on the initiative of Dr Matthewson, to study the implications of ageing for all government services, and for our whole society.

Over the past 25 years, government has attempted to settle retirement income issues in three distinct ways:

- by offering different policies at each election, and changing policy with changes of government;
- by multi-party agreement on basic aspects of retirement income;
- by turning the issue over to the people to decide.

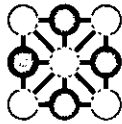
It remains to be seen whether the referendum will finally settle the question. Even before the event, there were questions about whether it had been set up fairly.

But the government has taken the ultimate step of placing at least this part of the issue before the highest authority of any democracy: the people.

See p.6 of How your voice may be heard for more information on our ageing population

*Find out more!*

FinancialALERT Magazine  
Box 1056, Wellington  
Tel: (04) 471 1781; Fax: (04) 471 1016  
Cellphone: (025) 330 987  
Email: financialalert@compuserve.com  
CompuServe forum: go finalert



# For public good

**O**ne reason governments exist is to do things which benefit society as a whole –

things which individuals or businesses could not do themselves. An example of this public good is scientific and technological research.

A great deal of research has no direct commercial benefit, but enhances the quality of life or contributes to building prosperity in the long term. Little research of this type would be undertaken without government support.

## RS&T: 2010

In 1996 the government published *RS&T: 2010* which identified its strategic goals for research, science and technology (RS&T) through to the year 2010. This is the first time such a long-term research plan has been made in New Zealand.

These research goals are achievable in part because of the government's commitment to increase its investment in RS&T from 0.6 percent of New Zealand's GDP towards a target of 0.8 percent of GDP. Another reason is the increased effectiveness in achieving public goals from this investment which has come from reforms in the science system.

## Public good

The government invests in research:

- which is of wide public use and would not occur without government support; and
- to help individuals and enterprises

overcome barriers to their own investment in research and development.

The largest part of the government's investment in RS&T is now consolidated under the Public Good Science Fund (PGSF).

The government regularly issues a statement of its priorities in terms of the types of research it expects to be purchased using this fund.

Other research funding occurs in areas such as:

- other government departments and agencies;
- tertiary education institutions; and
- health research.

## Science funding

The investment in research using the PGSF and other programmes to foster technological development of businesses is administered by a separate agency, the Foundation for Research, Science and Technology (FRST). This research and technology development is purchased from the Crown Research Institutes (CRIs), universities, research associations and private research providers and businesses.

The CRIs are Crown agencies set up under their own Act of Parliament which gives them commercial powers. They were formed from the old DSIR, as well as sections of the Ministry of Agriculture and Fisheries and Meteorological Service.

## Policy advice

The Ministry of Research, Science and Technology (MoRST) provides the minister with advice on research funding priorities, and the design and funding of programmes to support technological development and innovativeness in New Zealand.

MoRST is also responsible for ensuring government policy in general is well informed in terms of scientific and technical issues. This is the responsibility of the Office of the Chief Scientist.

The ministry is fully committed to supporting the development of a knowledge-based society in New Zealand, which it can do through its policy advice, administration of research and technology development programmes and the leadership role it plays in the science and technology community.

## Strategic goals

The goals for public investment in RS&T are:

- fostering social values and attitudes that recognise science and technology as critical to future prosperity;
- ensuring an adequate level of investment in science as a component in national life which has cultural value in its own right; and
- maximising the direct contribution of science and technology to diverse social, economic and environmental goals.

*Find out more!*

Communications Officer  
Ministry of Research, Science  
and Technology  
Box 5336, Wellington  
Tel: (04) 472 6400  
Fax: (04) 471 1284  
Email: editor@morst.govt.nz  
Web: www.morst.govt.nz





# For the public good

## The New Zealand Public Service

*Striving for excellence in  
serving New Zealand*

### VISION

The New Zealand Public Service will help New Zealand Governments to achieve a higher quality of life, higher living standards, high employment, social equity and justice, a high quality natural environment and international respect as a member of the community of nations.

### PURPOSE

The New Zealand Public Service, imbued with the spirit of service to the community, exists to advise the Government and implement the Government's policies and decisions to the highest possible standards of quality and with the utmost integrity in accordance with the principles of law and democracy thereby enhancing the well-being and prosperity of all New Zealanders.

After the reforms of the 1980s and 90s, New Zealanders could be forgiven for being unsure about how the New Zealand Public Service now works.

The Public Service is part of government. Through their Ministers, public servants work for the government of the day by delivering services according to the government's decisions, and by providing advice to assist it in making policies.

In 1997 there were 39 Public Service departments, with a total of 32,700 staff. Departments range from the very large, such as the Department of Social Welfare with 6,158 staff, to very small policy ministries such as the Ministry of Cultural Affairs with only 12 staff.

Many departments provide services that touch people in the community every day – collection of taxes, payment of benefits, heritage conservation, provision of occupational safety and health services and provision of passports to name a few. Others carry out tasks as important but less visible, such as keeping archives and catching imported fruit flies which could damage local industries.

### Central agencies

Three of the 39 departments are known as 'central agencies'. The **Department of the Prime Minister and Cabinet**, the **Treasury**, and the **State Services Commission (SSC)** combine to perform a 'corporate office' role for the Public Service. Just as many private sector companies have a corporate office, so the Public Service has these organisations to carry out many of the functions associated with the management and coordination of what is a large enterprise.

The Department of the Prime Minister and Cabinet has an interest in anything that may have implications for the Government as a whole. It advises the Prime Minister about gen-

eral policy and constitutional matters and coordinates policy work in the State sector.

The Treasury advises the government about economic and financial matters, and especially the development and management of its Budget, and has interests in all issues that have expenditure and revenue implications.

The State Services Commission advises the government about the organisation of the State sector, the effectiveness of its operations, management of change, personnel and information management, and industrial relations matters. The State Services Commissioner acts as employer of all Public Service chief executives.



SSC Headquarters in Wellington.

STEPHEN RUSSELL

### State Sector Act

Before the introduction of the State Sector Act in 1988 the Public Service was a single entity – all employees, regardless of which department they were working for, were part of 'the Public Service' and were employed by the State Services Commission. The Commission appointed heads of the departments, and controlled the pay, conditions and promotions of all staff, as well as accommodation, organisational structures, and office systems.

The State Sector Act has introduced into the Public Service many of the positive features of the private sector. The key principle underpinning the legislation is that managers, if freed from controls and allowed to make all *input* decisions – pay, appointments, organisational struc-



THE EVENING POST

*The Old Government Buildings, opposite Parliament, once housed the entire Public Service.*

tures, production systems, etc – will respond by accepting personal accountability for producing substantially higher quality *outputs* – the goods and services provided for the government and people of New Zealand.

The Act also set up a triangular relationship between each departmental minister, the chief executive as head of the department, and the State Services Commissioner as the chief executive's employer. This arrangement recognises the need for chief executives to be responsible to their ministers for the conduct of departments and for giving effect to the government's programmes. It also retains and reinforces the principles of an apolitical and professional Public Service by making the Commissioner the employing authority.

### Principles

A number of very important principles guide the Public Service. These are:

#### *The rule of law*

Public servants must act lawfully, and they can be held to account for

any breach of the law that they commit while performing their duties.

#### *Serving the government of the day*

Ministers have the political mandate and responsibility to govern. The role of the Public Service is to serve the aims and objectives of the government of the day by assisting in the formulation and implementation of government policy.

#### *Political neutrality*

While the Public Service serves the government of the day, it also must be able to serve successive governments which may be drawn from different political parties.

Public servants must ensure not only that they maintain the confidence of their current minister, but also that the same relationship can be established with any future minister.

#### *Free and frank advice*

It is the responsibility of public servants to provide honest, impartial and comprehensive advice to ministers and to alert ministers to the possible consequences of following particular policies, whether or not such

advice accords with ministers' views.

#### *Professionalism and integrity*

Ministers, Parliament and the public are entitled to expect high standards of conduct from the Public Service. Public servants must be fair and impartial in all official dealings.

### MMP

The Public Service exists to serve the government of the day. With the introduction of MMP, the Public Service has reviewed and confirmed its methods of operation and the principles and practices that comprise the Public Service ethic.

The Service will continue to be apolitical and professional as it works conscientiously and loyally to implement the policies and programmes of current and future governments.

The Department of the Prime Minister and Cabinet, the Treasury and the State Services Commission will continue to monitor whole-of-government issues and ensure the Public Service operates in the most efficient, effective and economic way possible, for the benefit of the country as a whole.

## The core business of the State Services Commission

*The core business of the State Services Commission is to promote and facilitate the development of a robust, high-performing and high value for money state sector. The Commission is the Government's principal adviser on public sector organisational development and strategic human resource management.*

*Find out more!*

State Services Commission  
PO Box 329, Wellington  
Tel: (04) 472 5639; Fax: (04) 472 5979  
E-mail: [commission@ssc.govt.nz](mailto:commission@ssc.govt.nz)  
Web: [www.govt.nz/ssc](http://www.govt.nz/ssc)



# Accounts ability

GOVERNMENT AND THE  
ECONOMY

New Zealand's government raises and spends about \$30 billion every year. It is very important this money is properly accounted for and used well to achieve the objectives set by the government.

The Treasury is the government agency responsible for managing the overall process of raising, spending and investing Crown finances. Its main tasks are:

- to prepare each year's Budget;
- to monitor government spending to ensure the money is being used properly; and
- to advise the government about how its actions will affect the rest of the economy.

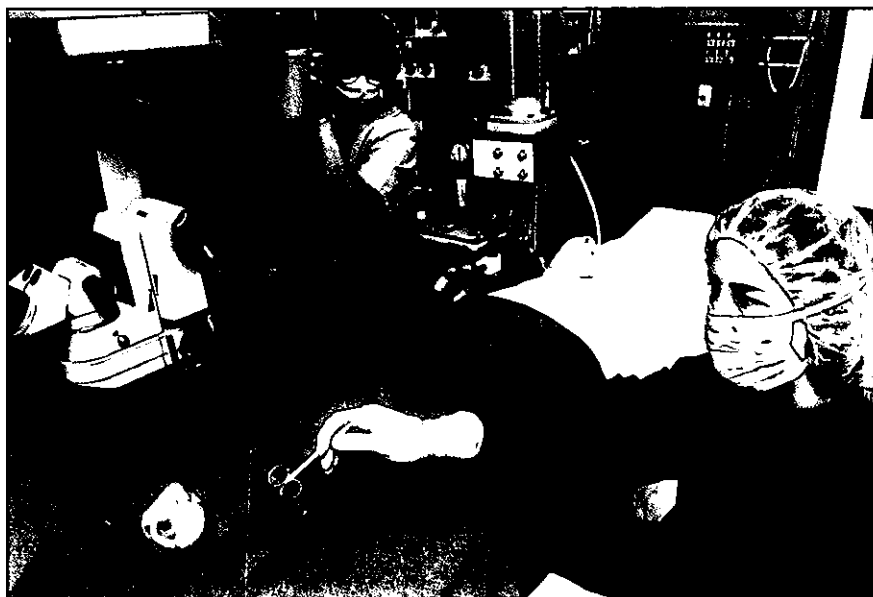
## Responsibility

There are many laws describing how the government must act in managing public money. One of the most important is the Fiscal Responsibility Act. This requires the government to:

- clearly show what its policies aim to achieve and what the economic and financial effects of those policies are;
- bring a long-term focus to budgeting;
- ensure the overall impact of a Budget is made known well before the Budget is finalised;
- ensure independent assessment and reporting of financial policy;
- help parliamentary and public scrutiny of economic and financial information and plans.

The government must compare its plans against five principles of responsible management set out in the Act:

- reducing Crown debt to a prudent level;
- maintaining



THE EVENING POST

*The Budget details how much money is allocated to public services such as hospitals.*

- Crown debt at a prudent level;
- achieving and maintaining Crown net worth at a level that provides a buffer against adverse events;
- careful management of financial risk;
- reasonably predictable tax rates.

## Public information

The Act requires the government to publish reports in a yearly cycle, so that Parliament and the public can see the effect policies will have on the Crown's finances.

**The Budget Policy Statement** details government's long-term objectives, what it plans to do in the short and long term, and its priorities for the Budget.

The statement is reviewed by Parliament's Finance and Expenditure Select Committee. Its report is normally debated by Parliament before final Budget decisions are made.

**The Economic and**

**Fiscal Updates** summarise the current financial situation, and give projections for the next three years. Updates are prepared when the Budget is presented – and again in December each year – and before general elections. Another Update is prepared when Supplementary Estimates (see number four at right) are presented, but this edition gives information only on the current financial year.

**The Fiscal Strategy Report** is presented to Parliament with the Budget. It compares forecasts for the next three years and ten years with the Government's intentions set out in the Budget Policy Statement.

## The Budget Process

Every year, the Government writes a Budget which sets out its plans for the next year. This allows it to plan ahead, and to allocate resources based on its policy priorities.

The Budget covers the 12 months from 1 July to 30 June. It must be presented to Parliament for approval no later than 31 July each year, and passed within three months. The Budget process is shown at right.



STEPHEN RUSSELL

*The Treasury's offices at No. 1 The Terrace.*





## THE TREASURY

# The Budget process

### Parliament decides

When the government has decided what it wants to do in the Budget, its plans are presented to Parliament by the Treasurer. This presentation is usually shown on television where various politicians and others all have their say on whether the government's plans are good or bad.

Parliament sends the Budget to select committees to study before voting on it (see below). The main select committee doing this work is the Finance and Expenditure Select Committee (FEC). It also scrutinises the year-end financial statements of



**Supplementary Estimates are made to cover unexpected expenses.**

the government, comparing actual performance with planned performance on behalf of the House.

The FEC, and other select committees do the same for:

- government departments;
- state-owned enterprises;
- Crown entities;
- Officers of Parliament;
- organisations deemed by the House to be public organisations (such as the Reserve Bank).

More information about the management of public finances can be found in the publication *Putting it Together* (\$10 from The Treasury).

*Find out more!*

The Treasury  
Box 3724, Wellington  
Tel (04) 472 2733  
Fax (04) 472 3512  
Web: [www.treasury.govt.nz](http://www.treasury.govt.nz)

### 1. Strategic phase *August to November*

Ministers propose a three year Budget strategy to Cabinet which agrees on key themes for the Budget (based on proposals, information and advice from the Treasurer, Minister of Finance and other ministers).

Ministers tell departmental chief executives their priorities to help guide their preparation of Budget submissions.

### 2. Preparation *November to February*

Ministers and chief executives prepare draft Budgets for the next year. They also prepare purchase agreements, which set out the goods and services ministers want from their departments and what they will cost.

Preparation of the main Estimates (Estimates of Annual Appropriations for the Government of New Zealand) begins. These explain why the money is wanted, and what it will be used for. These appropriations are grouped in 'Votes', for Parliament to vote on. Each is assigned to the minister responsible for that activity.

### 3. New initiatives *November to February*

Ministers and their departments develop new spending or revenue proposals based on priorities identified in the Strategic phase.

### 4. Review baselines *February to April*

Ministers' proposed budgets for the next three years (baselines) are reviewed and Cabinet considers any proposed changes.

Ministers and chief executives agree on any additional funding (Supplementary Estimates) needed for the current financial year, as a result of Cabinet decisions and forecasting changes made since the last Budget.

### 5. Decisions *February to April*

Cabinet reviews and makes final decisions on ministers' proposals that increase or decrease spending and income.

### 6. Presentation *Before 31 July*

On Budget day the Treasurer presents to the House:

- the first Appropriation (Estimates) Bill for the new fiscal year;
- the Budget speech and Fiscal Strategy Report;
- the Budget Economic and Fiscal Update;
- the Main (Budget) Estimates;
- Departmental Forecast Reports, detailing performance objectives for departments based on their purchase agreements.

### 7. Parliament decides *June to September*

The Fiscal Strategy Report, the Budget Economic and Fiscal Update, and the Estimates are sent to Parliament's Finance and Expenditure Select Committee. They pass on the Estimates to select committees which oversee each area of government activity.

The committees question ministers and departments about their plans, and may recommend changes. They report back to the House within two months of the Budget being presented. The House must pass the Budget within three months of its presentation.



# The banks' Bank

The Reserve Bank of New Zealand is this country's *central bank*. As such it is the only agency in New Zealand permitted to issue money.

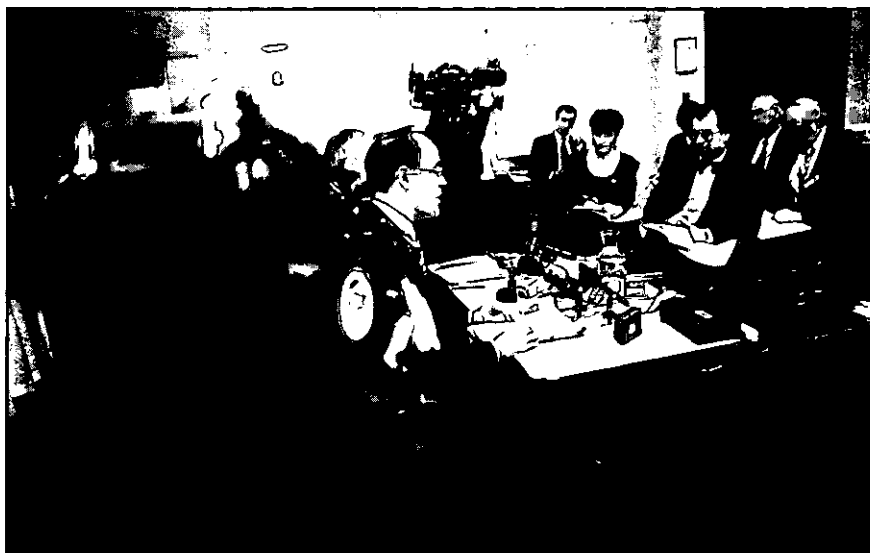
The Reserve Bank is also required by law to ensure that money retains its buying power. To achieve this the Bank's primary function (set out in Section 8 of the Reserve Bank Act, 1989) is to conduct monetary policy to maintain "stability in the general level of prices".

## Price stability

Stability in the general level of prices is worth having because when money holds its value, people can more easily plan business ventures, which encourages sustainable growth in the economy. Price stability also allows people to save money with confidence that its value will not be lost. Stronger savings leads to stronger investment in the nation's productive capacity.

The Reserve Bank's main method of achieving price stability is through interest rates. If the Bank sees inflation rising, it can push up wholesale interest rates, which in turn reduces consumer spending, ensuring inflation doesn't increase too much. This is commonly called *monetary policy*.

Conversely, if there is a risk of deflation (when prices on average are falling), the Reserve Bank can reduce interest rates to get the economy moving again. Monetary policy focused on keeping average prices sta-



RESERVE BANK

**Reserve Bank decisions can have a big impact on the economy. Governor, Don Brash has his every word closely scrutinised by the news media.**

ble helps to smooth out boom-bust cycles.

Price stability is defined in detail for the Reserve Bank in a public contract negotiated with the Government, called the *Policy Targets Agreement* (PTA). This requires the annual underlying rate of inflation to fall between zero and three percent.

## Currency

The Reserve Bank Act gives it the sole right to issue New Zealand's bank notes and coins. The Reserve Bank controls design and printing of New Zealand's currency and issues money to registered banks. The Reserve Bank also withdraws from circulation currency which is damaged or unusable.

## Banking supervision

The Reserve Bank is charged with promoting the maintenance of a sound and efficient banking system, but it does *not* underwrite individual banks or guarantee people's savings. However, the Reserve Bank registers and supervises banks and this reduces the likelihood of a bank collapse. Supervision is based principally

on requiring banks to release public disclosure statements that lay out in detail their finances. Public disclosure, and the related "signing off" of these statements by directors, puts pressure on banks and their directors to be prudent.

## Independence

The Reserve Bank of New Zealand Act 1989 provides the Reserve Bank with its statutory powers and obligations. As a result the Reserve Bank is not a conventional government department, its role being considerably more independent. Previously, a Minister of Finance could direct the Reserve Bank to follow a particular policy without releasing the details to the public. As a result of the 1989 legislation, this can no longer happen.



RESERVE BANK

**Which one is a fake? Answer on page 16.**

*Find out more!*

Paul Jackman  
Communications Manager  
Reserve Bank of New Zealand  
PO Box 2498, Wellington  
Tel: (04) 471 3671 Fax: (04) 473 8554  
E mail: Jackmanp@rbnz.govt.nz  
Web: www.rbnz.govt.nz



# Paying for it all

**I**nland Revenue is the government's primary revenue collector, and an administrator of social policy initiatives such as family support. Its activities touch the lives of all New Zealanders. So managing the tax administration must be effective and fair to everyone.

The tax system operates on the basis of voluntary compliance. Inland Revenue's role is to support taxpayers to comply by providing the services they need to help them meet their obligations at minimum cost.

## Taxes we pay

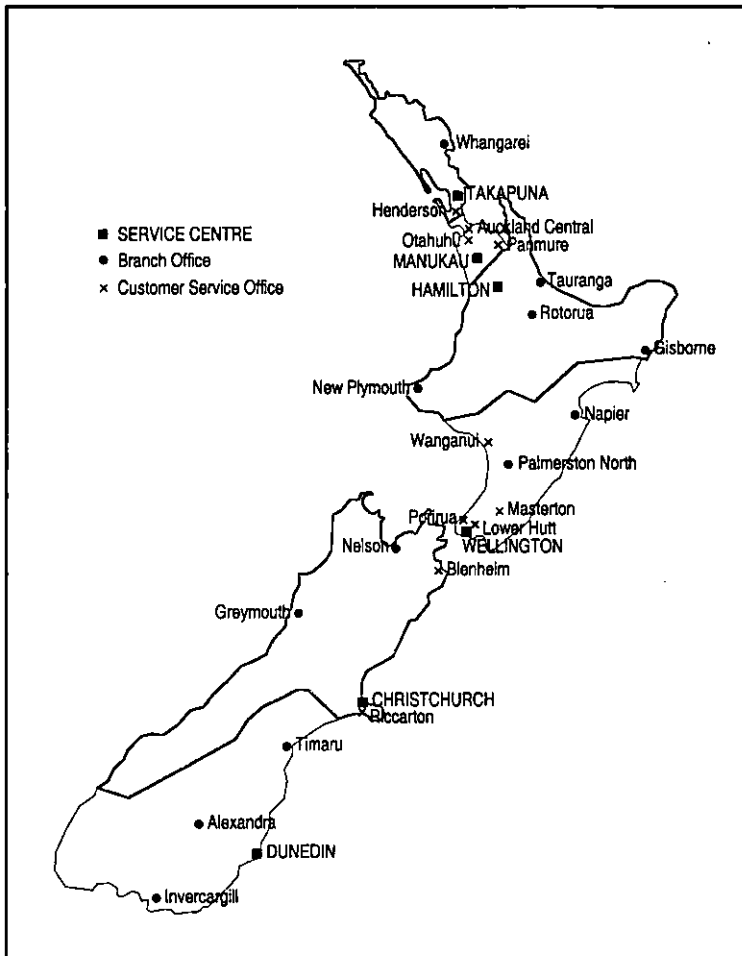
The department administers a range of Acts and Regulations under which it has responsibility for:

- income tax;
- goods and services tax (GST);
- child support;
- administration of family support, independent family tax credits and guaranteed minimum family income schemes;
- collection of student loans;
- collection of ACC employer and earner premiums;
- fringe benefit tax (FBT);
- duties – gift, stamp, gaming (totalisator, lottery, gaming machine, casino), cheque, credit card;
- unclaimed monies.

## A lot of money

In the year ended 30 June 1996 Inland Revenue collected:

- \$21,252 million in income tax;
- \$1,657.5 million in child support payments;



*Inland Revenue has Service Centres and offices in 28 locations.*

- \$5,092 million in GST;
  - \$72.6 million in student loan repayments.
- Other activities Inland Revenue achieved in the same period include:
- assessed \$438 million extra tax from audits undertaken during 1995/96;
  - processed 2.67 million income tax returns, 2.1 million GST returns and 2.1 million PAYE returns;
  - processed 6.9 million payments;
  - answered 832,000 letters, 2 million telephone calls and 598,000 counter enquiries;
  - dealt with 669,000 child support enquiries;
  - processed 1.4 million child support payments;
  - issued child support assessments

to 388,000 parents; IRD employed 5,451 (full-time equivalent) staff to achieve this. This figure includes 4,827 permanent staff and 624 temporary staff.

## Structure

The department's main business functions are structured into four business areas each with a definite focus:

- operations;
- policy;
- adjudication and rulings; and
- strategic support.

## Customer Services

To assist taxpayers to take responsibility for meeting their tax obligations Inland Revenue has created six geographic service centre areas which are illustrated in the above location map. You will

find contact numbers for these listed under Inland Revenue in your telephone book.

To find out more you can obtain a copy of the Annual Report or the Departmental Forecast Report by contacting Corporate Communications at Inland Revenue's National Office in Wellington.

*Find out more!*

Department of Inland Revenue  
PO Box 2198  
Wellington  
Tel: (04) 473 0920  
Fax: (04) 473 2815



# Government business

GOVERNMENT AND THE  
ECONOMY

New Zealand taxpayers own over 50 companies. They are worth around \$8.5 billion and own assets of \$14.5 billion. These are called Crown companies.

In a private company the shareholders meet annually to make major decisions about how the company should be run. But it would be impossible for all taxpayers to meet for this purpose! Instead, Ministers of the Crown look after the companies for us.

These ministers need expert advice to ensure they get the most benefit for the public from Crown companies. The Crown Company Monitoring Advisory Unit (CCMAU) was formed to provide this service.

## Crown companies

Crown companies are limited liability companies, which have their objectives determined by statute (for example, by the State Owned Enterprises Act). Crown companies generally act in the same ways that privately owned companies do. But instead of a private owner determining company goals, these are decided by ministers on behalf of all New Zealanders. Any profits they make also go to the Crown, but not all companies are required to make profits. Some, such as Crown Health Enterprises are simply required to be viable.

Two ministers manage the shares of each Crown company. The Minister of Finance (or a deputy) is always one of these. This reflects the importance of Crown companies to the Crown's financial well-being.

The other is the Minister responsible for the specific Crown company (or a group of them). For example,

the Minister for State Owned Enterprises is responsible for New Zealand Post, and the Minister of Health is responsible for all Crown Health Enterprises.

of Intent. The board is responsible for achieving the targets set out in this document. The ministers may change the Statement of Intent if they wish. This is done by tabling a directive in Parliament, but is a rare event.

## CCMAU's role

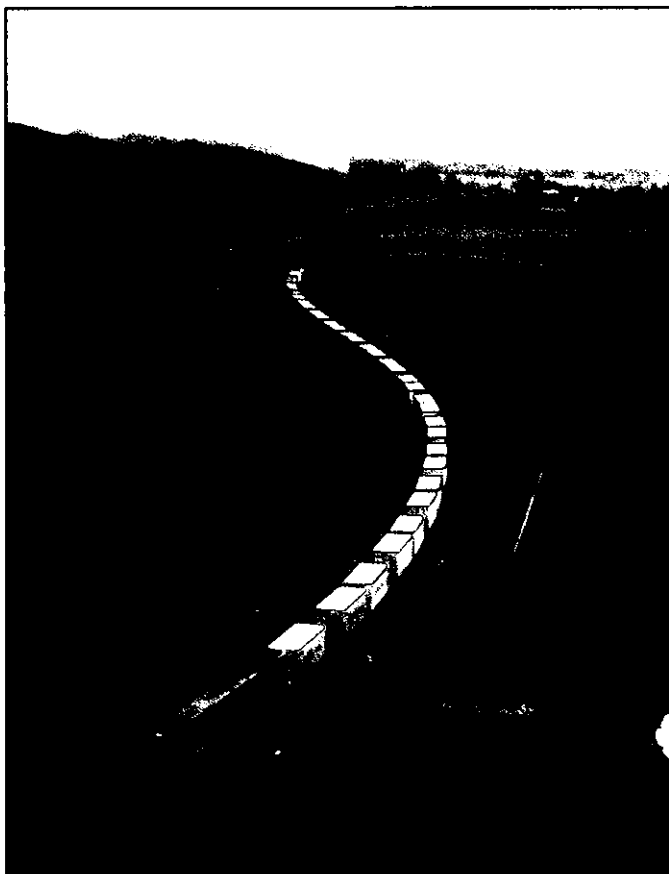
CCMAU provides high quality commercial advice to ministers on issues arising from the ownership of Crown companies. This advice is usually in a few main areas. For instance, the setting of company objectives and appointment of directors. CCMAU helps monitor Crown companies to make sure that the directors are doing their job and that the company is managing to achieve its goals. Ministers sometimes also seek advice on legal issues, corporate restructuring, Treaty of Waitangi issues, commercial risk, sales strategy and other matters.

The focus of CCMAU's advice depends upon the history, structure and present status of the particular Crown company.

Sometimes CCMAU will be required to give advice on whether a government department should be changed into a Crown company. Some jobs are better suited to government departments, others to businesses.

New Crown companies may need help in forming effective business strategies.

When a Crown company has been restructured, it needs to secure the benefits of these changes. The board needs to keep operations running steadily and begin to think about future opportunities for business. This can develop into actively seeking out



TRANZ RAIL

*The government decided that New Zealand Rail (now Tranz Rail) need no longer be a Crown owned company. It was sold in 1993 for \$328 million.*

These ministers do not actually run the companies. That job is up to the board of directors.

The minister's job is to appoint members of the Board of Directors, establish objectives for the company, and monitor the performance of the board in achieving them. The minister is like a supervisor appointed by the shareholders (in this case taxpayers) to ensure the company runs smoothly.

Every year, the ministers negotiate performance targets and operating parameters with the board. These are published as a Statement



NEW ZEALAND POST

*New Zealand Post Ltd is a State-owned enterprise. While it was once run as a government department, it is now run as a profit-making business.*

and developing new opportunities, adding value to the company. The business might expand or diversify its operations.

### CCMAU and Treasury

The government gets advice on the administration of Crown companies from both CCMAU and Treasury. Each agency has its own perspective, focusing on different government concerns and objectives.

The CCMAU has a company-level perspective. It looks at individual companies, or groups of Crown companies. CCMAU gives the same kind of advice to the government that any company owner would expect from their advisers. This means that the advice focuses on:

- commercial opportunities and risks, related to company goals;
- company performance;
- potential for enhancing the company's value;
- developing ownership objectives.

An important feature of CCMAU's role is maintaining relationships with all the stakeholders. Treasury's perspective is at the level of the Crown balance sheet. They are concerned with the government's overall finances and the New Zealand economy as a whole. Therefore their advice tends to focus on:

- impact on the Crown balance sheet, cash flow;

- the Crown's desire to minimise risk to government finances;
- difficulties facing the Crown as an owner of commercial operations;
- impact of government policy and regulation on Crown companies.

These two viewpoints can lead to different strategies for Crown companies. It is important that both perspectives are reflected in advice to ministers. In order to build on this, the two agencies work together, dividing the work between them and often providing joint reports to ministers.

CCMAU also works with various other government agencies which are involved in areas related to Crown companies or their activities.

For instance, the Ministry of Commerce is interested in the impact that regulations have on Crown companies.

Another example is the Office of Treaty Settlements, which works with CCMAU in relation to surplus Crown company land which might be subject to Treaty of Waitangi claims.

*Find out more!*

Crown Company Monitoring  
Advisory Unit  
PO Box 10 465  
Wellington  
Tel: (04) 474 8220  
Fax: (04) 471 2208

### Crown companies

CCMAU looks after nine Crown Research Institutes (CRIs) which conduct scientific research for the government and private clients; 23 Crown Health Enterprises (CHEs) which run public hospitals; and 23 other businesses owned by the Crown.

#### State-owned Enterprises:

- Airways Corporation of New Zealand Ltd
- Coal Corporation of New Zealand Ltd
- Contact Energy Ltd
- Crown Forestry Management Ltd
- Electricity Corporation of New Zealand Ltd
- Government Property Services Ltd
- Land Corporation Ltd
- Meteorological Service of New Zealand Ltd
- New Zealand Post Ltd
- Television New Zealand Ltd
- Terralink New Zealand Ltd
- Timberlands West Coast Ltd
- Trans Power New Zealand Ltd
- Vehicle Testing New Zealand Ltd

#### Crown Research Institutes:

- New Zealand Forest Research Institute Ltd
- New Zealand Pastoral Agricultural Institute Ltd
- The Horticultural & Food Research Institute of New Zealand
- New Zealand Institute for Crop & Food Research Ltd
- Manaaki Whenua - Landcare Research New Zealand Ltd
- Institute of Geological & Nuclear Sciences Ltd
- Industrial Research Ltd
- The National Institute of Water & Atmospheric Research Ltd
- Institute of Environmental Sciences & Research Ltd

#### Crown-owned Companies:

- Animal Control Products Ltd
- Auckland International Airport Ltd (Crown part owner)
- Christchurch International Airport Ltd (Crown part owner)
- Housing New Zealand Ltd
- Learning Media Ltd
- Radio New Zealand Ltd
- The Power Company Ltd
- Wellington International Airport Ltd (Crown part owner)

# Encouraging business

The performance of New Zealand businesses is important for the whole country. The core aim of the Ministry of Commerce is promoting the necessary environment for sustained business performance and economic growth.

To accomplish this, the ministry administers:

- legislation that affects business and consumers;
- policy advice to the government on overall business performance, consumer issues and some specific areas (for instance energy and telecommunications);
- services to business and consumers, such as company registration, granting property rights and the Consumer Advice Service;
- advice on the performance of some crown entities, such as the Commerce Commission, the Tourism Board and Business Development Boards.

businesses deal in. International competition in particular encourages the abilities required for future development. Capital, technology, materials, labour and skills must be competitively priced. If they are not, production will be lost to other countries. New Zealand businesses will also benefit from access to goods, technology and skills that are not available locally.

Electronic communication and business require new standards for intellectual property rights, security and privacy.

Redress mechanisms need to be provided to prevent unfair business practices, such as the supply of faulty goods. In some cases the industry may be able to provide them itself, but if it cannot then the responsibility falls to the government.



*Growing businesses mean more jobs, and better incomes for a wide range of New Zealanders.*

Another crucial factor in business planning is the need for good information. The market cannot always provide all the information that is required, so this area may be one for continued government intervention.

## Business response

There are still some areas of the New Zealand economy which are not as efficient as they need to be. These may hold back overall economic growth. For instance, the infra-structural services provided by local government have been identified by business as a hindrance.

The ministry works on the principle that an environment that encourages competition is necessary but not sufficient to produce a strong economy. Firms that are able to take advantage of the environment are also a necessity for growth.

Without innovative and flexible businesses, no amount of tinkering with the economic environment will result in success.

*Find out more!*

Ministry of Commerce  
Box 1473, Wellington  
Tel: (04) 472 0030; Fax: (04) 473 4638  
Email: info@moc.govt.nz  
Web: www.moc.govt.nz

## Global markets

Changes made in New Zealand in recent years have steadily brought us further into the global marketplace. This trend is also driven by increasing economic liberalisation and technological advances. New Zealand businesses need to remain competitive in international terms, with innovative strategies and more efficient resource use.

International trade also has its problems – such as redress for unfair trade practices in other countries and security of payments.

## Conditions for growth

The Ministry works towards effective competition in all the areas which

## Regulation versus market forces

The government has to ensure that regulation of business occurs at an appropriate level.

In some cases the market will not need regulation. In others, such as public health or environmental protection, market mechanisms may not be able to provide what is required, and government intervention may be warranted.

Ensuring that proposed laws relating to business growth produce positive social and economic outcomes is a concern of the Ministry of Commerce.

New advances in computers and telecommunications have created a need for regulation in these areas.

# GOVERNMENT AND YOU



HOW YOUR VOICE MAY BE HEARD

## Touching our lives

by Roger Blakeley

Secretary for Internal Affairs,  
Local Government, and Civil  
Defence; Clerk of the Writs

The Department of Internal Affairs provides a wide range of services which touch the lives of all New Zealanders, from birth to marriage to death.

Our functions are diverse; from organising royal tours to inspecting CD-ROMs for pornography; from providing support services to ministers, to inspecting casinos; from processing passports and citizenship, to conserving the nation's archives.

Three themes (or natural groupings) have run through the department's activities from the earliest times:

- strengthening national identity;
- supporting executive government;
- building strong communities.

These are times of extraordinary change: MMP has arrived; information technology is changing the way we do business; New Zealand

is developing an increasingly self-assured sense of national identity; communities are becoming more self-reliant. In a sense, New Zealand is re-inventing itself.



Roger Blakeley

DIA / MIKE WALKER

More than ever, people need to know how to participate in our democracy. The

### Supporting Community, Identity and Government since 1840.

DecisionMaker Guidebook to Parliament for the Community explains how the system works, how you can influence and participate in developing public policy, and how to gain access to the services which are available.

The following pages contain detailed information on the department's key roles in supporting community, identity and government. We hope this publication will help New Zealanders understand what services Internal Affairs offers and how they can gain better access to them.

### inside

#### In your community

##### Strengthening national identity

- Births, Deaths and Marriages
- National Archives
- Documents of national Identity
- Historical branch
- Dictionary of New Zealand Biography

##### Supporting executive government

- Helping government work
- Preserving our heritage

##### Building strong communities

- Censorship and Gaming
- Community support
- Local government for local issues
- Civil Defence

#### Government and You

(ISBN 0-908842-26-0) by the Department of Internal Affairs, is a publication within the DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard. It is published by Asia Pacific Economic News Ltd (APEN) in consultation with the Parliamentary Service Commission. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington



# In your community

INTRODUCTION



*Locations*

Collingwood Streets  
Tel: (07) 839 9950, Fax: (07) 839 9955

**Hawkes' Bay**  
Box 1042, Housing Corporation  
Building, 11 Station Street, Napier  
Tel: (06) 834 1270, Fax: (06) 834 1274

**Invercargill**  
Box 501, 44 Don Street  
Tel: (03) 218 0700, Fax: (03) 218 6411

**Kaitiaki**  
Box 454, 34 Commerce Street  
Tel: (09) 408 0023, Fax: (09) 408 0923

**Manukau**  
Box 76-451,  
Cnr of Osterly & Putney Way  
Tel: (09) 263 7370, Fax: (09) 262 0606

**Nelson**  
Box 1149, Clearmount House,  
9 Buxton Square  
Tel: (03) 546 0900, Fax: (03) 548 2488

**New Plymouth**  
Box 331, 11 Robe Street  
Tel: (06) 759 8090, Fax: (06) 759 8094

**Palmerston North**  
(services Wairarapa)  
Box 247, Cnr The Square and  
Main Street West  
Tel: (06) 355 8080, Fax: (06) 355 8084

**Rotorua**  
Private Bag 3041,  
40 Pukaki Street  
Tel: (07) 347 7680, Fax: (07) 348 0482

**Waitakere**  
Box 21-299,  
6 Railside Avenue, Henderson  
Tel: (09) 836 0216, Fax: (09) 836 5554

**West Coast**  
Box 33, 109 Mackay Street,  
Greymouth  
Tel: (03) 768 1000, Fax: (03) 768-4200

**Wellington**  
Box 10-095, 147 Lambton Quay  
Tel: (04) 495 7200, Fax: (04) 494 0698

**Head Office**  
PO Box 805, 46 Waring Taylor  
Street, Wellington  
Tel: (04) 495 7200, Fax: (04) 495 7287

**Whangarei**  
Box 1755, 1 Robert Street  
Tel: (09) 438 5207, Fax: (09) 438 5210

**I**nternal Affairs Community Development Teams are located at 17 sites throughout New Zealand. The role of these teams is to support their local communities with:

- community development advice;
- administration of government-funded grants schemes:
  - COGS (Community Organisation Grants Schemes);
  - Youth Worker Training Fund;
  - Community Project Works Scheme;
- information about Lottery Grants;
- information about funding available from other agencies;
- access to information which will assist building community capacity and self-reliance;
- assistance to communities to develop skills.

Our community team can also help channel enquiries for other Internal Affairs services and for the services of some other government agencies.

## Community Development Team locations

**Auckland**  
Box 2220, MLC Building,  
380 Queen Street  
Tel: (09) 309 3208, Fax: (09) 307 1198

**Christchurch**  
(services Chatham Islands)  
Box 1308, 159 Manchester Street  
Tel: (03) 379 0299, Fax: (03) 379 9594

**Dunedin**  
Private Bag 1908,  
NML Building, The Octagon  
Tel: (03) 477 1274, Fax: (03) 477 0017

**Gisborne**  
Box 254, Quay Point Building,  
1 Gladstone Road  
Tel: (06) 868 1960, Fax: (06) 868 1964

**Hamilton**  
Box 978, Cnr of Anglesea and





# From cradle to grave

The Births, Deaths and Marriages (BDM) Registry enjoys a relationship with New Zealanders from the cradle to the grave. The Registry holds records of all births, deaths and marriages registered in New Zealand, as well as a number of other life events. This amounts to more than 10 million records, some dating as far back as the 1840s. In 1995 the BDM Registry joined Internal Affairs as an important aspect of strengthening national identity.

## Registering a birth

All New Zealand births, including stillbirths, must be registered as soon as is reasonably practicable after the birth. Hospitals, doctors or midwives notify BDM of the birth within five days while parents provide the information for birth registration either by post or in person at any BDM office or agency. No fee is charged for this service.

Information registered for a birth includes details about the parents. If the parents are not married to each other, the mother's permission is usually required before the father's details can be registered.

## Marriages

Anyone wishing to marry in New Zealand must go to a BDM office and complete a notice of intent to marry. A licence to marry is issued after three days and is valid for three months. The fee for this service is \$65. Marriage ceremonies can also be conducted (within normal office hours) at a BDM registry office for a fee of \$105 (including marriage licence fee).

BDM registers marriages on the basis of the information supplied by

the marriage celebrant after the wedding has taken place.

## Death registration

All deaths that take place in New Zealand must be registered within three working days after the burial



or cremation. A certificate of cause of death is normally completed by a doctor; if not, a coroner's inquiry is required. A full notification form for death registration is completed by the person in charge of burial or cremation - usually a funeral director - who then lodges the form with a local BDM office. There is no fee for a death registration.

## Ethnicity information

Both birth and death registration processes ask a question to identify the ethnicity of the person whose birth or death is being registered. This asks what ethnic group they belong to. This information helps other government agencies to plan services and identify needs in the community.

## Making a change

BDM also offers a number of other services, such as registering a change of name or even a change of gender. To register a change of name, a birth certificate or similar documentation is needed.

Parents can change the name of their child up to the age of 18 but they must have the child's agreement if the child is 16 years or older. People who are married or

over the age of 18 may change their own names.

## Certificates

Once a birth, death or marriage has been registered, you can purchase a certificate for a fee of \$17. Certificates can be obtained either from the office where the information was registered or from the Central Registry in Lower Hutt.

## BDM records

BDM records hold a wealth of information from the earliest days of European settlement. The national births and death registers began in 1848 and the register of European marriages in 1854. However the birth and death registers recorded very little information before 1876, and not until 1880 did marriage entries give the name of the couple's parents.

Certain areas of BDM records are not open to public scrutiny. This includes some records considered sensitive (eg adoption, gender reassignment) and some records which have been closed to help protect people from domestic violence. However most are open to the public.

## Where to find BDM

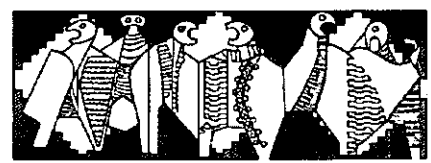
BDM has a service delivery structure which covers 70 different sites throughout New Zealand, including the Chatham Islands. A complete national record of all the registered BDM information is also held at Central Registry in Lower Hutt.

*(Note: Fees quoted were current at the time of publication and are subject to change.)*

*Find out more!*

Births, Deaths and Marriages  
PO Box 10 526  
Wellington  
Tel: (04) 474 8111  
Fax: (04) 471 0141

STRENGTHENING NEW  
ZEALAND IDENTITY



# The memory of government

**N**ational Archives of New Zealand, Te Whare Tohu Tuhi-tuhinga o Aotearoa, is the collective memory of government. Its role (as defined in the Archives Act 1957) is to identify and preserve the important part of government's official records and make them accessible to the public.

National Archives examines government records for information contained on the relationship between government and the community. Archivists ensure that information is preserved as a record of what government does, and so that future generations will know how this affected the history and development of New Zealand.

It is because of government's involvement in the lives of New Zealand citizens that National Archives holds much information of interest to the people of New Zealand.

Not everything needs to be kept – the storage would cost a fortune! But to enable New Zealanders to assess the accountability of government over a long period, and meet the government's own ongoing needs for



*What seems boring today may be fascinating in a hundred years time.*

information, the most important documents must be preserved. Only the Chief Archivist can approve destruction of records no longer needed.

## Preservation

National Archives takes the important official records from government departments once they are no longer required for daily operations, and preserves them in a controlled environment. Such records include correspondence, registers and files, maps, plans, architectural drawings, photographs, slides, music scores, films, videos, and even artworks commissioned by government.

Before its transfer to National Archives, the combined effect of rats, water and bad storage damaged one

of New Zealand's founding documents - the Treaty of Waitangi. It is now displayed, along with other important documents, in specially designed cases with stringent temperature and humidity controls, in the Constitution Room at National Archives' headquarters in Mulgrave Street, Wellington.

## Public access

National Archives has premises with reading rooms in Wellington, Auckland, Christchurch and Dunedin. There, researchers use 'finding aids' to determine what archives they need for their research topic. The archives may then be read in reading rooms.



*Rats are no longer allowed to nibble at the Treaty of Waitangi. But people are allowed to come and see it at a special display at National Archives headquarters in Wellington.*

## Maori, ministers and more

- Many records of Maori government agencies were lost before National Archives started its work, but archivists have found other records to fill the gaps. Archivists have made decisive contributions to claims before the Waitangi Tribunal. Maori claimants (such as the Ngai Tahu tribal representatives) and the Crown have relied to a large extent on evidence they have preserved.

- Ministerial papers are an especially important set of official records. The papers of former La-

bour Prime Minister Sir Walter Nash are now available to researchers at National Archives. Other papers, such as those of Sir Robert Muldoon, may not be viewed until they are 25 years old.

- National Archives helps local authorities with their archives programmes and provides training. After much consultation with local authorities, the Chief Archivist published lists of important records common to all local government agencies that must be preserved as permanent records or archives.

*Find out more!*

National Archives  
PO Box 12 050, Wellington  
Reference Help Desk  
Tel: (04) 495 6226, Fax: (04) 495 6239  
Web: [www.archives.dia.govt.nz](http://www.archives.dia.govt.nz)

# Documents of National Identity

## New Zealand citizenship

A measure of a nation's maturity is the strength and depth of its national identity. One of the most important aspects of our national identity is the idea of New Zealand citizenship.

The idea of New Zealand citizenship is relatively new. It has only existed since 1949 when the emergence of New Zealand as a mature nation was heralded with the enactment of the British Nationality and New Zealand Citizenship Act. Before that time, people born in this country were British subjects.

As New Zealand has become increasingly independent of Great Britain and begun to carve its unique signature on the world map, the concept of New Zealand citizenship has become more important. The British Nationality Act was superseded in 1977 by the New Zealand Citizenship Act which provides for citizenship to be acquired by birth, by descent or by grant.

### Citizenship by birth

People born in New Zealand, Cook Islands, Niue or Tokelau are automatically New Zealand citizens, as are British subjects who were resident in New Zealand throughout 1948.

### Citizenship by descent

Children born overseas to a New Zealand citizen carry the status of citizenship by descent. Those born overseas after 1978 will need to preserve this status by having it regis-

tered at one of our overseas posts, or in New Zealand before they turn 22. Citizens by descent cannot automatically pass New Zealand citizenship on to any children born outside New Zealand.



*Citizenship is conferred at a public ceremony, usually organised by a local authority. This formal occasion provides an opportunity for new citizens to be welcomed into the community in which they have chosen to live.*

### Citizenship by grant

The Minister of Internal Affairs is able to grant New Zealand citizenship to immigrants able to meet the requirements set out in the Act. These are that the applicant:

- has permanent resident status;
- has been settled in New Zealand for the previous three years;
- can speak English;
- is of good character; and
- intends to reside here.

There are some exceptions, and special conditions apply for Western Samoans.

New Zealand allows for dual citizenship. That is, a person may become a citizen of New Zealand and

still retain the citizenship of their birth country. While new citizens enjoy the same privileges as people born here, it is seen as important that they can maintain their own cultural identity.

### The privileges

All residents of New Zealand enjoy the benefits of living in a democracy where freedom of speech and individual liberty are treasured.

Citizens have the added advantages of having the right to hold a New Zealand passport, and to leave and enter the country without needing a visa. They can also:

- stand for election as a Member of Parliament or as a member of a local authority;
- qualify for subsidised education;
- own rural land; and
- represent New Zealand in international sporting events.

Along with the privileges come responsibilities. Citizens are expected to obey the laws of New Zealand and not to act in a way that is against the interests of this country.

### The Citizenship Office

All citizenship applications are handled by the **Citizenship Office** at Internal Affairs in Wellington. The office processes applications before referring them to the Minister of Internal Affairs for his or her decision.

It takes from four to six months to process an application, check that all the requirements have been met, and notify the applicant of the outcome.

Your Internal Affairs office can supply application forms and forward completed applications to the Citizenship Office.

## New Zealand passports

All passports in this country are issued in accordance with the Passports Act 1992. Except as provided in the Act, every New Zealand citizen has a right to a New Zealand passport.

Each passport is issued to international standards set by the **International Civil Aviation Organisation**. The machine-readable passport was introduced into New Zealand in February 1992. All the passport information is contained in a coded strip which is swiped through a reader at border controls and the details show up immediately on a computer screen.

### Passport services

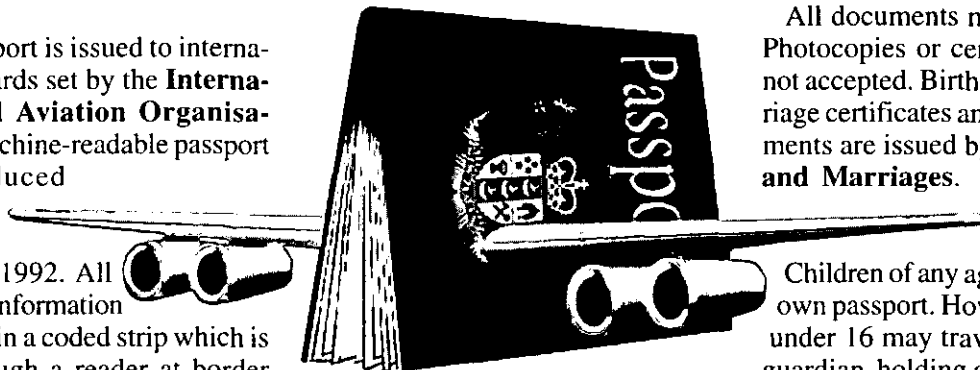
The standard time to process an application is 10 working days. Processing begins when an application is correctly completed and all the information needed to issue a passport is supplied.

### Urgent service

If a passport is needed in less than 10 working days, an urgent service is available. A passport can be issued within three working days providing the application has been correctly completed. An extra fee is payable for this urgent service except in compassionate circum-

stances. If a passport is required even sooner, the Passport Office may be able to help.

For applications for the issue of passports outside normal working hours, a callout service is available seven days a week. The Passport Information Line should be contacted for this service.



### Overseas service

Passport services overseas are provided by the **Ministry of Foreign Affairs and Trade**. People overseas should contact the nearest New Zealand embassy, high commission or consulate.

### Getting a passport

Application forms can be obtained from the **Passport Office**, at most travel agents in New Zealand and at Internal Affairs offices.

To prove their citizenship status, applicants must provide either their previous New Zealand passport, full birth certificate or citizenship certificate. A marriage certificate or deed poll document is required

if an applicant's name has been changed.

As proof of their identity, applicants must provide two identical photos of themselves. A person who has known the applicant for at least 12 months is also required to complete part of the application form confirming the applicant's identity.

All documents must be originals. Photocopies or certified copies are not accepted. Birth certificates, marriage certificates and deed poll documents are issued by **Births, Deaths and Marriages**.

### Children

Children of any age must have their own passport. However, those aged under 16 may travel with a parent/guardian holding a valid passport if the child's name was included in the passport before 24 February 1992.

For children under 16 years of age, the written consent of one parent/guardian is required. If consent is given by the child's guardian (someone who is not the parent), documentary proof of guardianship is required.

A passport will be refused only if there is a court order preventing the issue of a passport or removal of the child from its country of residence.

A custody order that awards custody/access is not sufficient to prevent either parent from obtaining a passport for their child.

## Passport costs: \$NZ

### With an application processed in New Zealand

Adult	\$80
A child aged under 16	\$40
Urgent service	+\$80
Callout service	+\$250

The urgent fee or callout fee can be waived or reimbursed with production of written evidence from a doctor, hospital or police station showing the need to travel is due to bereavement or serious illness.

### With an application at a standard service overseas post

Adult	\$130
A child aged under 16	\$65
Urgent service	+\$130
Callout service	+\$280

### With an application at other overseas posts

Adult	\$260
A child aged under 16	\$195
Callout service	+\$150

*Find out more!*

Passport Office  
PO Box 10526  
Wellington  
Tel: 0800 22 5050 or  
0800 PASSPORT  
Fax: (04) 474 8002  
Web: [www.passports.govt.nz](http://www.passports.govt.nz)

Citizenship Office  
PO Box 10526  
Wellington  
Tel: 0800 22 5151  
Fax: (04) 474 8006  
Web: [www.citizenship.govt.nz](http://www.citizenship.govt.nz)



# Caring for the past

**H**ow can we know where we are going if we don't know where we have been? How can we know who we are if we don't know our past? Knowing our history is an essential part of strengthening our national identity.

The **Historical Branch** researches and writes works of New Zealand history, particularly the history of government. It works for a variety of clients, usually involving publications. It has also been contracted to design the history displays for the new Museum of New Zealand Te Papa Tongarewa, given historical advice on a forthcoming TV film series on New Zealand history, and has carried out oral history projects for government departments and public bodies. It publishes a newsletter, *People's History*, three times a year.

Originally set up as the War History Branch to write the official history of New Zealand's involvement in the Second World War, the branch is working on several military projects including the history of New Zealand troops in Korea, South-east Asia, and as part of the occupation force in Japan. A major project, the *Oxford Companion to New Zealand Military History* has recently been commenced and is due to be launched in the year 2000.

The branch has also worked on the *New Zealand Historical Atlas*, (due to be published in 1997). It has recently joined forces with other sections of Internal Affairs to set up a database to assist New Zealanders in the research of whakapapa (genealogy) and family history.

Three grant schemes designed to encourage public interest in New Zealand history are administered by the branch.

**Awards in Oral History** are funded by a gift made by the Australian people to mark New Zealand's sesquicentenary in 1990.

These support individuals and groups wanting to undertake New Zealand oral history projects. Applications close on 30 April each year and some \$90,000 is available.

**Grants to Publishers** help to fund the production of significant works of New Zealand history which

would not otherwise be commercially viable. Applications close on 30 April and 31 October each year.

**Awards in History** help people outside universities write and research New Zealand history. Applications close on 15 October each year and usually some \$90,000 is available.



## Telling our stories

**T**he most ambitious publication ever undertaken in this country, the *Dictionary of New Zealand Biography* tells the history of New Zealand through the lives of its people. Each volume contains about 600 life stories - not only of national leaders, but also of those who had an impact in a particular locality, iwi, activity or occupation. Others have been chosen for their fascinating characters and the way their lives cast light on a particular period. Individuals are located in each volume according to when they first made their mark on history.

Volume One, published in 1990, covers the period 1769 to 1869; Volume Two (1993) covers 1870 to 1900; and Volume Three (1996) covers 1901 to 1920. Volume Four, due out in 1998, will cover 1921 to 1940. Produced and coordinated by a specialist unit headed by General Editor Dr Claudia Orange OBE, the *Dictionary* will eventually contain 3,000 biographies in five volumes.

A large biographical collection is stored as a computer database. The information in this, and in the *Dictionary*, has been researched, selected, and put together by working parties, composed of *Diction-*

ary staff, specialist consultants and members of the community.

A companion series, *Nga Tangata Taumata Rau*, contains Maori-language versions of all the essays on Maori subjects from the corresponding English-language volumes. Three have been published so far.

To further the *Dictionary's* aim to bring authoritative historical and biographical information to as broad a range of readers as possible, selections from the main volumes of the *Dictionary* have also been produced separately.

They are:

- illustrated English-language versions of the first two Maori volumes, published as *The People of Many Peaks* (1991) and *The Turbulent Years* (1994);
- a Maori-language reader for schools, *Mapihi Kahurangi* (1993);
- *A People's History* (1992), comprising an illustrated selection from Volume One; and
- *The Suffragists* (1993), containing essays about women who worked for the vote.

A book on the King movement (*Te Kingitanga*) was published at the end of 1996.



STRENGTHENING NEW ZEALAND IDENTITY

PHOTOS: HOCKEN LIBRARY AND ALEXANDER TURNBULL LIBRARY

# Preserving our heritage

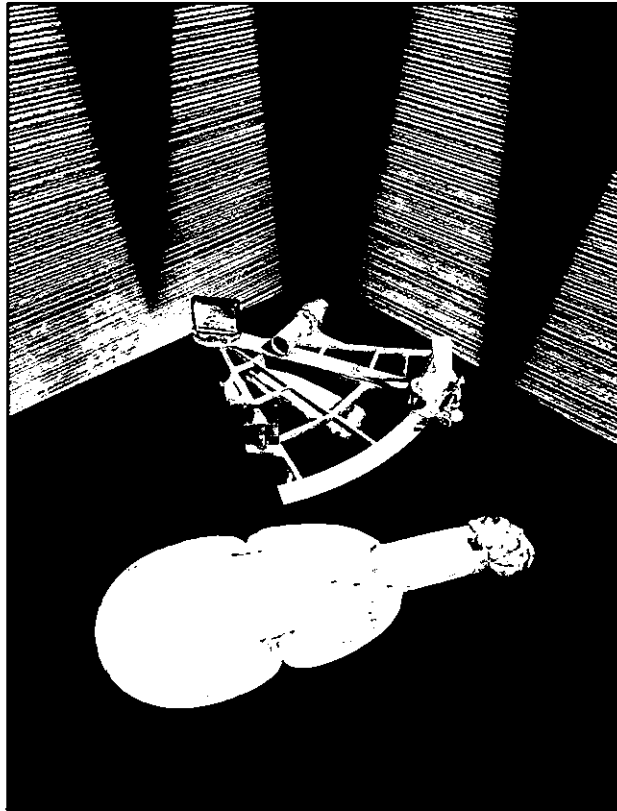
**M**aori artifacts and traction engines are among the items covered by the Antiquities Act, 1975, a law designed to safeguard the nation's antiquities. Administered by Internal Affairs, the Act regulates the sale of artefacts within the country and the export of antiquities from New Zealand.

The Act also helps to establish and record the ownership of Maori artefacts. It aims to balance the public concern for preserving our heritage with the private interest of people who have traditional or other claims to ownership.

## Export restrictions

To preserve and protect our cultural heritage, there are restrictions on antiquities and artefacts leaving the country either temporarily or permanently. Permission for this has to be given by Internal Affairs.

If you intend to send or take an antiquity overseas, you should first approach the department which will advise you of the necessary procedures. If you are not sure whether



*Our precious artefacts should be carefully preserved.*

DEPARTMENT OF INTERNAL AFFAIRS

an artefact can be examined and recorded. To protect them, all newly found artefacts are initially considered to be owned by the Crown. If the traditional owners do not reclaim it, you may be allowed to look after that artefact on behalf of all New Zealanders, but you would not be allowed to sell it.

## Collectors

If you want to own a Maori artefact, you will first need to become a licensed collector. Registered collectors must be residents of New Zealand. Registration is free of charge and can be obtained from the address below.

If you already have a collection of artefacts, you do not have to be a registered collector unless you wish to add to your collection. If you wish to sell any items, it can

something is an antiquity, it pays to check with Internal Affairs first.

## Newly found artefacts

If you find an artefact, you should notify your local museum so the ar-

only be to another registered collector, a public museum, or through a licensed auctioneer or second-hand dealer.

## Licensed dealers

If you are in the business of selling artefacts, you must first be licensed to trade in them by the Secretary of Internal Affairs.

A licensed auctioneer or dealer has several responsibilities which help the sale of artefacts to be monitored. They include only selling artefacts to registered collectors, public museums and other licensed auctioneers or dealers.

## What is an antiquity?

Briefly, an antiquity is an item which is of national, historical, scientific, or artistic importance; or relates to the European discovery, settlement, or development of New Zealand; and is more than 60 years old. Specific types of antiquities include:

- artefacts (any chattel, carving, object or thing which relates to the history, art, culture, traditions or economy of the Maori or other pre-European inhabitants of New Zealand which was or appears to have been manufactured, used or

- modified by any such inhabitant prior to 1902);
- written, photographic or film matter (which is older than 60 years, relates to New Zealand and no copy exists at the National Library);
- works of art (older than 60 years and relating to New Zealand);
- type specimens of plants, animals or minerals;
- meteorites found in New Zealand;
- parts of any extinct New Zealand species;
- parts of any ship or aircraft wreck (older than 60 years).

*Find out more!*

Antiquities Officer  
Department of Internal Affairs  
PO Box 805, Wellington  
Tel: (04) 495 7200; Fax: (04) 495 9458

# Helping government work



THE EVENING POST

SUPPORTING EXECUTIVE  
GOVERNMENT

Visitors such as South African President, Nelson Mandela, are looked after by the Visits and Ceremonial Office.

**I**nternal Affairs provides a range of important services that oil the wheels of government and help keep it working.

## Ministerial Services

The Ministerial Services Unit provides support services to the Prime Minister and other ministers of the Crown.

These services include administration, accounting, personnel, residential property management, computing services, media monitoring/research and multi-media presentation work.

The Unit is also responsible for employing all staff in ministerial offices.

It is assisted by various Internal Affairs business units in its key role of

supporting executive government. Ministerial Services works closely with other agencies at Parliament in the busy and demanding environment of an MMP government.

## Translation Service

The Translation Service operates in more than 60 different languages for a clientele including ministers of the Crown, government departments (from whom a large volume of work now comes), and private individuals. The Service is the agency accredited to translate the personal documents used in citizenship applications.

## Visits and Ceremonial

The Visits and Ceremonial Office is responsible for:

- arranging Guest of Government Visits to New Zealand, including members of the Royal Family;
- arranging state or ministerial functions;
- facilitating ministerial travel through international airports;
- arranging state and official funerals.

The Office also provides advice and information about the New Zealand



Need to write a letter in Swahili? Try Translation Services.



flag, national anthem, New Zealand coat of arms, names and titles, royal patronage and how to observe protocol at official public events. It is responsible for:

- Commemorative events (for example, Waitangi Day commemorations);
- Wreathlaying ceremonies for Guests of Government and anniversaries;
- Congratulatory Message Service;
- Seal of New Zealand;
- Protocol Services;
- Government Flag Store and flag hire service;
- Services to the Office of the Clerk of the Writs (general elections and citizen initiated referenda).

Included in the operations of the Visits and Ceremonial Office are functions particular to the National War Memorial. These include support services for special musical or cultural events held at the National War Memorial, involvement in teaching programmes and wreath-laying ceremonies.



DIA / CHRIS WARD PHOTOGRAPHY

**VIP Transport operates a fleet of limousines and other cars, driven by experienced chauffeurs, located strategically throughout New Zealand. Service is provided 24 hours a day, every day of the year.**

## Heritage Property

Honoring and preserving the past is the common thread that ties together the diverse range of services offered by the Heritage Property Unit.

The unit cares for around 4,200 war graves, 72 historic graves, and 20 national monuments and memorials (including the National War Memorial). It contributes to the maintenance of 172 Services cemeteries. The unit also provides subsidised memorials for those who have served in the armed forces during wartime.

Around 2,300 Service memorial plaques are ordered each year. Overseas, the unit works through the Commonwealth War Graves Commission to ensure the care of the graves

and memorials of more than 30,000 New Zealand war dead.

A number of Crown-owned heritage properties designated as ministerial residences are managed by the unit, including Premier House - the residence of the Prime Minister - Vogel House and others.

The unit administers the Antiquities Act 1975 which regulates the sale and export of New Zealand's moveable cultural heritage; for example, Maori artifacts (*See page 8 of Government and you: Preserving our heritage*).

In addition, it services Commissions of Inquiry, such as the so-called 'Wine-Box' inquiry.

## VIP transport

VIP Transport Services provides secure, efficient and effective chauffeur-driven transport and related services to:

- the Prime Minister;
- the Speaker;
- Ministers of the Crown;
- the Leader and Deputy Leader of the Opposition;
- former Prime Ministers and Governors-General.

Other clients include Guests of Government, dignitaries, and customers from the public and private sectors.



**Premier House is the official residence of the Prime Minister in Wellington**

THE EVENING POST





## Protecting community standards

**F**ree speech is one of the most important principles of a democratic society. But people also want a society that is good for living in, and safe for bringing up children. That means limiting people's freedom to distribute obscene or violent material.

In 1993 Parliament set up the Office of Film and Literature Classification (OFLC). This agency is responsible for classifying films, videos and publications of all kinds so that people can tell what their content is like without having to read or watch them. It can also ban material entirely.

Decisions of the OFLC are enforced by the Censorship Division of the Department of Internal Affairs.

Six Censorship Compliance Inspectors, based in Auckland, Wellington and Christchurch, are responsible for policing the law - which applies to everything from CD-ROMs to T-shirts. The laws cover what can be manufactured, how publications are labelled, how they can be displayed, advertised or exhibited, and what people may possess and supply.

The Censorship Inspectorate has three primary functions:

- to ensure publications considered to be objectionable in terms of the law are not made available to members of the public;
- to ensure the decisions of OFLC are adhered to by the film and video industry, magazine distributors and shops;

- to investigate all complaints.

### Making a complaint

If you believe an offence has been committed or want to make a complaint about a publication, contact the Censorship Compliance Unit.

*Find out more!*

Censorship Compliance Unit  
Department of Internal Affairs  
PO Box 21105, Auckland  
PO Box 805, Wellington  
PO Box 1308, Christchurch  
Web: [www.dia.govt.nz](http://www.dia.govt.nz)

BUILDING STRONG  
COMMUNITIES

## Keeping gaming fair

**G**aming is a multi-billion dollar industry. The introduction of casinos, sports betting, Keno and Telebingo means it is still growing. As part of its commitment to building strong communities, it is the role of Internal Affairs to keep the industry honest and well regulated.

The job of regulating gaming is shared by Internal Affairs, the Casino Control Authority and the Lotteries Commission.

Internal Affairs has Gaming Compliance Inspectors throughout the country who ensure the rules are being followed.

Gaming Licensing issues licences for games of chance, lotteries and prize competitions (in terms of the Gaming and Lotteries Act 1977) and issues certificates of approval for casino employees (in terms of the Casino Control Act 1990).

Where the total prizes are under \$500, some forms of gaming such as lotteries and prize competitions do not require a licence.

Casino Supervision and Inspection watches casinos to ensure compliance with the Casino Control Act 1990 and its regulations. A total of 26 inspectors are based at the two casinos.

Public complaints are important in catching those who break the rules, and the public are encouraged to contact inspectors if anything untoward comes to their attention.

*Find out more!*

National Manager,  
Gaming Compliance  
PO Box 1308, Christchurch

National Manager,  
Gaming Licensing  
PO Box 2220, Auckland

Chief Inspector,  
Casino Supervision and Inspection  
PO Box 6596, Auckland

### The industry

The gaming industry can be divided into six key areas:

- **Gaming machines:** as at June 1996, there were 9,730 licensed gaming machines on 2,260 sites. Profits from these are distributed to the community;

- **Racing:** the Totalisator Agency Board (TAB) is a statutory body that provides betting on racing and other sports. The TAB's profits are returned to the relevant sports;

- **New Zealand Lotteries Commission:** this is a Crown-owned entity which operates Lotto, Lotto Strike, Instant Kiwi, Daily Keno and Telebingo. The profits go to the Lottery Grants Board for distribution to the community;

- **Casinos:** these are run for commercial profit and are required to pay GST, company taxes and a casino duty of four percent on gross profit;

- **Housie:** there are some 700 Housie groups run by RSAs, chartered clubs, political parties, sports groups, school boards, marae, church groups, and others;

- Other forms of gaming such as prize competitions and lotteries.



# Helping the community

People who volunteer time and energy to work for the community make an enormous contribution to the well-being of all New Zealanders.

There are many sources of funding available to assist voluntary groups. One of the roles of Internal Affairs is to provide information to the people who need it. This allows volunteers to concentrate their energy on their work in the community.

## Advisory services

The mission of the Community Advisory Services Unit is to foster a range of creative initiatives that help communities become strong and self-reliant.

Individuals and community groups are helped with:

- project planning;
- advice and information about managing community groups;
- funding information;
- financial information;
- financial management for community organisations;
- setting up legal structures;
- advice on how to employ and manage staff;
- project evaluation and monitoring;
- contract negotiation;
- meeting training needs;
- group facilitation.

Regional advisory officers have an extensive network, locally and nationally, which can be used to find useful information for a wide range of projects.

The officers work to promote wide participation in the project, and encourage a feeling of community ownership of projects. They must be flexible and recognise that each community has its own special needs and circumstances.

You can contact your Community Development Advisory Officer through Internal Affairs.

## Community grants

The Community Organisation Grants Scheme (COGS) helps community organisations provide essential social services to disadvantaged people within their local communities.

Typical of the groups helped by the scheme are Maori, Pacific Island

had limited or no access to government funding.

Contact the local COGS coordinator through your local Internal Affairs office or Community Advisory Service at the department's head office.

## Lottery Grants and Trusts Group

The Lottery Grants and Trusts Group provides full administrative and advisory support to the Lottery Grants Board and the Lottery Distribution Committees. They are the organisations charged with distributing the profits from state lotteries such as Lotto, Instant Kiwi and Daily Keno.

Lottery funds may go to a wide range of community projects from building a local swimming pool and cancer research to running youth drop-in centres.

Application forms and advice on funding can be obtained from Link Centres or by writing to the Lottery Grants Board.

The Trust Unit oversees five independent trusts that fund peace education, environment and conservation projects, education projects, and two travelling fellowship schemes, one to Australia and one globally.

Applications are available through Internal Affairs and the Trust Unit.



*Internal Affairs produces a Guide to Community Funding which provides useful information about how and where to apply for money to support community projects.*

people, women, older adults, young people, children, families, the unemployed, people with disabilities and those living in remote areas.

Organisations that can apply must have either legal identity (ie must be an incorporated society or a registered charity) or be represented by another organisation with a legal identity.

This organisation will be responsible for passing on any money that is granted and ensuring its use is accounted for. Funding priority is given to organisations that have previously

DEPARTMENT OF INTERNAL AFFAIRS

*Find out more!*

Lottery Grants Board,  
Department of Internal Affairs,  
Box 805, Wellington.

Trust Unit  
Department of Internal Affairs  
PO Box 10-345, Wellington.

*Guide to Community Funding*  
available from Internal Affairs



# Local government for local issues

Imagine if Parliament had to concern itself with rules about the design of tearooms in Taihape's main street or whether dogs should be allowed to roam the beach at Sumner. It would have little time left to consider issues of national importance!

Some matters are purely local (for example, the style of buildings), others purely national (for example, defence). Local government is needed to deal with issues important to people at community level but not to the rest of the country.

But most of the business of government has a national purpose that has to be applied locally (for example, quality of water supplies).

Central government sets the guidelines and gives local authorities the power to get on with the job as they think best.

## Independence

Local authorities are independent from central government, which can only intervene in local matters when the law allows it to. Compared with local government in other countries, ours have a lot of power.

The main statute relating to local authorities is the Local Government Act 1974. There are also many statutes concerned with specific powers and functions, the most important of which is the Resource Management Act 1991.

## How they work

As with central government, local government has elected people who make the decisions and appointed officials who carry them out.

Local councils consist of a mayor and councillors elected every three years.

The council has the power to pass local laws – called bylaws – and



*South Taranaki Mayor Mary Bourke, and councillors, consult with the community on issues that directly affect them, such as street improvements.*

adopt policies and rules under the Resource Management Act. The council combines the functions of legislature and executive, which means that it is responsible for executing its decisions. In central government, these functions are split between Parliament and the Cabinet.

The council's work is divided among committees of councillors. The mayor chairs council meetings, is political leader of the local authority and has a ceremonial role.

## Income

Local authorities levy their own taxes under the Rating Powers Act 1988. Rates are a tax on property according to its value. This is a useful local tax because unlike people, land stays in one place.

Having its own source of income gives local authorities more autonomy. The need to impose rates on people who vote encourages a local authority to think carefully about how it spends voters' money.

## Regional Councils

Regional councils function at regional - combined local authority - level. Regional councillors are elected from, and represent, the constituent local authority areas. The serving councillors elect a chairperson instead of a mayor.

Funding is by a combination of local rates, government grant and charges (such as for water rights).

Councils are responsible under the Resource Management Act for managing water, soil, air, geothermal resources and pollution control, as well as the regional aspects of reducing natural hazards, soil conservation and controlling hazardous substances. A regional policy statement and coastal plan must also be produced.

## Unitary authorities

Unitary authorities are combined district and regional councils. Apart from having extra functions, mainly in the resource management area, they operate in much the same way as a territorial local authority. There are four such authorities in New Zealand.

## Delivering services

Since the reorganisation of local government in 1989, the trend in the area of service delivery (as distinct from councils' policy, lawmaking and enforcement role), has been a move to a more business-oriented focus.

Examples include Local Authority Trading Enterprises to manage and run the port facilities, public transport and waste management. Another

BUILDING STRONG  
COMMUNITIES

SOUTH TARANAKI DISTRICT COUNCIL

trend has been privatising services such as rubbish collection and public transport (selling the operations to the private sector).

### Helping local business

Difficult economic times have caused many local authorities to turn their attention to encouraging private business initiatives in their districts. Some help by:

- promoting the positive aspects of their areas;
- offering rates relief to new business development;
- providing cheap accommodation for new small businesses;
- providing subsidised business training/mentoring programmes.

Local authorities also participate in government-funded employment programmes such as Task Force Green. They provide worthwhile environmental improvement projects in which long-term unemployed workers are able to gain valuable work experience and skills.

### Public participation

As well as voting every three years, people can influence their local authorities between elections.



**Employment projects, such as Task Force Green, are run by local authorities, and help young people gain valuable work skills.**

The law requires local authorities to give people the opportunity to participate in the local decision-making process.

### Annual planning

All local authorities must prepare an annual plan and say how they intend to finance it. The plan is first published as a draft. The public can make submissions on this before it is finalised. Associated with this is the an-

nual report on the previous year. This reports on how well the council did in achieving last year's plan.

### Environment

The Resource Management Act provides a framework of rules which local authorities must use to make decisions about the way in which they manage the environment. Many decisions or proposals, such as regional policy statements, district plans and resource consents must be notified in the local newspaper so that people can make their views known.

### Community boards

People can also let their council know about their concerns through the 155 community boards that are in operation in many areas up and down the country.

Community boards:

- perform functions delegated, or asked of them, by the council and report on any matter of interest or concern to the board;
- maintain an overview of road works, water, sewerage, stormwater drainage, parks, recreational facilities, community activities, traffic management;
- provide submissions on the annual budgetary processes of the council;
- communicate with community organisations and special interest groups.

Community boards give individuals the opportunity to have local representation to the full council on matters affecting their immediate community.

### Getting involved

Anyone can telephone or write to their local councillors to express their views about local issues. They are your elected representatives.



**You want to build a sewerage outfall across the beach? Not without a resource consent from the regional council!**

People can also participate in local decision making by attending council meetings. Most of these are open to the public, but occasionally people are excluded in order to protect commercial secrets or personal privacy. Sometimes councils will allow members of the public to speak and participate as well.

Contact your local council to find out who your councillors are and when they meet.

### Elections

Mayors and councillors are elected every three years. All ratepayers and citizens resident within the local authority area and aged over 18 years are eligible to vote. As well as voting, you can stand for election yourself. To qualify you must be a Parliamentary elector and a New Zealand citizen (or a Commonwealth or Irish citizen enrolled as an elector in 1982).

You can be elected on to a council or a regional council (but not both in the same area). You can also be elected to a community board.

### Obtaining information

You can request information from a local authority by telephoning or writing to it. You must be fairly specific and in most cases you will find local authority staff most helpful. However, should you experience difficulties, you can make an official request under the Local Government Official Information and Meetings Act 1987.

If a request for information is made under this Act, it must be responded to within 20 working days. Local authorities can also charge for the information, and refuse requests in certain circumstances - for example, because the information would be likely to endanger someone, or to protect a trade secret.



# Help with local govt.

The activities of local government are closely watched by many individuals and organisations who can help with problems.

## The Ombudsmen

The Ombudsmen can investigate many complaints about a council and where the complaint has merit, seek a solution. The Ombudsmen are also responsible for dealing with complaints where a council has refused to supply information requested under the Local Government Official Information and Meetings Act 1987.

### Auckland:

5th floor, National Mutual Finance House, 17 Albert Street  
Tel: (09) 379-6102; Fax: (09) 377-6537

### Wellington:

70 The Terrace, PO Box 10 152  
Tel: (04) 473 9533; Fax: (04) 471 2254

### Christchurch:

728 Colombo Street, PO Box 13 482  
Tel: (03) 366 8555; Fax: (03) 365 7935

### Complaint Service

Tel: 0800 802 602 (tollfree).

## The Privacy Commissioner

The Privacy Commissioner has broad powers to consider privacy issues, and investigate complaints about breaches of the Privacy Act. These can include situations where personal information has been disclosed to others, or where a council has refused to provide you with information it holds about yourself. The Commissioner can also investigate complaints in relation to public registers operated by local authorities such as the rating roll, the dog register and the building consents register.

20 Waterloo Quadrant  
PO Box 466, Auckland  
Tel: (09) 302 2160; Fax: (09) 302-2305  
Privacy hotline (for public inquiries and complaints): 0800 803 909

## Audit Office

The Audit Office inspects the financial accounts of councils to check that correct legal procedures have been followed, and performance criteria have been met. It is able to carry out special investigations if it sees fit.

PO Box 3928, Wellington  
Tel: (04) 471 6500; Fax: (04) 471 6545

## The Local Government Commission

The Commission advises the Minister, conducts investigations, and is an appeal body and arbitrator on such matters as boundary changes to local government areas.

PO Box 5362, Wellington  
Tel: (04) 494 0576; Fax: (04) 495 7287

## Parliamentary Commissioner for the Environment

The Commissioner provides an independent source of advice, and may investigate if the council's environmental planning or management is believed to be ineffective, or if the council's acts or omissions have had adverse effects on the environment.

PO Box 10 241, Wellington  
Tel: (04) 471 1669; Fax: (04) 471 0331

## Ministry for the Environment

The Ministry has responsibility for administering the Resource Management Act. It has produced a number of publications explaining how the Act works.

PO Box 10-362, Wellington  
Tel: (04) 473 4090; Fax: (04) 471 0195

## Environment Court

The Environment Court (formerly the Planning Tribunal) hears appeals, and holds enquiries under the Resource Management Act and other associated Acts. It

is also able to consider enforcement proceedings.

PO Box 5027, Wellington  
Tel: (04) 915 8300; Fax: (04) 915 8303

## Minister of Local Government

You may write to the Minister of Local Government, either directly or through your local Member of Parliament. The Minister usually considers general matters and does not review specific decisions made by councils. A separate process is that of 'Ministerial Review'. It is invoked only where a local authority has shown a significant failure, mismanagement or deficiency, as set out in the Local Government Act. Ministerial Review is a last resort, and is unlikely unless all other appropriate avenues of redress and appeal have been exhausted.

Minister of Local Government  
Parliament Buildings, Wellington

## The Department of Internal Affairs

The Head of the Department of Internal Affairs is also the Secretary for Local Government. The department is responsible for administering the Local Government Act and a number of other statutes relating to local government. It can provide information about the structures and functions of local government through its head office. General information, including access to Internal Affairs local government publications is held by all local offices.

PO Box 805, Wellington  
Tel: (04) 495 7200; Fax: (04) 495 7222

For further information contact these agencies directly or ask at your local Internal Affairs office. These are listed on page 2 of *Government and You*.

BUILDING STRONG  
COMMUNITIES



# Defence against disaster

**H**alf a century after 1945, the year when Ruapehu blew in the biggest North Island eruption this century, the mountain was again restless. Although the 1995-96 eruptions were not serious enough for a civil defence emergency to be declared, Civil Defence nonetheless staffed its headquarters, an 0800 number had more than 75,000 calls and a Civil Defence World Wide Web site was well visited.

## Emergencies

New Zealand's civil defence system is well developed, taking an all-hazards approach to natural and technological threats in a changing environment.

New Zealand has, on average, three civil defence emergencies a year (as well as a number of other events which do not threaten people enough to make use of the Civil Defence Act appropriate). Most of these emergencies are floods, some are storms. The most traumatic are earthquakes, of which there have been two significant ones in the past 30 years.

The first response to these events takes place within households and communities. If it is clear that help will be needed, the local civil defence organisation, using trained volunteers, will respond with welfare and other assistance.

If the disaster is widespread, regional civil defence or the national structure may be called into a leading role. Informal arrangements exist to obtain external help from Australia, but we have not yet had an event extreme enough to require that.

Most disaster response in New Zealand is civilian. The Defence Force provides some specialist help, but it is expected that trained com-

munity people will provide most disaster staffing.

## The ministry

The Ministry of Civil Defence was established in 1959 as part of the De-

partment of Internal Affairs. The current Civil Defence Act dates from December 1983.

time, and spend more than \$10 million a year. Through offices in Auckland, Palmerston North and Christchurch, the ministry helps local authorities to meet their obligations and coordinates government planning.

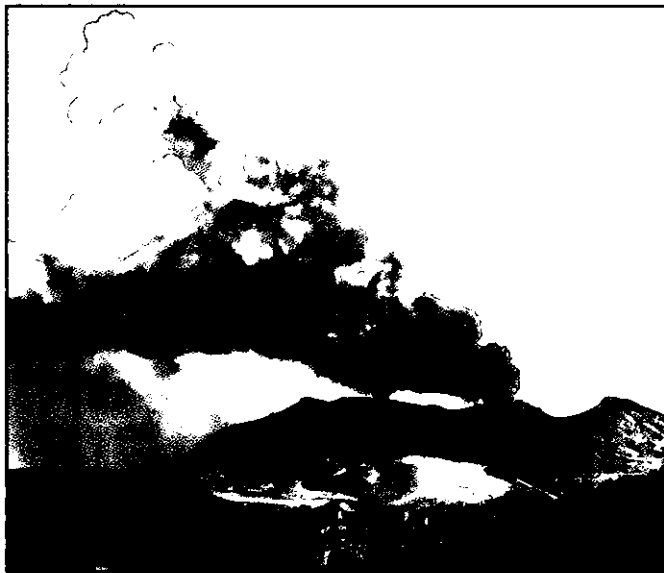
A declaration of a state of civil defence emergency grants special powers to civil defence controllers appointed under civil defence plans, to the Police and to the ministry's Director and Commissioners.

A National Civil Defence Headquarters is established in the sub-basement of the Beehive. It is kept ready for use, but is activated only when required.

## Recovery

An earthquake lasts only a few seconds (although aftershocks may continue for days). A flood in New Zealand is likely to last only a few days, and a storm not more than a week.

Then begins the task of recovery. Government, through the Department of the Prime Minister and Cabinet, will coordinate national recovery efforts. A Disaster Recovery Coordinator may be appointed to the local scene to coordinate the rebuilding of the community. The government has subsidy and support policies to assist in this recovery work.



*Disasters can take only seconds to occur, but years to recover from.*

partment of Internal Affairs. The current Civil Defence Act dates from December 1983.

The ministry advises the Minister of Civil Defence on operational matters, plans for civil defence, and advises and assists regional councils and territorial authorities.

It is a small agency with about 30 staff and a budget of around \$6 million (including \$1 million of support to local and regional work).

The National Civil Defence Committee advises and assists the Minister and the Director of Civil Defence in planning and implementing civil defence measures.

## Partnership

Central and local government work in partnership for civil defence. Locally, civil defence is the responsibility of local and regional councils. Together, they employ some 100 people in civil defence work, full or part-

*Find out more!*

Ministry of Civil Defence  
PO Box 5010  
Wellington  
Tel: (04) 473 7363  
Fax: (04) 473 7369

BUILDING STRONG  
COMMUNITIES

# EDUCATION AND GOVERNMENT

HOW YOUR VOICE MAY BE HEARD

## Teaching for tomorrow

by Janet Kelly

President, New Zealand School  
Trustees' Association

The education reforms of 1989, commonly known as 'Tomorrow's Schools' are now firmly bedded in.

The concept of self-managing schools was heralded both for allowing communities an input into schools and the education of their children; and for the value it placed on this input.

The changes were also welcomed for reducing the layers of bureaucracy that existed in education prior to 1989.

Trustees are generally happy with the self-managing model. It allows boards of trustees considerable flexibility within the framework of government legislation and regulations and enables them to be innovative in the way they address these tasks.

Trustees value the ability to make and implement decisions at the local level and would resist a change returning us to any form of central control.

They have also gained many benefits from nearly a decade in education management. The new skills, confidence, knowledge and experience has enabled and encouraged trustees to further tertiary education, serve on local bodies, and seek positions in national organisations. With the devolution of responsibility for management of most aspects of running a school to the local level, parents have found themselves dealing more directly with central agencies and government.

This publication is designed to help trustees, parents and others interested in education to understand how the education system works and the roles of major players. The

*DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard* puts this in the context of how the wider system of Parliament, government and the rule of law operates.

Demands in education reflect the changes in the wider socio-political environment and schools are constantly asked to adjust to these changes. Change is acceptable if it is for the betterment of education but not just to reflect the whims and fancies of politicians. The latter leaves trustees to sort out the different agendas and respond to them. Ideally they will look to NZSTA to promote their support or opposition.

Trustees see management of education as a partnership between themselves and the government.

Trustees are more than meeting their end of the partnership. The government needs to be seen to be committed to fostering its part through adequate funding provision for baseline specialist support services and through valuing trusteeship if the full potential of this partnership is to be realised.



Janet Kelly

SCHOOL TRUSTEES ASSOC.

### inside

#### Education

- Overview of education in New Zealand
- Education agencies and responsibilities
- Early childhood education
- Primary and secondary education
- The NZEI: for education and for educators
- Tertiary education: universities, polytechs, colleges of education, wananga
- Vice Chancellors' Committee
- Directory of education for all sectors
- The New Zealand School Trustees' Association

*Education and government* (ISBN 0-908842-28-7) is a publication within the *DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by Asia Pacific Economic News Ltd (APEN) in consultation with the Parliamentary Service Commission. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington



# Education for all

EDUCATION

Since 1989 there have been major reforms in the organisation and management of education in New Zealand.

New Zealand has been a leader in undertaking these reforms and the rest of the world is watching with interest to see where they will take us.

The reforms were designed to make better use of the available education funding and provide early childhood education, schooling, and post-compulsory education and training which will more effectively meet the rapidly changing needs of New Zealand in the 90s and beyond.

## Early childhood

In the early childhood education sector these reforms have led to a surge in the growth and range of early childhood services available to parents and their children.

New Zealand has a proud history in the development of early childhood services in partnership with parents and communities. This has resulted in a diversity of early childhood education services and training systems, designed to meet the different needs of children and their families.

The development of a national early childhood curriculum established principles and goals for the delivery of quality care and education for young children.

## Primary and secondary

The most significant effect of these changes on primary and secondary education has been the opportunity given to parents and communities to be involved in the management of schools in partnership with teachers.



Education is vital for New Zealand's future

It is still too early to tell how the new structure has affected the quality of education in New Zealand, largely because the introduction of the new curriculum and qualifications frameworks have only been in place a short time.

However, there are signs of many positive outcomes for effective management. And there have been real successes, such as developments in Maori education and increasing numbers of students continuing to senior levels.

## Tertiary

In tertiary education and training the major reforms have taken place since 1990. These reforms have been in the organisation, management, and funding of tertiary education and training in New Zealand. The aims have been to expand its provision in New Zealand, to ensure more efficient delivery, and to enhance its quality, relevance, and diversity. In terms of increased participation, efficiency, responsiveness, quality, and equity, the reforms are having a beneficial effect on tertiary education and training in New Zealand.

The reforms give tertiary institutions (universities, polytechnics, colleges of education, and wananga) enhanced autonomy and academic freedom.

A new industry training policy has been progressively implemented since 1992 to encourage industry to take greater responsibility for industry training and to reform apprenticeship-based training.

*Find out more!*

Ministry of Education  
PO Box 1666, Wellington  
Tel (04) 473 5544; Fax (04) 499 1327  
Web: [www.minedu.govt.nz](http://www.minedu.govt.nz)  
[www.teachnz.govt.nz](http://www.teachnz.govt.nz)

## The Education agencies and their responsibilities

**Ministry of Education** – a government department responsible for policy advice to the Minister of Education, overseeing implementation of policies, advising on the most effective use of resources and administration of education legislation such as the Education Act 1989; Industry Training Act 1992; and School Trustees Act 1989.

**Education Review Office (ERO)** – an independent organisation responsible for monitoring how well schools and early childhood education services are performing. Reviews are carried out regularly and the reports are available to the public.

**New Zealand Qualifications Authority (NZQA)** – an independent

body responsible for setting and regularly reviewing the standards for qualifications. All providers of education programmes to be assessed for credit on the Qualifications Framework must be accredited by the Authority. The Authority is also responsible for administering national examinations.





# Starting early

In New Zealand the term 'early childhood education' refers to the voluntary provision of education and care for young children and infants before they begin school. The vast majority of children begin school on their fifth birthday, although school is not compulsory until the age of six.

**Kindergartens** operate sessional early childhood education for children from three to five years. Usually, younger children attend afternoon sessions for three afternoons a week while the older age group attend on five mornings a week.

**Playcentres**, which began in the 1940s, are parent co-operatives. Parents take responsibility for the management and supervision of mixed age sessions of up to five half-days a week for children between birth and school age.

**Kohanga Reo** (language nest) is a Maori community-based early childhood education programme which is delivered principally in Maori.

**Childcare Centres:** the term 'childcare' describes sessional, all-day or flexible-hours, early childhood education services other than playcentres, kindergartens or kohanga reo.

The **Correspondence School** is a state-funded distance education service which includes early childhood education. Children between three and five, unable to attend an early childhood centre because of isolation, ill-



Children working together in a classroom environment.

ness or disability may be enrolled.

**Home-based care** (family daycare) is an organised system whereby parents of young children or babies are linked to caregivers, who are often themselves parents.

**Pacific Islands early childhood centres** range from bilingual to full immersion centres offering programmes based on the values and languages of Pacific Islands cultures.

**Pacific Islands language groups** are informal family, community or church based playgroups based on a variety of Pacific Islands values and languages, as described above.

**Community playgroups** are community-based non-profit-making

groups of parents who meet to provide early childhood education for their children.

**The Parents as First Teachers** programmes provide a series of regular home visits by educators to parents with children up to three years. They are designed to help children develop the language, intellectual and social skills on which to build learning.

**Family service centres** are pilot projects operating in six areas. They offer early childhood services and self-help programmes such as HIPPY (Home Instruction Programme for Preschool Youngsters) to help educationally disadvantaged parents prepare children for school.

**Education and Training Support Agency (ETSA)** – supports employers, industry training bodies, apprentices and trainees with a variety of training programmes to suit their needs. The ETSA is an independent organisation working under a contract to the Minister of Education. It also works with the Ministry of Education to develop skills training policies.

**Special Education Service (SES)** – an independent organisation

contracted to the Ministry of Education to provide services from early childhood to tertiary level for students with special physical and learning needs.

**Early Childhood Development Unit (ECDU)** – promotes quality early childhood education for children and their families through parent support projects; advice on the establishment of centres; production of resources; dissemination of informa-

tion; and advice and support to Pacific Island language groups, playgroups and licensed and chartered early childhood education services.

**Career Services – Rapuara** – a government-funded careers information service. It helps students and adults choose the work, education and training that is most suitable for them, develops plans and training programmes, and supports educators and trainers.



# The middle years

EDUCATION



MINISTRY OF EDUCATION

*The multi-cultural nature of New Zealand education enhances learning*

**T**he Education Act 1989 provides for free education in state primary and secondary schools, including integrated schools, between the ages of five and 19. Attendance is compulsory until the age of 16 years. Compulsory education in New Zealand is divided into primary, intermediate (or middle), and secondary schooling.

Although school education is compulsory from six years of age onwards, the vast majority of children usually start at the age of five. This is made possible by a flexible enrolment system which allows children to enroll at any time between their fifth and sixth birthdays.

Until 1995, students were classified as being into: juniors (those in their first two years), standards (the next four years) or forms (two years at intermediate level and five years

at secondary). In 1996, this was replaced with a single system identifying levels according to the number of years of schooling.

**Primary schools** are the first level of compulsory schooling. They cater for children from the age of five years (Year 0) to the end of their 6th year of schooling (Standard 4).

Students in their 7th and 8th years of schooling (Forms 1 and 2) may either be in a separate **intermediate school** or part of a primary, secondary or composite/area school.

**Secondary schools** usually provide for students from Year 9 (Form 3) until the end of Year 13 (Form 7). Adult students who are returning to school adopt the year of schooling which corresponds to the level of the majority of the subjects they are taking.

**Area/composite schools**, which are usually based in rural areas, combine primary, intermediate and secondary schooling at one location.

While most students attend state funded schools, there are a number of other choices for parents and students.

**State schools** are co-educational at primary and intermediate level but some offer single-sex education at secondary level. Some offer special programmes for adult students or run community education classes. There are growing links between schools, universities, polytechnics and other tertiary and early childhood education providers.

**Integrated schools** are schools which were previously private and have now been integrated into the state system and are government funded. They follow the state cur-

riculum requirements but incorporate their own special character (generally a philosophical or religious belief) into the school programme.

**Kura Kaupapa Maori (Maori medium schools)** are state schools where teaching is in te reo Maori (the Maori language) and is based on Maori culture and values. The curriculum is the same as at other state schools. Kura kaupapa were developed to build on the success of kohanga reo (Maori language early childhood centres) in preserving and increasing the use of te reo Maori. One of their key goals is to produce students who are competent in both Maori and English.

**Independent (or private) schools** are governed by their own independent boards but are required to meet certain standards in order to be registered. Independent schools may be either co-educational or single-sex. They charge fees, but also receive around 25% of their funding from the government.



Teachers lead class discussions to stimulate thought.

**The Correspondence School** is a national school which provides off-campus learning for students unable to attend a regular school - because of distance from their nearest school or for medical or other special reasons.

Secondary students may also enrol in specific subjects if these are not available at the schools they attend.

**Home-based schooling** - Parents who want to educate their children at home can do so provided they maintain a standard of education equivalent to that of a registered school. They need to get approval to do so from the Ministry of Education which may give them an annual grant to help with the cost of learning materials.

### Maori education - Te Matauranga Maori

Although most Maori students remain within the mainstream education system, increasing numbers are taking advantage of one of the most important developments in New Zealand education, the growth of Maori medium education. There is now a strong demand for Maori language education throughout the New Zealand education system.

This growth has been stimulated by the revival of te reo Maori (the Maori language). Language is at the centre of any culture and education system. The programmes developed to preserve their language have given Maori the opportunity to design the kind of education they want, and one that meets the needs of adults and children.

The language revival began with the establishment of kohanga reo (Maori language early childhood centres) and continued with kura kaupapa (Maori medium schools). Growing numbers of Maori students are also enrolled in bilingual and Maori language immersion classes in mainstream schools.

## For education and educators

The New Zealand Educational Institute Te Riu Roa is a union and professional organisation for people working in schools, early childhood centres, special education and advisory and support services. The organisation works to:

- advance the cause of education generally, while upholding and maintaining the just claims of members;

- give honour and effect to the Treaty of Waitangi, with Maori and Tauiwi being equal parties;
  - promote and protect the professional, economic, social and educational interests of members;
  - NZEI Te Riu Roa has authority to act as the bargaining agent for members' employment contracts.
- NZEI Te Riu Roa works with government agencies, Members of Par-

liament and the general public to develop education policies which promote high professional standards and the best possible education for every child.

*Find out more!*

NZEI Te Riu Roa  
Box 466, Wellington  
Tel: (04) 384 9689; Fax: (04) 385 1772

# Learning more

There are four kinds of state **tertiary institutions**: universities, polytechnics, colleges of education, and wananga.

Currently there are seven universities, 25 polytechnics, four colleges of education, and three wananga, which between them enrol over 200,000 students each year.

Each tertiary institution is controlled by its own council, established under legislation intended to maximise its autonomy but also provide accountability for public funding.

**Universities** are primarily concerned with advanced learning, the principal aim being to develop intellectual independence. Their research and teaching are closely interdependent and most of their teaching is done by people who are active in advancing knowledge. They meet international standards of research and teaching. They play a role as critic and conscience of society.

University education is open to anyone meeting the entry criteria. Over 80,000 full-time equivalent students enrol each year for university study.

**Polytechnics** provide a diverse range of academic, vocational, professional and continuing education. They promote community learning, and conduct research, particularly applied and technological research.

**Colleges of Education** provide teacher education in early childhood, primary, secondary and special education, and Maori language.

The four specialist colleges of education are in Auckland, Wellington, Christchurch and Dunedin.

Teacher training is also offered by Waikato and Massey Universities, and by some other tertiary education providers including polytechnics and private training establishments.

**Wananga** are teaching and research institutions that maintain, advance, and disseminate knowledge regarding *ahuatanga Maori* (Maori

tradition) according to *tikanga Maori* (Maori custom).

Two wananga (Te Wananga o Aotearoa and Te Wananga o Raukawa) are established as tertiary institutions. A third (Te Wananga o Awanuiarangi) was being established in 1997.

There are several thousand **Private Training Establishments** (PTEs) in New Zealand, of which more than eight hundred are registered with the New Zealand Qualifications Authority.

PTEs offer a wide range of courses, often in niche markets, and tend to specialise in particular subject areas. They actively participate in, and are funded for, the delivery of the **Training Opportunities Programmes**.

PTEs may apply for government funding from a contestable pool under similar arrangements as those which apply for tertiary institutions.

## Industry training

The government's policy for industry training is designed to increase the quality, relevance, and volume of systematic industry training in New Zealand. It encourages industry to become responsible for developing, implementing, and administering industry training arrangements, through the establishment of industry training organisations (ITOs).

The **Training Opportunities Programme** (TOP) is designed to assist people with low skills to obtain employment or credit towards nationally recognised qualifications. It is targeted to early school leavers and to long-term unemployed with low qualifications.

The programme includes a diverse range of training providers and programmes, including work-based training options, and courses offered by PTEs and some polytechnics.

## The NZVCC

The New Zealand Vice-Chancellors' Committee (NZVCC) represents the interests of New Zealand's seven universities - Auckland, Waikato, Massey, Victoria, Canterbury, Lincoln and Otago.

The NZVCC acts as the interface between government and the universities and operates through a permanent secretariat based in Wellington. It is funded largely by annual grants from the universities.

The seven Vice-Chancellors who comprise the Committee meet formally six times a year, with the position of chair of the Committee rotating annually.

A key function of the Committee is providing advice to government and its agencies. Other functions, including approval of university academic programmes, research policy, and scholarship administration and development, are delegated to standing committees which generally consist of a representative of each university.

The Committee also convenes working parties to address specific issues affecting universities. Its publications include an annual report, graduate employment survey and regular newsletters.

The NZ Universities Academic Audit Unit (AAU) has been established by the NZVCC as an autonomous quality assurance body for universities at institutional level.

*Find out more!*

NZ Vice Chancellors' Committee  
Box 11-915, Wellington  
Tel: (04) 801 5086; Fax: (04) 801 5089  
Email: marlene@nzvcc.ac.nz



# Directory of education

**S**takeholders in the education sector are more than advocates for the interests of their members – they also pursue the big educational picture together when they feel it necessary. School boards of trustees, elected every three years, now must identify the big picture as it affects tomorrow's schools.

This directory lists some of the key stakeholders who affect education. These, and a hundred more educational organisations, may be able to help you get the big picture. Contact them directly, or through their web sites, to expand on this directory or get an update on who does what.

## School sector

**New Zealand Post Primary Teachers' Association** Box 2119, Wellington, Tel: (04) 384 9964, Fax: (04) 382 8763

**New Zealand Principals Federation C/-** Mangere Bridge School, Coronation Rd, Mangere Bridge, Auckland, Tel: (09) 636 7304, Fax: (09) 634 2499

**New Zealand Intermediate and Middle Schools Association C/-** Mokoia Intermediate School, Rotorua, Tel: (07) 345 9071

**Association of Proprietors of Integrated Schools (APIS).** APIS represents the owners of close to 300 integrated schools in negotiations etc with the Crown, government agencies and other education sector groups.

Chairman Rev P J O'Neill, Executive Director, Brother Pat Lynch. P O Box 12307 Wellington, Tel (04) 496 1739, Fax (04) 496 1734, E-mail: nzceogs@peoplelink.co.nz

**Te Akatea** is the federation of Maori principals and school managers in state and private schools up to secondary level. Its aims are the promotion of Maori education (te reo, me ona tikanga), examining development needs and promoting linkages with kindred organisations.

Box 6014, Rotorua  
Tel: (07) 348 3865

**New Zealand Home Schooling Federation NZ** 5 Thanet Ave, Mt Albert, Auckland, Tel/Fax: (09) 849 4780

**The Independent Schools Council** represents independent (private sector) schools. The Council provides services to members and promotes independent schools as a valid choice in education.

Box 5222, Wellington  
Tel: (04) 471 2022; Fax: (04) 472 4635  
Email: jankerr@actrix.gen.nz

## Tertiary sector

The **Association of Polytechnics in New Zealand (APNZ)** acts as the collective voice for all 25 New Zealand polytechnics. It is a partnership of the chief executives and councils of the polytechnics. It exercises no control or authority over the institutions but acts as the mouthpiece for promotional and political campaigns which benefit the sector as a whole. The objectives of APNZ are to advance the cause of continuing education in general and of technical and vocational aspects in particular.

Box 10-344, Wellington  
Tel: (04) 471 1162; Fax: (04) 473 2350  
Email: jimd@apnz.ac.nz

The **Association of University Staff** is the union and professional association for university staff and for employees of the NZ Council for Educational Research, NZVCC and International Pacific College. Its objectives include the furthering of the interests of members and the advancement of university education and research.

Box 11-767, Wellington  
Tel: (04) 382 8491; Fax: (04) 382 8508  
Email: postmaster@aus.ac.nz  
Web: www.aus.ac.nz

The **National Resource Centre for Adult Education and Community Learning** facilitates adult education and community learning in New Zealand. It develops cooperative national networks, facilitates policy

development, analyses and distributes information on policy and practice, promotes and facilitates professional development of community educators, promotes and facilitates research, administers CLANZ grants and informs the Minister of education.

Box 12114, Wellington  
Tel: (04) 473 6622; Fax: (04) 499 4947  
Email: nrc@actrix.gen.nz

The **Federation of Workers' Educational Associations** has worked for over 80 years to create a bridge to further education, especially for those who do not see learning as something of which they are capable. This includes people alienated from learning by schooling experiences, people in difficult economic circumstances, and people who have lost what they thought was a secure job. As voluntary organisations, WEAs can respond to communities' learning needs with more flexibility, immediacy and informality than is possible in institutional programmes. WEAs are committed to open entry, no examinations and low cost non-formal learning, making education accessible to a very wide range of people.

Because of its non-threatening nature, the WEA is frequently the first point of contact for adults beginning their learning journey.

Box 12108, Wellington  
Tel: (04) 473 6623



## School sector

**Secondary Principals' Association of New Zealand** Box 19308, Hamilton, Tel: (07) 838 2096, Fax: (07) 838 2097

**New Zealand Area Schools Association** Box 15, Wedderburn, Central Otago, Tel/ Fax: (03) 444 9124

## Preschool

**Early Childhood Council** Box 91 561, Auckland, Tel: (09) 377 0833, Fax: (09) 377 3122

**Te Kohanga Reo National Trust** oversees, supports and advises Kohanga Reo throughout the country and is guardian of the movement's kaupapa. It promotes and strengthens Te Reo Maori, supports whanau management, resources kohanga whanau and works to maintain resources for all mokopuna for all time. The Trust is also an NZQA training provider and delivers three whanau based courses.

Box 38 741, Wellington, Tel: (04) 385 6913, Fax: (04) 382 8204

## Services

The **Child Development Foundation of New Zealand** provides the school-based life skills programmes **Reaching Forward** and **Reaching Out**. These are designed to increase students' feelings of self-worth.

Box 74 040, Auckland  
Tel: 0800 GET CDF, (0800 438 233) or (09) 520 6512

**Royal New Zealand Foundation for the Blind** is an agency providing services for people who are either blind or partially sighted. Fully trained staff teach members the skills they need to live independently and confidently in the community. Most services are free. Private Bag 99941, Auckland  
Tel: (09) 309 6333; Fax: (09) 377 6854

**New Zealand Council for Educational Research**  
Box 3237, Wellington, Tel: (04) 384 7939 Fax: (04) 384 7933

# Trustees

The **New Zealand School Trustees Association** (NZSTA), of which approximately 88% of all eligible primary and secondary boards of trustees are voluntary members, came into existence as a direct result of the introduction of *Tomorrow's Schools* reforms.

It was quickly realised in making schools self managing through the establishment of locally elected boards of trustees with the power and autonomy to run their school, that national representation was critical.



Trustees are in it for the kids.

## Representation

NZSTA represents member boards of trustees on a wide range of issues critical to trusteeship. This is undertaken by the principal officers, and particularly the full-time president of the Association.

The president regularly meets with the Minister, and Associate Minister of Education, the Secretary for Education, and other key players in the education sector to lobby on behalf of member boards.

## Service delivery

NZSTA is committed to providing, and maintaining, support services to boards of trustees to assist and empower them in their very important role. Much of this service is undertaken through contracts with the Ministry of Education.

Specialist services include a dedicated personnel/industrial advisory service to assist boards of trustees

to deal with issues which may arise in the board's role as the employer of the staff in their schools. This work can range from answering quite simple help-desk queries to assisting member boards work through complex disciplinary or competency situations.

NZSTA also helps with legal questions, property, transport, insurance and other matters.

Training for boards of trustees on a wide variety of issues is made available through the Association's regional offices.

## Structure

The Association has 11 autonomous regional structures throughout the country.

The national council of the NZSTA comprises representatives of regional boards. It meets three to four times a year to decide NZSTA policy.

*Find out more!*

New Zealand School Trustees Association  
PO Box 5123, Wellington  
Tel: (04) 473 4955; Fax: (04) 473 4706  
E-mail: admin@nzsta.org.nz  
Web: www.nzsta.org.nz

# NEW ZEALAND IN THE GLOBAL COMMUNITY

HOW YOUR VOICE MAY BE HEARD

## Outward looking

by Dame  
Catherine Tizard

Despite our geographic isolation, and an appearance of monoculturalism, New Zealand has always been an outward looking country. Probably because of our history of continuing immigration and dependence on export trade, average New Zealanders are more aware of happenings in the rest of the world than are citizens of many other western countries.

From the end of the 19<sup>th</sup> century the bulk of trade was with Britain, which was also the country of origin of most settlers. So it was natural New Zealand was very focused on Britain and the British Empire.

After the end of World War Two, New Zealand took a prominent role in the establishment of the United Nations – as it had previously supported the formation of the League of Nations. New Zealand governments have been consistent in backing UN initiatives and organisations, contributing troops and technical assistance to peacekeeping missions and relief projects around the world.

It was about this same time some New Zealanders began to argue that our country's future was no longer linked to Europe but to the Pacific region. This awareness was given impetus when Britain joined the European Common Market. We began to realise we could no longer count on a guaranteed market for our pri-

mary produce. Another important factor was the emergence of vigorous and booming Asian economies which are changing the face of world trade.

Old loyalties die hard but New Zealand has had to come to terms with some dramatic shifts in attitude and orientation in the latter 20<sup>th</sup> century. We have recently gone through social, political and economic revolutions of significant proportions. We seem to be coming through with a new sense of national pride.

There has been a marked shift in immigration patterns. Increasing numbers of new settlers from the Pacific Islands; Asian families from Hong Kong, Taiwan, Vietnam and Cambodia; Indians from Fiji and Somalians have visibly changed the face and nature of New Zealand communities.

Modern New Zealanders are proud of their country; of its independence and its developing multi-cultural nature. We feel we are part of the global community – citizens of the world.

Our Parliament has to take account of our wishes – and the wishes of the rest of the world – as it makes decisions on our behalf.

*Dame Cath Tizard was Mayor of Auckland from 1983 to 1990 and Governor-General of New Zealand from 1990 to 1996.*



Dame Cath Tizard

GOVERNMENT HOUSE

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- Trade groups: CER; APEC; WTO
- Defending New Zealand – and contributing to world security
- The United Nations – building the global community

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- Keeping us green: protecting us from insects and disease

#### New Zealand in the global community

(ISBN 0-908842-30-9) is a publication within the *DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by Asia Pacific Economic News Ltd (APEN) in consultation with the Parliamentary Service Commission. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington

# Friends and relations

**N**ew Zealand is a small nation in a world of nearly six billion people. Our relations with that global community are very important to us.

Although we are a small nation, we are able to play a role in making the world a better and more civilised place for all its citizens. Because of our wide relations with the global community,

there are many agencies that have special roles in international relations. The **Ministry of Foreign Affairs and Trade (MFAT)**, **New Zealand Customs**, and the **Ministry of Agriculture (MAF)** all have key roles.

## Foreign affairs

MFAT advises the government on the country's foreign and trade policy in-

terests. On behalf of the government it communicates with other governments to promote New Zealand's interests.

The ministry works closely with other government departments and agencies, as well as with the business sector, to link international developments and domestic policy.

One important role is to achieve the government's trade objectives both country-to-country and through global and regional organisations such as the World Trade Organisation (WTO) and the Asia Pacific Economic Co-operation framework (APEC).

The ministry also has responsibility for overseeing development assistance projects, mainly in the South Pacific. In 1996-7 these had a collective budget of some \$185 million.

## Organisation

Policy officers analyse and advise on the implications for New Zealand of

## Export agriculture

Around 50 percent of New Zealand's exports are agricultural products. In fact, 90 percent of New Zealand's agricultural production (by value) is exported.

Therefore, the Ministry of Agriculture, along with MFAT and other key agencies, devotes considerable time and resources to expanding trade opportunities for New Zealand's agricultural products and improving the international trading environment for agricultural products in general.

The roles of MAF in formulating trade policy include:

- providing technical and economic policy advice;
- developing procedures that meet the requirements of importing countries in terms of food safety and plant and animal health requirements;
- certifying that exports from New Zealand meet those requirements;
- applying equivalent food safety and plant and animal health standards to imports.

MAF plays an important role alongside MFAT in negotiating multilateral and bilateral inter-Government agreements on sanitary and phytosanitary requirements.

**MAF Policy** provides market outlook information and economic policy advice to the government on



MINISTRY OF AGRICULTURE

**90% of our agriculture is exported**

international agricultural trade issues aimed at maintaining and improving market access for New Zealand's agricultural products.

**MAF Regulatory Authority** provides technical advice and is the government's standard-setter for the range of activities related to maintaining our agricultural security, assuring the health and safety and certification of New Zealand's agricultural exports, managing endemic pests and diseases, and animal welfare.

**MAF Quality Management** is the ministry's service delivery arm. It provides services relating to agricultural security, export certification, animal welfare and pest and disease management.

## Trade –

**R**egional economic groupings are of growing importance in New Zealand's trade policy. The Closer Economic Relations (CER) agreement signed with Australia in 1983 is one of the most far-reaching bilateral trade agreements in the world. It is complemented by other areas of economic co-operation, including the free movement of labour, the harmonisation of food standards and mutual recognition of both qualifications and product standards.

New Zealand and Australia are founding members of APEC. Members of APEC have pledged free trade within the APEC region by 2010 for the more developed economies, and 2020 for the less developed ones.

Globally, New Zealand seeks to advance its trade interests through the



# NEW ZEALAND IN THE GLOBAL COMMUNITY

MFAT, MAF, CUSTOMS, AND  
DECISIONMAKER BRIEFINGS



Te Mana Arai o Aotearoa

developments in other countries, as well as in regional and international organisations. They represent New Zealand in international negotiations, liaise with the New Zealand business community and, with non government organisations, service the country's overseas posts.



MARTI FRIEDLANDER

*New Zealand aids the development of our Pacific Island neighbours.*

## Overseas posts

New Zealand has 49 overseas posts - embassies, high commissions, permanent missions and consulates - in 40 countries and territories. More than 70 other countries are covered

by cross accreditation, and there is widespread use of honorary consuls.

Most ministry staff move between head office assignments and overseas postings which usually last between two and four years. While at overseas posts they represent New Zealand to the host government and community, work to improve trade access for New Zealand exporters, report on political and economic developments, and help New Zealand passport holders who need assistance.

## Trade policy

The overall goal of New Zealand's trade policy is to achieve sustainable economic growth which benefits the community.

To help achieve this, MFAT, MAF, Customs New Zealand and others seek to minimise the formal and informal obstacles to New Zealand's exports. This includes:

- negotiating with foreign governments to obtain access for New Zealand products to their markets
- negotiating better rules and disciplines under which New Zealand products are traded internationally;

- making use of the World Trade Organisation's dispute settlement procedures to take up trade access problems; and
- co-operating with Tradenz and other government agencies as well as business and sectoral groups to help exporters maintain and develop their overseas markets.

*Find out more!*

## Ministry of Foreign Affairs and Trade

Private Bag 18 901, Wellington  
Tel: (04) 494 8400  
Fax: (04) 472 9596  
Web: [www.mft.govt.nz](http://www.mft.govt.nz)

## New Zealand Customs Service

Box 2218, Wellington  
Tel: 0800 4 CUSTOMS  
or 0800 428 786  
Fax: (04) 473 7370

## Ministry of Agriculture

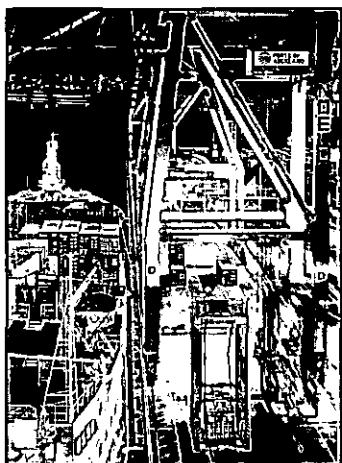
Box 2526, Wellington  
Tel: (04) 474 4100  
Fax: (04) 474 4111  
Web: [www.maf.govt.nz](http://www.maf.govt.nz)

# building partnerships

WTO. This body has 126 members and was established at the beginning of 1995. It was created following the successful conclusion of the General Agreement on Tariffs and Trade (GATT) Uruguay Round.

## Removing barriers

As a member of the World Customs Organisation, New Zealand Customs has a key role in working with more than 140 other customs organisations to make international customs requirements as simple and as harmonised as possible.



Trade is vital to New Zealand

MINISTRY OF FOREIGN AFFAIRS AND TRADE

table for member economies to achieve APEC's goal. This includes:

- implementation of the 'Harmonised System';
- adoption of the WTO Valuation code;

Customs plays an important role in developing the organisation of APEC. Together, Customs and APEC are working to develop Facilitation, Accountability, Consistency, Transparency and Simplicity (or 'FACTS').

An action plan has been developed which establishes a framework and timetable for member economies to

- adoption of 'TRIPS', an agreement about intellectual property rights.

## Kyoto Convention

New Zealand Customs has the responsibility for overseeing the Kyoto Convention on harmonising and standardising customs procedures, and Advance Tariff classification rulings. This system makes sure that goods are classified for tariff purposes before they arrive in port - simplifying, and speeding up processing. The action plan aims to have these new systems in all APEC members by the year 2000.

New Zealand will chair the APEC group in 1999, when heads of government from APEC economies, including Japan and the USA, will gather in Auckland for a summit meeting.



# Security of the nation

**N**ew Zealand's defence policy reflects our strategic situation, in particular our maritime setting, distance from major land masses and areas of tension, our relatively small population and economy, and our heavy reliance on external trade.

While there are no immediate or readily foreseeable threats to New Zealand's physical security, as a global trading nation New Zealand has wide ranging economic, trading and other interests to which challenges can and do arise. These require the support of well-focused foreign and defence policies. Of particular importance is East Asia, because of the extent of our economic links and uncertainties about regional security since the end of the Cold War.

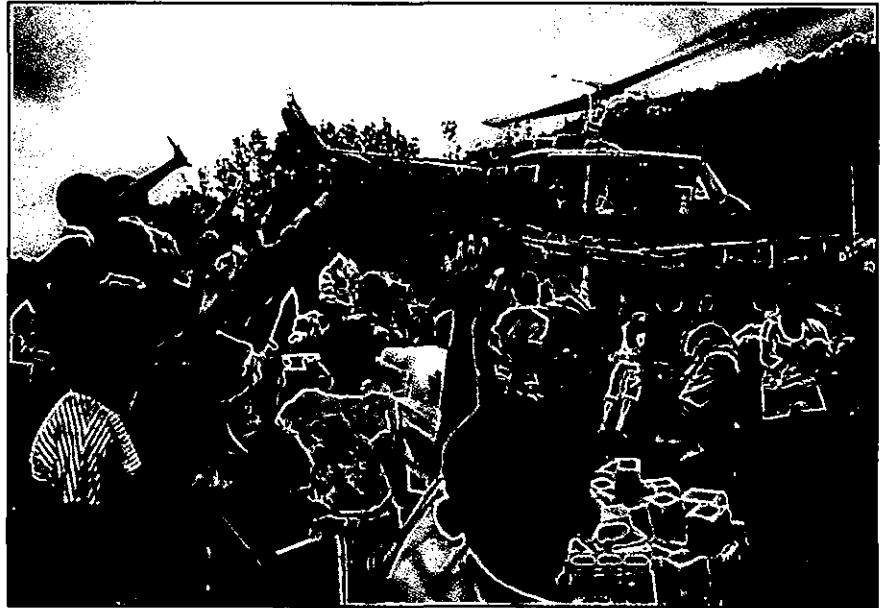
Our defence strategy is called 'Self Reliance in Partnership'. Its three main pillars are:

- to protect New Zealand and its interests from infringements to sovereignty (for example, the poaching of fisheries in our economic zone) and other threats which could arise;
- to contribute to regional security and stability;
- to support the United Nations' peacekeeping activities.

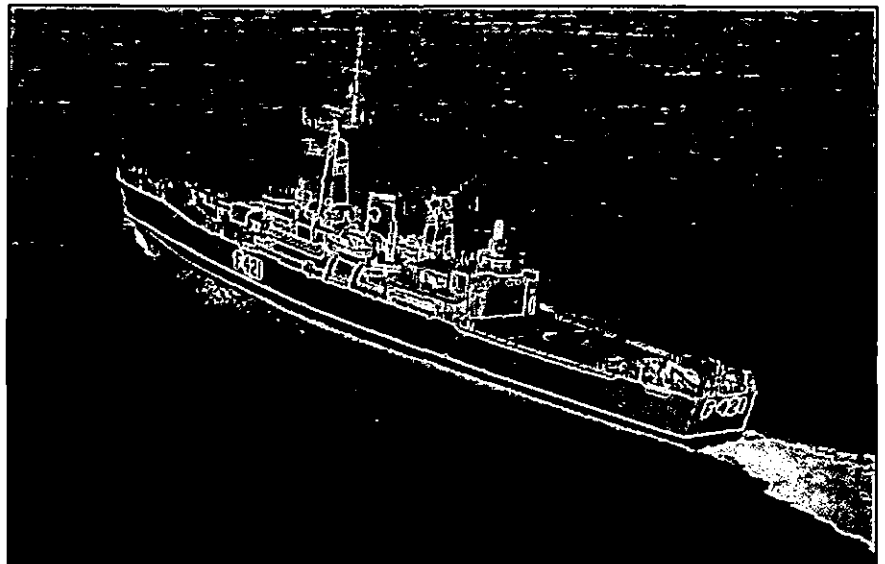
This strategy provides New Zealand governments with a range of options so it can choose an appropriate response to any event. The emphasis is on flexible, general purpose forces, characterised by professionalism, long reach, mobility and readiness.

## Ministry of Defence

The Ministry of Defence was established in 1989. Its purpose is to provide high quality advice to enable the government to make well-informed judgements on the defence of New Zealand and its interests, and to make available the resources needed to do so. In carrying out this task, the ministry works closely with the New Zealand Defence Force.



*New Zealand troops are welcomed in Fiji for cyclone relief.*



*As an island nation, New Zealand needs a capable navy to protect its vital searoutes and trade upon which its economy depends.*

## Defence Force

The primary mission of the New Zealand Defence Force is to maintain a level of armed forces sufficient to deal with small contingencies affecting New Zealand and its region, and capable of contributing to collective efforts where our wider interests are involved.

The New Zealand Defence Force employs about 9,600 men and

women in uniform and 2,000 civilians. This includes:

- 4,300 soldiers of the New Zealand Army;
- 3,200 men and women of the Royal New Zealand Air Force; and
- 2,100 members of the Royal New Zealand Navy.

There are also 4,700 men and women in the Army Territorial Force and the Navy and Air Force Reserves.



MINISTRY OF DEFENCE

*New Zealand's Defence Forces train thousands of young New Zealanders in self-esteem and a wide range of skills - from electronics to high-level management.*



MINISTRY OF DEFENCE

*New Zealand soldiers tread warily in war-torn Bosnia.*

## **Combat and support**

The New Zealand Army combat force is comprised of two regular battalions, artillery batteries, engineers and the light armoured squadrons.

The Naval combat force is comprised of four frigates, Wellington, Canterbury, Waikato and Te Kaha, the replenishment tanker Endeavour and five naval helicopters.

The combat force of the Air Force is comprised of 19 Skyhawk attack aircraft, 13 Iroquois utility helicopters, six P3 Orion maritime patrol aircraft and two squadrons of C130 Hercules and Andover transport aircraft.

Support and logistics for the combat forces includes drivers, medics, signallers, suppliers, storepeople, mechanics and technicians.

Other support and training forces include the Navy's military sealift ship, two survey ships, two inshore survey craft, a diving support ship, training craft, four inshore patrol craft, and the Air Force's 35 training aircraft.

## **What do they do?**

The Defence Forces are ready to go anywhere in support of New Zealand's interests. To be prepared they must train. At the most basic level this involves improving skill at arms, both as individuals and as units - training to work together as teams. It includes training in how to use equipment, how to work with other units, other services and the Defence Forces of other countries.

## **Recent activities**

In 1995 over 500 people from the three services were involved in peace keeping duties around the world. This included a 250-strong infantry company group with the United Nations in Bosnia.

In 1997 there were observers with the UN in Croatia and the former Yugoslavia, and officers attached to the NATO Supplementation Force in Bosnia. There were also observers supervising the truce between Israel and Syria, a team in Baghdad with the UN Commission on Iraqi weapons of mass destruction, and a frigate which spent three months helping to enforce UN sanctions against Iraq.

The Defence Force has also provided troops in Haiti, Somalia and Rwanda, for the Multi-National Force in the Sinai, and to the South Pacific Peacekeeping Force in Bougainville.

Mine clearance training personnel have been stationed in Mozambique, Cambodia and Angola.

The Defence Force regularly participates in air, sea and land training exercises with our Australian and Asia Pacific partners. These exercises provide valuable training, and show other countries that New Zealand is prepared to contribute to the security of the region.

The Air Force's Orion aircraft carry out regular maritime surveillance patrols over New Zealand's waters and the economic zones of our Pacific island neighbours, helping those countries maintain control over their vital marine resources.

Each summer, the Defence Force provides logistics support to the New Zealand scientific effort in the Antarctic.

The Defence Force is on standby for search and rescue callouts, with Orion aircraft and Iroquois helicopters available at short notice.

## **Training**

The Defence Force is one of New Zealand's largest training organisations. Since 1993, it has helped some 2,000 unemployed young people gain practical job skills and personal development under the Limited Service Volunteer Scheme.

Sixty percent of these graduates have gone on to find work or do further training.

In addition to military training, the Defence Force in 1996 also had 300 people doing university courses and over 600 doing trades training - civilian as well as uniformed staff.

*Find out more!*

Ministry of Defence  
Private Bag  
Wellington  
Tel: (04) 496 0999  
Fax: (04) 496 0869  
Web site: [www.govt.nz/ps/min/defence](http://www.govt.nz/ps/min/defence)

# Nations united

*by Terence O'Brien*

*Director, Centre for Strategic Studies, VUW; former chair of the UN Security Council*

**F**rom the debris of World War II, the United Nations (UN) was created in 1945 as a universal system of management for global security and prosperity. At its core was the Security Council, with responsibility for the maintenance of peace and security.

Over the first 50 years of its life, the Cold War (1947-1991) with its nuclear and ideological competition, diminished the capacities and authority of the system. However, significant achievements were secured in:

- campaigns against illiteracy, poverty, and disease;
- economic development;
- maritime law;
- disarmament and peacekeeping;
- promotion of human rights;
- putting the environment on the world's agenda.

## Enduring need

The globalising of the world



**Kiwis serve with the UN, training Cambodians to remove land mines.**

MINISTRY OF DEFENCE



**The United Nations General Assembly provides an opportunity for all nations to be heard. Terence O'Brien is in the second row, at the right.**

MINISTRY OF FOREIGN AFFAIRS AND TRADE

economy, the deepening impact of interdependence between nations, the trans-national nature of modern threats (arms proliferation, ecological degradation, crime, drugs, AIDS, unregulated flow of people etc), all point to an enduring need for a universal and relevant framework of rules and behaviour.

With its principle of the sovereign equality of nations, and the opportunity it provides to form coalitions of interest between like-minded countries to pursue or protect common interests, the UN offers particular opportunity to smaller, less powerful nations.

The liberal open trading system, the environmental frameworks and the evolution of law for the sea are all particular areas that have helped New Zealand. These simply could not have been secured by New Zealand acting alone.

## The future

The future for the UN depends upon reform to make it relevant to the 21<sup>st</sup> century. Amongst major powers an ambivalence about the UN endures. Without agreement amongst the major powers the full potential of the system itself will remain unrealised.

Failure to provide the UN with resources and authority threaten the system at a moment when the need for it actually grows.

New Zealand, as a small country with limited clout and diplomatic reach, retains a vested interest in an effective UN system. It was amongst the original 50 founder nations. For that reason, as well as others, New Zealand should pursue effective reform, that extends beyond improvements in financial management (important though that is) and enhances the role and the authority of the system to meet the new challenges of the next century.

The need to equip the UN with a sounder basis to undertake peace support activities in the world is one particular area where New Zealand backing is appropriate, and where in the last five years the New Zealand effort has expanded.

*Find out more!*

Centre for Strategic Studies (CSS:NZ)  
Tel: (04) 496 5434  
Fax: (04) 496 5437  
Email: [css@vuw.ac.nz](mailto:css@vuw.ac.nz)



# Guarding the borders

Every year, the amount of international travel and trade grows. New Zealand needs trade to prosper. But trade also carries dangers. New Zealand Customs is charged with making sure that what comes in and goes out will not harm New Zealand. It also helps to make legitimate trade and travel as easy as possible.

Customs' objectives are to:

- protect New Zealand's borders by controlling the entry and exit of people and goods;
- enforce New Zealand's laws and international obligations concerning trade in prohibited or restricted goods, such as illegal drugs, pornography, firearms and endangered plants and animals;
- act as an agent at the border for many other government organisations;
- administer the government's economic, tariff and trade policies, including the collection of customs duties, excise duties, GST and other revenue charges.

Customs has to balance two opposing tasks – facilitating travel and trade while at the same time ensuring our borders are effectively protected. This is a very complex task. Customs works closely with more than a dozen other government agencies to ensure the rules are observed and people can travel easily and safely.

## Keeping things out

There are many things we don't want in New Zealand. Customs works with a range of government organisations to keep out guns, explosives, illegal drugs, pornography, hazardous chemicals and radioactive material. The people who try to bring illegal drugs into New Zealand can be quite ingenious. Customs has found drugs swallowed, inserted externally, taped to the body, concealed in footwear, candles, tins of goop, greeting cards, and soaked in pages of books. Drugs

have been concealed in bongo drums, yams, and statues. Customs internationally has the technology to x-ray the inside of bananas but dogs continue to be the most effective at smelling things out.

Sophisticated data-matching with other organisations within New Zealand and overseas helps Customs to spot Triad gangs and illegal aliens trying to infiltrate New Zealand.

## Keeping things in

While much of Customs' work involves keeping things out, there are also things we want to keep in. These include endangered animals and plants and New Zealand antiquities. It can be an unpleasant part of Customs officers' work to open suitcases filled with half-dead keas. Fortunately, this is rare.

## Taxes

Various tariffs and duties are levied on imported goods. These include levies on imported alcoholic drinks and oil pollution levies. It is Customs' job to collect these and make sure that the rules are applied fairly and equally. Customs also collects GST on imported goods (with established customs collection systems).

## Information

Customs plays an important role in collecting information about New Zealand trade. They collect information about what kinds of goods are imported and exported, how much of them, what means of transport are used and the value of goods.

This information helps the government manage the economy and helps business identify opportunities for new products and services. The statistics compiled are available through Customs and through Statistics New Zealand.

Passport control points allow Customs to keep track of who enters and leaves New Zealand. This ensures that immigration and emigration legislation are observed. The data compiled

by Customs has shown the enormous increase in tourism over the past decade.

## Service

Customs continually upgrades its procedures in order to provide high quality service. At international airports, Customs has worked closely with airport companies to reduce

red tape. Modern techniques allow Customs to manage ever-increasing numbers of travellers, while paying attention to those who need it.



*Dogs are still more effective than machines at smelling things out.*

NEW ZEALAND CUSTOMS SERVICE

*Find out more!*

New Zealand Customs Service  
Box 2218, Wellington  
Tel: 0800 4 CUSTOMS  
or 0800 428 786  
Fax: (04) 473 7370

**If you see anything suspicious involving shipping, eg a small craft or yacht meeting an international vessel, please call:  
Coastwatch 0800 654 279**



# Invasion!

**N**ew Zealand is unusual, and fortunate, in being relatively free of the plant and animal pests and diseases which afflict many other countries. One of the key roles of the New Zealand Ministry of Agriculture (MAF) is to keep it that way. There are several aspects to this role, including:

- determining what can and cannot be safely and legally allowed into the country;
- educating travellers about their responsibilities;
- checking passengers and baggage at the border for prohibited or restricted goods;
- checking commercial consignments to ensure they are free of pests, diseases and weeds;
- having monitoring programmes to give early warning if unwanted pests manage to get in past these controls; and
- having strategies in place to control and eradicate them if they do.

Pests can hitch a ride into a country on or in fruit, vegetables, fabrics, packaging materials, wood and so on. Living creatures such as ticks and fleas can hitch a ride on people and animals. Flukes and tapeworms, including the hydatids worm, arrive inside their animal or human hosts. Viruses can survive on meat - even frozen meat - for several months. Bee diseases, such as European foulbrood, can be carried on honey or other bee products.

All travellers entering this country are required by law to declare all plant and animal material in their possession. MAF Quarantine Service officers check luggage for restricted or prohibited items. They also rely heavily on passengers' co-operation and common sense.

The main problem is ignorance; many people do not realise the damage one jar of honey, one mango or one piece of salami could do.

As part of a strategy to be even



MINISTRY OF AGRICULTURE

## The fruit fly incident

**O**n 2 May 1996, two male Mediterranean fruit flies were collected from a trimedlure (pheromone) trap in Mt Roskill in Auckland.

They were found during routine checking of the active surveillance system run by MAF, which involves checking nearly 7500 fruit fly traps nationwide every fortnight.

As a result of the capture an A-zone of 200 metres radius and a B-zone of 1.5 kilometres around the finds were established. In the A-zone, lure traps, to catch males, were placed in fruiting host trees on every property. Bait traps, primarily to catch females, were also placed in the A-zone. In the B-zone, 20 to 30 lure traps were

placed per square kilometre.

Ripe fruit was regularly sampled from 11 A-zone properties and checked for larvae. Spot spraying of protein bait mixed with Maldison (an insecticide commonly used in home gardens and to treat head lice) was carried out in the A- and B- zones.

Between 2 May and 23 May, a total of 41 adult fruit flies and 85 larvae were found. None have been found since, and the signs are that the infestation has been eradicated.

All the evidence points to this pest having arrived on fruit brought in illegally by a traveller. The eradication programme alone cost over \$4 million - not including the value of lost export earnings.

more vigilant at the border, MAF is bringing in new x-ray technology at airports which can detect organic material such as fruit and meat in luggage. It is also using sniffer dogs to find prohibited or restricted items which have not been declared by passengers.

With this three-pronged approach - well-trained staff, x-ray machines and detector dogs - it is MAF's goal

that New Zealand always maintains its clean, green status.

*Find out more!*

MAF Quarantine Service  
Box 10 814, Wellington  
Tel: (04) 473 8996  
Fax: (04) 473 2975  
Web: [www.maf.govt.nz](http://www.maf.govt.nz)

# DELIVERING JUSTICE

HOW YOUR VOICE MAY BE HEARD

## Our Pacific way

by *Mere Tapaeru  
Tereora, QSM, JP*

*Past National President of Pacifica  
Inc. – the Pacific Islands women's  
organisation in New Zealand*

For the delivery of justice to be effective and fair it must reflect the core values and beliefs of the people on whose behalf it is applied, and who are subject to what it says.

### Our Pacific identity

In recent years, the New Zealand government has appeared to walk more willingly towards balancing its Westminster traditions with its Pacific identity. Traditionally crime prevention has visibly focussed on 'policing' and 'punishment', the belief being that punishment would act as a natural deterrent to further offending.

Recent history clearly tells us that 'policing' and 'punishment' do not in themselves deter offenders, and that the cultural, political and economic situation that people are in are major factors that cannot be ignored. If we widen our view we will better understand why specific populations such as Pacific people are over-represented in offending statistics.

### New solutions

The Ministry of Justice is moving towards taking this broad view, and therefore widening its approach to

crime prevention. The ministry, for instance, is exploring alternative models for dispute resolution. In truth, Pacific models are not alternatives that stand outside any common understanding of justice, they provide a framework that is meaningful in its intent, administration and reception. These models should be included within New Zealand's crime prevention policies.

### Safer communities

Another example of government's initiative is the **Crime Prevention Unit's Safer Community Councils**. Again the emphasis, as with other new initiatives, is to provide a structure that is understood, and values, all New Zealanders.

The Pacific community is a key stakeholder. Pacific Island peoples should be given the opportunity to design and deliver programmes in a culturally appropriate way.

An environment that encourages government agencies to develop a coordinated framework for the development of policy and their operations is one that gives real support to justice and its implementation.

Any step that moves us towards improved access and understanding is a step to accessing justice.



*Mere Tapaeru  
Tereora, QSM, JP*

PACIFICA INC

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the judiciary
- Crown Law Office:  
prosecuting offenders;  
advising government
- Corrections:  
programmes to  
reduce re-offending
- Civil law:  
contracts, torts,  
remedies for citizens

#### *Delivering Justice*

(ISBN 0-908842-29-5) is a publication within the *DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by *Asta Pacific Economic News Ltd (APEN)* in consultation with the *Parliamentary Service Commission*. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington

# Principles of the law

INTRODUCTION TO THE LAW

The law is a set of rules to enable our society to function. Everyone has rights and responsibilities set out in the law so we know what we are, or are not, allowed to do.

Our legal system has a very long history. Its present form has developed over hundreds of years. Many of the rights people enjoy today go back to ancient laws, such as the Magna Carta, which established the right to be treated fairly and equally before the law. The Magna Carta is still law in England (and New Zealand).

Aspects of English law in New Zealand today include the Westminster tradition of government, use of common and statute law, adversarial court proceedings, jury trials and rights protecting the individual from the state.

Another important influence on New Zealand law is the Treaty of Waitangi. Ideas about sovereignty and multiculturalism, derived from the Treaty, are important in New Zealand law.

## Common and statute law

In New Zealand there are two types of law – common and statute. Common law is created by judges when deciding cases. Statute law is written by Parliament. It is set out in documents such as the Resource Management Act.

In the middle ages, all English law was common law. Starting with the Norman invasion of England, monarchs began to make statutes, following the practice of the Roman Empire. Over time, it became the main source of law.



The third pillar of the Westminster system: the judiciary

THE EVENING POST

The theory behind this is that two sides, each arguing a different version of relevant events, will allow the judge or jury to work out what the truth of the matter is.

The adversarial system is generally contrasted with the inquisitorial system.

But written statutes can never anticipate every possible circumstance that will arise.

When statutes are not enough to decide a case, judges refer to the common law. Common law is about basic principles of justice, and how these have been applied in earlier cases. It evolves over time as judges create new precedents to deal with new situations. Sometimes a judge will overrule a precedent set by another judge, if the precedent is out of date.

Together, common and statute law make for a better legal system. Statute law allows government to deal with problems facing the whole community in a consistent way. Common law allows unusual circumstances to be dealt with in the most appropriate manner.

## Adversarial courts

New Zealand follows the tradition of adversarial courtrooms. This means that two sides, prosecution and defence, each present their story of the events. Then the judge or jury determine what is truth, and what is not.

This comes from Roman law and is used in many countries, including most of Europe. In the inquisitorial system, a panel of judges conduct their own investigations and generally take a more active role than in adversarial courts, where the result can hinge on who has the better lawyer.

## Juries

Juries play an important part in our legal system. You have the right to have your case heard by a jury in any case where the penalties include more than three months in prison.

Juries are comprised of twelve members of the public, selected from the electoral roll. They hear the evidence in court, then decide whether the defendant is guilty or innocent. All twelve jurors must agree on the verdict. However, it is the judge who decides what sentence to impose.

The use of juries has several benefits. Juries being composed of ordinary people means that the justice system stays in touch with the public. The need for twelve different people to agree on a case means the case is less likely to be influenced by personal factors. This might happen if a single person decided.

## Rights under law

New Zealand law protects individuals against mistreatment by the law. These basic rights used to be guarded by common law. Now they are set out explicitly in the Bill of Rights Act,

### EXTRACT FROM THE

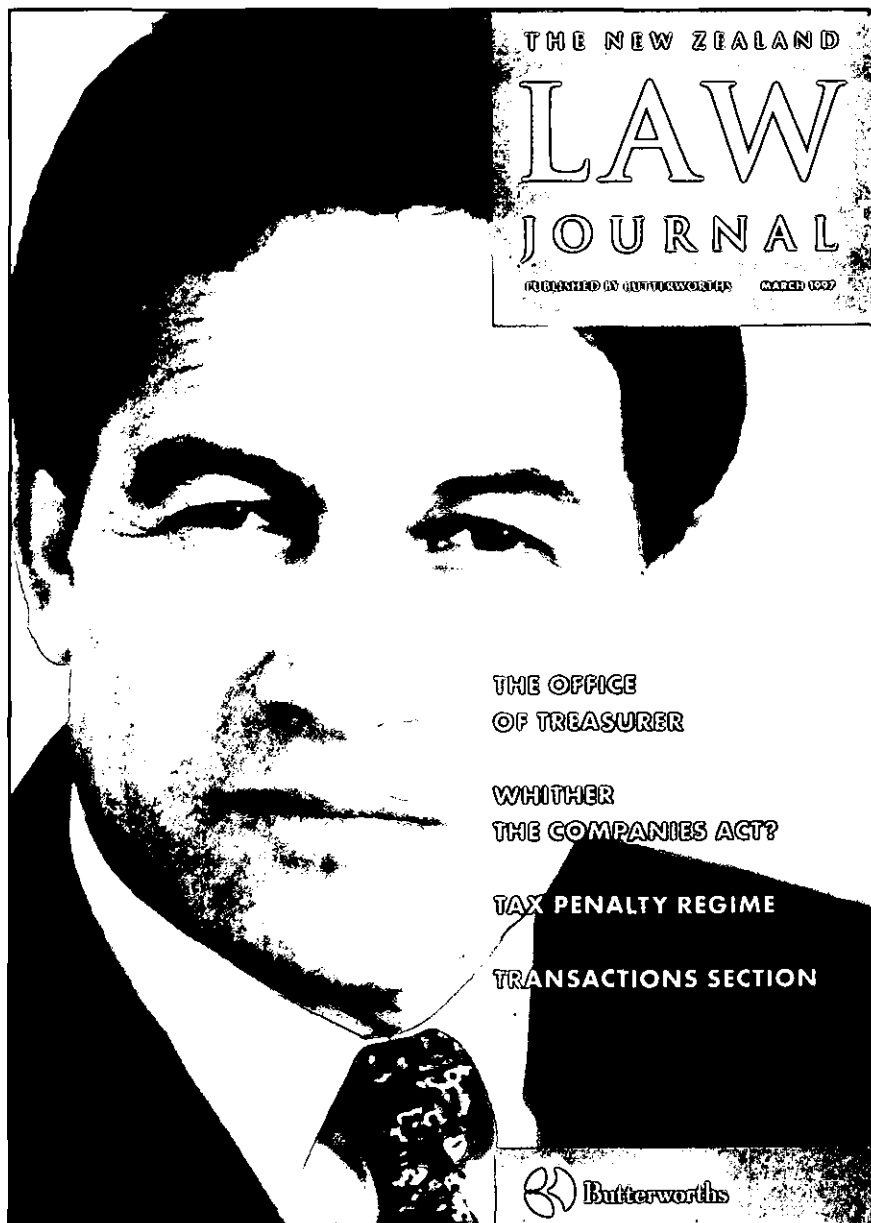
## Magna Carta

"No free man shall be seized or imprisoned, or stripped of his rights or possessions, or outlawed or exiled, or deprived of his standing in any other way, nor will we proceed with force against him, or send others to do so, except by the lawful judgement of his equals or by the law of the land.

To no one will we sell, to no one deny or delay right or justice"

[signed] King John, 1215





The New Zealand Law Journal keeps people up to date with legal news

where people can see them, and react to their violation.

One set of rights is associated with personal freedoms. They include freedom of thought, conscience and religion. Further rights include the right to free movement, association and peaceful assembly.

Another important group of rights deals with protections under criminal law. These protect the individual from unreasonable search and seizure and arbitrary detention. They require that individuals be informed of the reason for detention; that they may get legal advice; and that they do not have to answer questions.

*Find out more!*

Legal publishers, of which Butterworths is the major one in New Zealand, provide information about Acts of Parliament, cases and legal comment. These are published in the form of texts, journals, bulletins, reports and by electronic means. Publications of interest:

*The Laws of New Zealand*  
*The New Zealand Law Journal*  
*New Zealand Law Reports*

Butterworths of New Zealand Ltd  
PO Box 472, Wellington  
Tel: 0800 800 986; Fax: (04) 385 1598

# Our Bill of Rights

The New Zealand Bill of Rights was passed by Parliament in 1990. It is a declaration of civil rights that all New Zealanders have. However, it cannot be used by courts to overturn other laws. Extract (section 25):

"Everyone who is charged with an offence has, in relation to the determination of the charge, the following minimum rights:

- (a) The right to a fair and public hearing by an independent and impartial court;
- (b) The right to be tried without undue delay;
- (c) The right to be presumed innocent until proved guilty according to law;
- (d) The right not to be compelled to be a witness or to confess guilt;
- (e) The right to be present at the trial and to present a defence;
- (f) The right to examine the witnesses for the prosecution and to obtain the attendance and examination of witnesses for the defence under the same conditions as the prosecution;
- (g) The right, if convicted of an offence in respect of which the penalty has been varied between the commission of the offence and sentencing, to the benefit of the lesser penalty;
- (h) The right, if convicted of the offence, to appeal according to law in a higher court against the conviction or against the sentence or against both;
- (i) The right, in the case of a child, to be dealt with in a manner that takes account of the child's age.

INTRODUCTION TO THE LAW

# Safer communities



THE EVENING POST

Police are part of the community they serve

The New Zealand Police is a large, complex and high-profile organisation. Its role is central to the well-being of our society, and its operations and activities touch directly on the lives of every New Zealander.

Maintaining law and order, and detecting and responding to crime will always be a major and vital part of the role of the police. This is balanced by an increasing emphasis on preventative policing and enhancing public safety.

## Prevention

Preventative policing is characterised by working in partnership with community and government agencies, adopting a stronger customer focus and using technology, training and teamwork to enable frontline police staff to perform more effectively and ensure they meet the community's needs.

The Police have developed a number of priority responses to crime trends. The key to the success of these programmes is the use of interagency partnerships, the increasing neighbourhood participation in crime re-

duction and early intervention to break down the cycle of offending. These projects concentrate on:

- family violence;
- street violence and disorder;
- house burglaries;
- motor vehicle crime;
- alcohol abuse;
- youth at risk.

## Community involvement

Successful preventative policing depends on a number of critical factors, including:

- early intervention;
- rapid response to local problems;
- consultation with the community;
- targeting problems and developing solutions to them; and
- high quality information systems.

In the new policing environment, the community is no longer seen as a client; but rather as a partner.

The community and the police share responsibility for maintaining public order and reducing crime. Full community involvement is especially needed to determine what the policing needs of the community are, and what resources should be deployed to meet those needs.

## Partnerships

Partnerships provide a constructive means for resolving difficult social issues. New problems and issues are rapidly arising world-wide. Organisations working in isolation are hard pressed to respond swiftly and effectively.

They must instead take a proactive approach. For effective community-based policing, all government agencies must work together to solve problems. This approach must be applied across the board. Benefits from a partnership approach include:

- improved delivery of services;
- improved communications at all levels, resulting in enhanced co-operation, trust, understanding and support between partners;
- minimal duplication of effort and more effective use of resources;
- shared information and resources;
- formalised relationships;
- agreed and improved joint measures of performance and accountability; and
- agreed negotiated procedures for conflict or issue resolution.
- greater trust and confidence in police and the capability of the community to enhance its own safety.

Success in building safer communities depends on the various parties: the police; other government agencies; and the community joining in partnerships and working together in the interests of a common cause.

*Find out more!*

NZ Police National Headquarters  
Box 3017, Wellington  
Tel: (04) 474 9499  
Fax: (04) 474 9428



# Judgement

The judiciary is one of the three basic elements of the New Zealand government. The legislature and executive deal with making the law and carrying it out, but in the courts judges apply it to disputes within the community. They enforce and maintain the rule of law in New Zealand.

The first annual report of the New Zealand Judiciary in 1995 states that the judiciary's role is to administer justice by resolving disputes, and enforcing the law to maintain public order.

## Independence

The judiciary is independent of legislative or executive influence. Judges are appointed on behalf of the Queen by the Governor-General for life (although they retire at age 68). The appointment process involves a great deal of consultation to make sure the best candidate is picked. Although procedures exist to remove a judge from office, this has never been necessary in New Zealand.

The independence of the judiciary also applies to individuals. Judges have control over their own courtrooms and make their decisions free of any outside influence.

## Department for Courts

The judiciary and courts are constantly evolving in response to changes in society and the law. The formation of the **Department for Courts** is one of these. Until 1995, the needs of judges and courts had been administered by a division of the Ministry of Justice. A separate Department for Courts was seen as a way to strengthen the independence of the judiciary.

The department works in partnership with judges to improve court services. Areas being investigated include caseflow management (which makes court proceedings more predictable, and allows more efficient time use) and new informa-

## The Crown's lawyers



THE EVENING POST

*The Crown Law Office represents the Government at the Waitangi Tribunal.*

Everyone is equal before the law. This includes the government, which must obey the law just like everyone else.

The Crown Law Office is the government's legal adviser. It advises the government about what it can and cannot do. The Crown Law Office also represents the Crown in prosecuting people and organisations who break the law. It defends the government when it is accused of breaking the law itself.

The Minister for the Crown Law Office is the Attorney General, who keeps other ministers advised on legal issues. The chief executive of the Crown Law Office is the Solicitor-General, who is appointed by the Governor-General. The work of representing the Crown in court cases is normally carried out by the Solicitor-General and his or her staff.

## The law teams

The **Commercial Public law team** deals with commercial litigation including competition law, intellectual property and corporatisation.

The **Commercial Regulatory**

**team** deals with areas such as agriculture, immigration and patents.

The **Criminal and Crown Solicitor's team** run the National Prosecution Service which prosecutes people for criminal offences.

The **Employment, Education and Welfare team** help government agencies in their capacity as employers.

The **Land and Resources Management team** deal with resource management, property matters and local government.

The **Law Officers' team** help the Attorney General and Solicitor-General fulfil statutory duties.

The **Taxation and Public Finance team** look after the legal end of government revenues.

The **Treaty Issues and International Law team** deal with the Treaty of Waitangi and international law.

*Find out more!*

Crown Law Office  
Box 5012, Wellington  
Tel: (04) 472 1719; Fax: (04) 473 3482



tion technologies (including better ways to record court proceedings, and electronic libraries for judges and court staff).

### Hierarchy of Courts

New Zealand's courts are structured in a hierarchy. This means there is no confusion about jurisdiction, and that rules of precedent are clear – a consistent approach will be taken to similar cases. The decisions of higher courts are binding on lower courts.

The amount of work for the courts is always increasing. Changes are made to the system as new needs arise. For instance, there are presently trials of alternative dispute resolution procedures to take some workload off the courts. These use systems such as mediation and arbitration to resolve disputes.

The jurisdiction of the courts changes too. For instance, the District Courts now have responsibility for some of the serious cases previously dealt with only by the High Court.

### Privy Council

New Zealand's highest court is the Judicial Committee of the Privy Council in London. These days very few cases are brought before the Privy Council.

In some Commonwealth countries, such as Australia and Canada, the right to go to the Privy Council has been abolished.

### Court of Appeal

The Court of Appeal is superior to the High Court. As its name implies, it deals only with appeals.

It comprises seven permanent judges, and temporarily appointed judges as necessary. The judges of the Court of Appeal are usually drawn from the High Court, although some are appointed directly from the legal profession.

The Court has a Criminal Appeal Division which hears most criminal appeals. Only cases which deal with significant legal issues, issues of public importance or other special circumstances are heard by the full Court of Appeal.



*The seven Judges of the Court of Appeal in 1997.*

### High Court

The High Court deals with major criminal and civil cases. It possesses **inherent** jurisdiction. This means that the Court has all the powers required to administer justice in New Zealand, even if the necessary powers have not been specifically conferred by statute.

### District Court

The District Court deals with the majority of criminal cases, and civil cases involving amounts up to \$200,000. The powers of the District Court are not inherent, but specifically granted by statute.

With changes in society and the justice system, the District Courts are increasingly dealing with more serious cases. Less serious issues are dealt with by tribunals such as the Disputes Tribunal and Residential Tenancies Tribunal.

This trend will probably continue as the amount of work for the courts grows, and new alternatives are developed.

### Other Courts

Some areas of law require special expertise. In some cases this requires a separate court to more effectively deal with disputes. Some examples of these are the Family Court, Environment Court, and the Employment Court.

## The role of judges

The role of judges is to interpret and apply the law, so they have to know it well. For this reason they are selected from the legal profession, mainly from people who have experience in court-rooms.

District Court judges are appointed by the Governor-General on the advice of the Minister of Justice, High Court judges on the advice of the Attorney General.

The judiciary is not expected to take sides on political issues. Judges must apply the law without regard to personal opinions.

The independence of judges is protected in a number of ways. They are appointed for life (although required to retire at 68) and are protected by law from arbitrary dismissal. By convention, politicians should not make personal criticism of members of the judiciary.

All of this means that judges are free to interpret the law as best they can. They do not have to worry about the government acting against them if they interpret laws in ways that the government does not like.



# Reducing re-offending

The Department of Corrections' core role is managing sentences imposed by the courts – in prisons or through community-based sentences such as periodic detention and supervision – and providing information to the judiciary to assist their decisions on sentencing offenders.

In carrying out its responsibilities for managing sentences, Corrections aims to:

- ensure those sentences are carried out properly; and
- use the time that offenders spend under the department's supervision as constructively as possible.

Corrections' overall goal is to reduce re-offending. The department sees itself as having a clear role in crime prevention; by helping to break the cycle of offending.

## How it's done

Key areas of development toward reducing re-offending are:

– sound assessment of why individuals commit offences. This will help to determine what kind of treatment and management that person needs to help them avoid re-offending;

– use of a core set of programmes which target key reasons for offending and are proven to reduce re-offending. These must be delivered consistently, measured and evaluated. An example of this is cognitive skills – teaching offenders how to think through, and manage, their actions;

– an integrated approach to managing an offender's time in

the corrections system. This will maximise the value of Corrections' range of interventions. These need to be linked so they reinforce each other – for example, from the first



**Probation Officers train in 'integrated supervision'. This is a new approach in management of community-based sentences. It combines methods of dealing with offenders which research shows are effective – finding out why offenders offend and working out, with them, how to tackle those problems and reduce the risk of their re-offending.**



**A prison officer explains building techniques to an inmate constructing a cell unit at Rimutaka Prison. Corrections has a strong focus on improving skills and providing employment for inmates to help them find work on release and so avoid re-offending.**

report made to the courts by a Probation Officer, through assessment in a prison reception centre, supervision of targeted programmes by prison officers, psychological treatment, recommendations for parole conditions and then supervision of the offender's reintegration into the community;

– addressing the offending-related needs of Maori offenders, who form a large proportion of those in Corrections' care; developing effective interventions involving iwi and Maori

service-providers which will significantly reduce Maori re-offending;

– setting up a comprehensive employment regime for prison inmates. This will help build a work ethic, teach skills and equip them to gain work on release from prison and so avoid re-offending;

– developing and trialling alternatives to prison. This includes residential centres – to deliver

strongly focused programmes targeting reasons for offending, such as drug dependence or violence; and detention of offenders at home by monitoring their location with sophisticated technology.

## Safe, secure, humane

The goal of reducing re-offending does not mean any less emphasis on the department's responsibility to contain inmates or correctly supervise offenders on community-based sentences. A safe, secure and humane system in which the public can trust is the basis for Corrections' development.

*Find out more!*

Department of Corrections  
Private Box 1206  
Wellington  
Tel: (04) 499 5620  
Fax: (04) 499 5636



# Civilised law

DELIVERING JUSTICE

**C**ivil law deals with relationships between individuals. In criminal law the state takes an action on behalf of the entire community against individuals who are accused of breaking the law. In civil law an action is taken by one individual against another. Two important examples of civil law are the law of contract and the law of torts.

## Contract law

Contract law influences almost every aspect of our lives, from making a small purchase at a supermarket to entering into an employment contract. Contracts are based on agreements between individuals, either to do, or not to do, something.

A person suing in contract must prove he or she had entered into a valid contract with another person and the other has not fulfilled their side of the agreement.

Every contract must satisfy a number of requirements to be legally binding. However, many types of contracts are also subject to special rules because of their particular subject matter. Examples of these "special contracts" include employment



MARK HANTLER

*The proposed All Black tour to South Africa in 1985 was stopped by a civil law action claiming the proposed tour violated the Rugby Union's constitution.*

contracts, contracts for the sale of goods and contracts for the sale and purchase of land.

## What are torts?

A tort arises where one person commits a wrongful act or omission against another. Tort law is a mixed bag of rules restricting certain activities which may cause others harm.

One of its major purposes is to compensate individuals for damage caused by another person's negligence. However, tort law also protects, amongst other things, a person's reputation (defamation), use or enjoyment of property (nuisance)

and right to freedom of movement (false imprisonment).

## Remedies in civil law

Many minor disputes between individuals can be resolved by the parties themselves or with the help of an intermediary. Depending on the size of the claim, it may be taken to a disputes tribunal, the District Court or High Court. If a dispute goes to court and the claimant (plaintiff) wins his or her case, a wide range of remedies may be available. For example, the court may order the defendant to do something, such as fulfill their obligations under a contract. Alternatively, the defendant may be ordered to *stop* doing a particular activity.

The court may also award the plaintiff damages as compensation for any loss or harm caused by the defendant's action. In some cases, what are known as exemplary or punitive damages may be awarded to indicate how seriously the Judge or jury disapproves of the defendant's behaviour.

*Disclaimer: this article should not be used or relied upon as an alternative to obtaining detailed legal advice.*

*Find out more!*

New Zealand Law Society  
Box 5041, Wellington  
Tel: (04) 472 7837; Fax: (04) 473 7909  
Email: [inquiries@nz-lawsoc.org.nz](mailto:inquiries@nz-lawsoc.org.nz)  
Web: [www.nz-lawsoc.org.nz](http://www.nz-lawsoc.org.nz)

## Consulting a lawyer

Many people will at some stage face a legal problem with another individual or organisation. If you are unsure about your legal rights, it is a good idea to consult a lawyer. There are a variety of situations in which you may need a lawyer. To name just a few:

- You have purchased something which turns out to be faulty, damaged or not what you thought you were buying.
- You are asked to sign a contract that you do not understand or agree with.
- You suffer property damage because of what you believe

is somebody else's negligence.

- You have been publicly and wrongfully accused of something which you believe has hurt your reputation.

In consulting a lawyer, you may be quoted a set fee at the beginning of the matter. This occurs in straightforward cases where it is possible for the lawyers to be reasonably sure of the amount of work involved.

In other situations, the legal fees will be based on the amount of time and the degree of skill and expertise required to undertake the particular job.

# How You Can Use THE LAW

HOW YOUR VOICE MAY BE HEARD

## I know my rights

by Mike Regan  
Educator and Journalist

"I know my rights" is an often heard plea – among children, students, adults and the retired. Often they do.

They know rules and laws exist to protect them and, when faced with injustice, they probably have a vague idea of what those rights should be.

"Although laws are there to protect your rights they're better used as a last resort"

This part of the Guidebook to Parliament focusses on your individual rights and how you might get help with the law when you need it.

At some stage in all our lives we are going to need to know some aspects of the laws of our land.

Many of them you will already be aware of – from those governing the granting of a driver's licence and drinking in pubs to those about stealing and cheating. You will encounter a great many more once you have left school and enter into employment contracts, mortgages and marriage.

Whatever connection you might

make with the laws of New Zealand it's worth remembering our tradition of valuing human rights and respecting each other's opinions, values and positions. Our laws reflect these changing values. The Bill of Rights Act, passed by Parliament in 1990, is having an ever-increasing effect on government policy and legislation.

The directory of legal services within this book provides you with a range of contacts for many organisations and how they might help you.

It's important you know your rights (and responsibilities), how those rights are protected by law and what you may do if they are infringed.

Although laws are there to protect your rights they're better used as a last resort. First seek other ways of dealing with problems, before they blow up out of proportion. Bringing someone in to mediate is a useful, and often successful, strategy.

You may believe you know your rights but spending a while exploring the workings of New Zealand's legal system may give strength to your cry when next you proclaim "I know my rights!"



Mike Regan

THE DOMINION

### inside

#### How you can use the law

- Your rights:  
The UN declaration; rights and the law
- Help! – A directory of who can help you with the law
- The Ombudsmen: guardians of our freedom of information
- Financial ombudsmen: insurance and savings, banking
- The Waitangi Tribunal: righting injustice
- Broadcasting standards: keeping TV and radio up to scratch; making a complaint
- Caring for kids: children's rights children's issues

#### How you can use the law

(ISBN 0-908842-33-3) is a publication within the *DecisionMaker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by Asia Pacific Economic News Ltd (APEN) in consultation with the Parliamentary Service Commission. Further copies, and the 1997 composite volume are available from APEN, Box 3978, Wellington



# Rights and the law

**H**uman rights laws protect us from unfair treatment and discrimination. In a nation with many different cultures and lifestyles, they ensure minority groups are not mistreated by the majority.

In New Zealand we have a strong tradition of respect for human rights. Although we do not have a written

## Discrimination unlawful

Under Part II of the Human Rights Act 1993, discrimination is unlawful on 13 grounds in a range of areas including employment, the provision of goods and services, access to public places, vehicles and facilities, land, housing and accom-

modation, and educational institutions.

## Consistency 2000

New Zealand has comprehensive human rights legislation. However, the Human Rights Act is overridden by other legislation, and does not affect anything done by the government on some grounds of discrimination introduced in 1993. These exemptions are temporary and run out on 31 December 1999. The government has the important task of resolving inconsistencies between the Human Rights Act and other legislation, policies and practices before that date.

In a project called Consistency 2000, the Commission is examining all acts, regulations, policies and administrative practices of the government to determine where these conflict with the Act. It will report its findings to the government by 31 December 1998. The government then has a year to resolve the conflicts identified.

A positive spin off of this major project – perhaps the largest the Commission has ever undertaken – is that numerous public servants are now more aware of human rights generally and the Act in particular. As a result, policy makers are more likely to take human rights into account as they develop new policies.

In parallel, the Commission is consulting with non-governmental organisations to find out what issues concern the community.



THE EVENING POST

*New Zealand provides, through accepting refugees, a safe haven for some of those whose rights have been abused in their country of birth.*

constitution or charter as in countries such as the USA or Canada, the common law is augmented by legislation, such as the Human Rights Act and Bill of Rights Act, which protect our rights.

## New Zealand law

New Zealand is considered a leader in human rights issues. It has ratified most of the United Nations Covenants and Conventions on human rights and has an effective Human Rights Act, administered by an independent Human Rights Commission. Under the Act, the Commission has the dual functions of:

- promoting and educating about human rights; and
- protecting individuals and groups from human rights breaches, particularly discrimination.

modation, and educational institutions.

Members of the public can complain to the Human Rights Commission if they have been discriminated against on the grounds of sex, marital status, religious belief, ethical belief, disability, age, political opinion, employment status, family status or sexual orientation. The Race Relations Office handles complaints of discrimination on the grounds of colour, race, and ethnic or national origins. Sexual harassment and racial harassment are prohibited by the Human Rights Act.

Most complaints are settled by conciliation. However, the Act has teeth. If conciliation is not successful, there may be civil proceedings before the Complaints Review Tribunal. This has the power to invoke

*Find out more!*

Human Rights Commission  
PO Box 5045, Wellington  
Tel: (04) 473 9981  
or 0508 505 808  
Fax: (04) 471 0858  
E-mail: RichardB@hro.co.nz





# Help with the law

## Advertising Standards Complaints Board

The Advertising Standards Complaints Board is available if you see an advertisement which is unacceptable or improper. It will listen to both sides and if necessary order the advertisement withdrawn.

Tel: (04) 472 7852  
Fax: (04) 471 1785

## Citizens Advice Bureaux

Your first call for a wide range of free, up-to-date information about your rights and responsibilities. Bureaux provide either free legal advice or can refer you to someone who does. Look in your phone book under *C*. Outside the free calling area, call 0800 FOR CAB, to connect to your local bureau.

## Commerce Commission

The Commission makes sure organisations comply with the Fair Trading and Commerce Acts. They may take action against misleading offers, false labelling, unsafe products, and fraudulent marketing schemes.

Tel: (04) 471 0180; Fax: (04) 471 0771  
Fair Trading Act tel: (04) 498 0911  
Commerce Act tel: (04) 498 0942

## Consumer Affairs

The Ministry of Consumer Affairs can tell you what your rights as a consumer are. It advises on breaches of rights relating to warranties, hire purchase agreements, etc. There are offices in Wellington, Auckland and Christchurch (see your phone book).

Head office:  
Tel: (04) 474 2750; Fax: (04) 473 9400

## Health and Disability Commissioner

The Commissioner takes enquiries and complaints about health and disability services. For information about the Code of Health and Disability Services

Consumers' Rights and the national free advocacy service, phone 0800 11 22 33

## Immigration Appeals Authorities

There are two authorities, one dealing with refusals to allow residency and another dealing with orders to leave the country. Check your phone book for local numbers, under the Department of Labour. Head Office is:  
Tel: (04) 473 9100; Fax: (04) 495 6363

## Police Complaints

The Police have a lot of powers. Sometimes these may be abused. If you think police officers have acted improperly in some incident, the Police Complaints Authority will investigate. If officers *have* abused their powers, they can face disciplinary action.  
Tel: (04) 499 2050; Fax: (04) 499 2053

## Securities Commission

The Commission exists to promote private capital investment in New Zealand by improving the efficiency and fairness of securities markets. For problems regarding investment, insurance, or securities trading:  
Tel: (04) 472 9830; Fax: (04) 472 8076

## Privacy Commissioner

The Commissioner issues codes of practice on privacy issues, educates regarding privacy law and deals with alleged breaches of privacy. If you think that an organisation has used private information in an unacceptable manner, they will investigate.  
Tel: (0800) 803 909

## Tenancy Services

Tenancy Services advises on problems with renting a dwelling. If you have problems with a landlord, tenant, or flatmate, they can advise you of your rights and responsibilities, and help solve disputes. Check phone book for local offices.

## Community Law Centres

These organisations can help you get legal advice and information.

**Mangere Community Law Centre**  
Box 43-201 Mangere, Auckland  
Tel: (09) 275 4310; Fax: (09) 275 4693

**Grey Lynn Neighbourhood Law Office**

Box 78-045, Grey Lynn  
Tel: (09) 378 6085; Fax: (09) 378 7796

**Youth Law Project**

Box 105-159, Auckland Central  
Tel: (09) 309 6967; Fax: (09) 307 5243

**Maungarongo Ki Otara**

Box 61-112, Otara  
Tel: (09) 477 0855; Fax: (09) 274 4967

**Rotorua District CLC**

Box 879, Rotorua  
Tel: (07) 348 8060; Fax: (07) 348 8616

**Wairarapa Law Centre**

Box 271, Masterton  
Tel: (06) 377 4134; Fax: (06) 377 4601

**Hamilton District CLC**

Box 1319, Hamilton  
Tel: (07) 839 0770; Fax: (07) 839 5158

**Wanganui Iwi CLC**

44 Drews Ave, Wanganui  
Tel: (06) 345 5352; Fax: (06) 343 3212

**Te Amo Kura O Heretaunga**

Box 5081, Flaxmere  
Tel: (06) 879 7625; Fax: (06) 879 6295

**Huakina Development Trust**

Box 534, Pukekohe  
Tel: (09) 238 0256; Fax: (09) 238 0259

**Whitireia Law Centre**

Level 2, Pember House, Porirua  
Tel: (04) 237 6811; Fax: (04) 237 6816

**Wellington South CLC**

Box 24-005, Wellington  
Tel: (04) 499 2928 Fax: (04) 472 2320

**Nga Kaiwhakamarama i Nga Ture - Maori Legal Service**

Box 1268, Wellington  
Tel: (04) 473 1249; Fax: (04) 473 1781

**Marlborough CLC**

Box 584, Blenheim  
Tel: (03) 577 9919; Fax: (03) 577 9910

**Christchurch CLC**

Box 2912, Christchurch  
Tel: (03) 366 6870; Fax: (03) 366 6631  
Email: nick@comlaw.chch.planet.co.nz

**Dunedin Community Law Centre**

329 King St, Dunedin  
Tel: (03) 474 1922 or (03) 477 9562

**Ngai Tahu Maori Law Centre**

Box 6356, Dunedin  
Tel: (03) 477 0855; Fax: (03) 474 1465

**Southland CLC**

Box 552, Invercargill  
Tel: (03) 214 3180; Fax: (03) 214 3170



# Official information

PROTECTING YOUR RIGHTS

Both the Official Information Act and Local Government Official Information and Meetings Act provide that "Information shall be released unless there is a good reason for withholding, it." The intent of the law is to promote "open government", make government more accountable and increase public confidence in public sector administration.

## Investigation

The Ombudsmen are charged (under the Official Information Act and the Local Government Official Information and Meetings Act) with investigating complaints about withholding of information. Their job is to discover whether or not a decision to withhold information has been made properly in accordance with the law.

An Ombudsman is required to notify the chief executive of the department or organisation concerned (or the Minister where applicable) of his/her intention of conducting each investigation. Ombudsmen are required to carry out the investigation in private. In practice, when notifying the chief executive, an Ombudsman asks for a report on the complaint and to see all relevant papers.

The Ombudsmen require information to be produced even if it is secret or confidential.

## Power of access

Without such power of access to information, an Ombudsman would not be able, in the case of an investigation under the official information legislation, to determine whether or not good reason exists for withholding information.

The Ombudsmen Act requires that the Ombudsmen and their staff maintain secrecy about all matters which come to their knowledge in the course of their functions. The



Brian Elwood has been an Ombudsman since 1992.

exception is that an Ombudsman may disclose information for the purpose of an investigation.

Where, as a result of an investigation under the official information legislation, an Ombudsman recommends that certain information be released, it is not the Ombudsman who releases it. Once an Ombudsman has seen the information at issue, it is normally returned to the department or organisation concerned.

## Form a view

An Ombudsman's information collection may have involved interviewing the complainant, officials, or others who may be able to assist. Having obtained all the necessary information, an Ombudsman studies all the material and forms a provisional view on the merits of the complaint.

Often an Ombudsman seeks confirmation of her/his understanding of the facts from both the complainant and the department or organisation concerned before proceeding to form any views. An Ombudsman puts this provisional view to the party adversely affected for comment. The final view is not confirmed until



Anand Satyanand became an Ombudsman in 1995.

that party has had an opportunity to comment and have those comments taken into account.

Once the Ombudsman has formed a final opinion, the parties to the complaint are notified of it.

Opinions formed by one Ombudsman are not reviewable by another Ombudsman. However, where some new and material information comes to light, an Ombudsman may decide to review the case.

For more information about the Ombudsmen and other Officers of Parliament see page 16 of How Parliament Works in the Decision Maker Guidebook to Parliament for the Community: How your voice may be heard.

Find out more!

### Ombudsmen:

Tel: 0800 802 602, or

#### Auckland

5th floor, 17 Albert St

Tel: (09) 379 6102 Fax: (09) 377 6537

#### Wellington

PO Box 10 152, Wellington

Tel: (04) 473 9533 Fax: (04) 471 2254

#### Christchurch

PO Box 13 482, Christchurch

Tel: (03) 366 8555 Fax: (03) 365 7935

## HOW YOU CAN USE THE LAW

FINANCE INDUSTRY OMBUDSMEN BRIEFING



The Banking Ombudsman

INSURANCE  
&  
SAVINGS  
OMBUDSMAN

# Fair dealing

**B**anks and insurance companies look after a lot of money that belongs to other people. In case of unfair dealings, there need to be systems to ensure they are brought to account.

Two safeguards are the **Banking Ombudsman** and the **Insurance and Savings Ombudsman**. Both provide a method of dealing with disputes between people and their bank or insurance company.

Both Ombudsmen are independent. They are each responsible to their own Commission, rather than an industry body. Both Ombudsmen possess powers over the companies that participate in the relevant scheme - this includes most major banks and insurance companies.

## How to complain

If you have a problem, you should first attempt to deal with it through the bank or insurance company's own complaints procedure.

If the results are unsatisfactory, then contact the Ombudsman. Explain what has happened, what loss you have suffered and what you would like done about it.

The Ombudsman will investigate your complaint and then make a recommendation for fixing the problem. You have the option of accepting or rejecting this decision. If you accept it:

- it is binding on the organisation;
- you may not take any further action.

If you reject it, you may take other action.

## Who to go to

What if you have a complaint about a bank that sold insurance? You can contact either Ombudsman. They will get the complaint to the right Ombudsman quickly.

## Banking Ombudsman

The main aim of a Banking Ombudsman investigation is to find a resolution that is acceptable to both the customer and the bank and, if possible, to allow the relationship to continue or improve.

If a complaint is not resolved during an investigation, the Banking Ombudsman issues an initial assessment. This is a report on the complaint and the investigation, with a proposal for settlement. Both the bank and the complainant have the right to make submissions on the assessment.

If this is not enough to settle the dispute, a formal recommendation is made. The Banking Ombudsman may award up to \$100,000 for direct loss, actual costs, and up to



OFFICE OF THE BANKING OMBUDSMAN

*In 1997 the Banking Ombudsman was Liz Brown.*

\$1,000 for inconvenience. As of 1997, it had not been necessary to make an award against a bank for some years.

- Complaints about:
- commercial judgments about lending;
  - interest rate policies;
  - the level of stand-

ard fees and charges; do not fall within the Banking Ombudsman's jurisdiction.

*Find out more!*

The Banking Ombudsman  
Box 10 573, Wellington  
Tel: 0800 805 950  
Fax: (04) 471 0548

## Insurance and Savings

The role of the Insurance and Savings Ombudsman is to provide a free complaints resolution service for customers of insurance or savings companies.

The Insurance and Savings Ombudsman deals with complaints about all types of personal and domestic insurance and savings services provided by life, medical or personal insurers or savings organisations.

Normally an attempt is made to sort the problem out informally. If this is unsuccessful the Ombudsman has the power to make an award against the company. This may be up to \$100,000 for direct loss, and costs.

The Ombudsman cannot deal with complaints about:



I & S OMBUDSMAN

*In 1997 the Insurance and Savings Ombudsman was Terry Weir.*

- services provided outside New Zealand;
- commercial insurance and commercial savings;
- investment strategies, practices and policies;
- an insurer's risk assessment, setting of premiums and conditions on policies;

- acceptance, renewals or cancellation of policies.

*Find out more!*

The Insurance and Savings Ombudsman  
Box 10 845, Wellington  
Tel: (04) 499 7612  
Freephone: 0800 888 202  
Fax: (04) 499 7614

# Righting injustice

PROTECTING YOUR RIGHTS

When your rights have been violated, you expect to have some way of challenging the injustice. Although the Treaty of Waitangi guaranteed rights to all Maori, some have not been respected. The Waitangi Tribunal examines claims of Treaty violations and recommends ways injustices might be fixed.

## The claim process

People of Maori descent who believe the Crown has acted in breach of the Treaty may ask the Tribunal to inquire into their claims. The Tribunal registers the claim, notifies those concerned and is able to begin research.

When the case has been researched, the Tribunal will hold hearings. Representatives of the claimants, the Crown, and any other relevant witnesses are called to present

evidence. These hearings are often held on marae, and follow the kawa (protocol) of the marae.

From this point the claim might be referred to mediation or direct nego-

tiation between the claimants and the Government. At the completion of hearings, the Tribunal reports the whole case to the Minister for Maori Affairs. Cabinet will consider what the Tribunal has recommended and decide how the government will deal with the situation.

## Treaty agencies

There are several organisations involved in the Treaty claim process, each with a specific role.

**Te Puni Kokiri** (the Ministry of Maori Development) advises the government on policy regarding Treaty breaches and in general supports the partnership between Crown and Maori.

The **Office of Treaty Settlements** is part of the Ministry of Justice. It negotiates historical claims with Treaty claimants on behalf of the government and coordinates their settlement.

The **Crown Law Office Treaty Issues Team** advises the government on legal matters regarding the Treaty, and represents the government at Tribunal hearings.

The **Waitangi Tribunal** is a commission of inquiry, an independent quasi-judicial body, which investigates claims that the Treaty has been breached. When it has made a decision, it makes a recommendation to the government. These recommendations are generally not binding.

The **Crown Forestry Rental Trust** is set up to assist Maori in the preparation, presentation and negotiation of claims over Crown forest lands. It provides funding, advice and information to help claimants.



The Taranaki Report was presented at Pipitea Marae by the chairperson of the Tribunal, Chief Judge Durie and member, Bishop Manu Bennett.

THE DOMINION

## The Taranaki claim

During the Taranaki wars of the 1860s the New Zealand government confiscated almost 500,000 hectares of land from Taranaki Maori. The justification for doing so was that they were in rebellion against the Crown. The Waitangi Tribunal found little evidence to support that justification and noted that the wars in Taranaki were started by government troops.

After 1869, Taranaki was characterised by non-violent protests. These were organised by the prophets Tohu and Te Whiti of Parihaka. Maori ploughed land which had been stolen, and rebuilt fences which were broken down for roads. Hundreds were jailed (most without trial). Finally, in 1881 Parihaka was attacked and sacked by government troops, and the people forced to leave.

The Tribunal estimated that Maori hold, without hindrance, less than 5% of their former lands. Other land is in Maori ownership, but was leased in perpetuity to pakeha farmers. The rentals which the government set for this land were far below their real value.

The loss of land and autonomy by local iwi has still not been reversed.

The Tribunal has concluded that compensation should be made, and, where possible, land returned. While full compensation may be impossible, enough must be done to settle the outstanding sense of grievance and allow wrongs to be placed in the past. This should also help establish Taranaki Maori with an economic base to support themselves in future.

*Find out more!*

Waitangi Tribunal  
PO Box 5022, Wellington  
Tel: (04) 499 3666; Fax: (04) 499 3676  
'Knowledge Basket' on Internet  
<http://www.knowledge-basket.co.nz/waitangi/welcome.html>

# Broadcast views

When you turn on your television or radio, you don't want to be confronted with something offensive. The Broadcasting Standards Authority (BSA) was set up by Parliament in 1989 to ensure that the most offensive material cannot be broadcast. Its job is to establish and maintain acceptable standards of broadcasting on radio and television in New Zealand.

## Codes of practice

Working with broadcasters and other interested groups, the BSA developed the *Codes of Broadcasting Practice for Radio and Television* soon after it was first formed. Much of the television code was derived from a voluntary code that was already used by television stations.

The codes detail what content is acceptable and what is not. They cover:

- levels of violence;
- good taste and decency;
- racism and sexism;
- privacy;
- maintaining balance, fairness and accuracy.

## Keeping up to date

As times change, so do acceptable standards. The BSA makes sure that

the codes remain relevant. To discover what the community's standards are, the BSA calls for submissions from the public and works out codes of practice based on them.

Technology also changes – the growing number of pay television stations and talkback radio shows has led the BSA to work on new codes in these areas.

The BSA also conducts research into issues connected with their work. This includes surveys of public attitudes to television violence, and surveys of the amount of violence on television. This information also contributes to the development of codes.

## How to complain

If you notice something on television or radio that you think is unacceptable, you should complain directly to the broadcaster. Broadcasters are required by law to reply within 20 days.

If you are not satisfied with their actions, you can refer your formal complaint to the BSA. If the complaint concerns privacy issues, you can go to the BSA directly.

When the BSA receives a formal complaint it listens to each side of the argument, and decides whether the objection should be upheld. If it

is, the BSA can impose sanctions on the broadcaster. It can order a correction and a broadcast apology. In extreme cases it can require the broadcaster to remove all advertising from the air for up to 24 hours, or shut a station down for the same period. In cases where privacy has been invaded, the complainant may be awarded compensation up to \$5000, or costs.

*The arrival of Cable Television in New Zealand is bringing dozens of new channels. The BSA is developing a new code of practice for Pay-TV.*

The BSA is a quasi-judicial body with some of the powers of a commission of inquiry. Its decisions may be appealed to the High Court.

*Find out more!*

Broadcasting Standards Authority  
PO Box 9213, Wellington  
Tel: (04) 382 9508  
Fax: (04) 382 9543  
Email: BSA@voyager.co.nz  
Web: www.liinz.org.nz/liinz/  
other/bsa

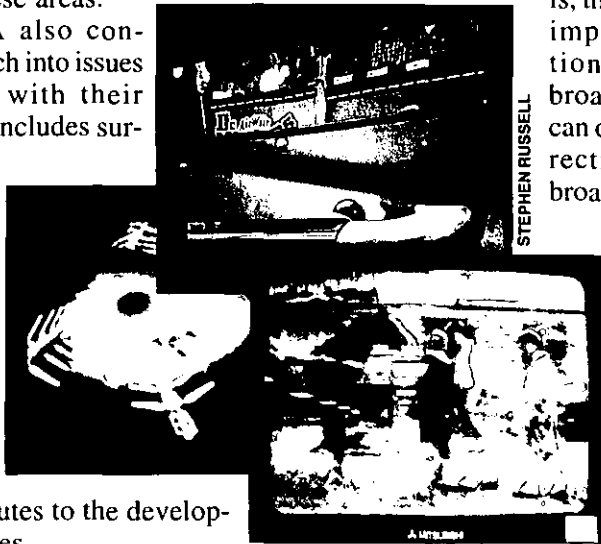
## Morphin power

In 1994, four formal complaints were laid against TVNZ about the *Mighty Morphin Power Rangers* series (which screened at 4:30pm on weekdays).

The show was said to contain too much violence that was unnecessary for the story. It was also too violent for an afternoon show. It was said to have a bad effect on children, who imitated the fight scenes. The heroes solved problems with violence. These are all breaches of the codes on violence.

TVNZ claimed that the show was acceptable because the heroes did not start the fights, their enemies were monsters (not people), the characters' blows did not actually hit their foes and there was a positive message in each episode.

The BSA decided that some episodes of the series were too violent. When informed of this decision, TVNZ decided to cancel the next series. No sanctions were imposed.



STEPHEN RUSSELL

# Caring for children

PROTECTING YOUR RIGHTS

Children have rights too. And it is important that they are protected and promoted just as much as the rights of others. The laws of New Zealand which set out legal rights do not mention age in relation to most of them. This means they apply to everyone. The New Zealand Commissioner for Children's job is to protect the rights of children. The Commissioner also investigates government policies and actions to see if they cause problems. If they do, he suggests ways to fix them.



The Commissioner's job sometimes overlaps with the work of other agencies, but there are good reasons for a separate Commissioner for Children. Agencies concerned with issues affecting everyone often overlook children's interests in favour of adults. In addition, children's interests and rights are a specialist field because children think and care about different things.

The Commissioner makes sure that New Zealand upholds the *UN Declaration on the Rights of the Child*. One section of the Declaration states that children should have the opportunity to express their views and gain advocacy in things that affect them.

With the help of the Children's Commissioner, other organisations are working to put that into practice. One example is Christchurch City Council which has created a Children's Advocate office to help make the city more child-friendly.

**Acting for children**  
The Commissioner does a lot of work related to

schools. This includes encouraging the use of school social workers to help remove barriers to learning. Another area of concern is developing a consistent framework for suspensions and expulsions from schools. This should help to make sure that suspensions and expulsions are applied fairly, and perhaps reduce the number of children affected. He is also involved in coordinating drug education groups to ensure accurate and consistent education is available.

Unfortunately, childhood can be dangerous. The Commissioner is involved in several programmes to help make New Zealand safer for children, such as KidSafe week. Another is the "School Safety Web," which is being developed with the Children, Young Persons and their Families Service and educational organisations. This is a code of practice to make sure schools are safe places.

The Commissioner has also been helping develop the "Fathers who care: partners in parenting" programme. This will target the

role of fathers in parenting and provide education and support.

The Commissioner is involved in research in many areas, such as the establishment of a child mortality review system, outcomes for children in care and protection, youth criminal offending, violence and children's needs.

## Working things out

When it comes to disagreements between people, especially if they live together in the same household, it is not usually a matter of rights that settles things, but of everybody having their say and seeing what can be worked out. Nobody can expect to have their own way all the time.

Find out more about the children's rights at your local library. A good book to read is Robert Ludbrook's *A New Zealand Guide to Children and Law* (published in 1991 by Inprint).

## Solving problems

If you have a difficult problem you should go to someone you love and trust to help you out. This might be someone at home, a teacher or school counsellor, or a good friend.

If you don't feel comfortable doing this, you could ring a service like Kidsline in Auckland or Child Help Line in Christchurch. Their numbers are in the phone book. In other places, Youthline, Parent Help or Parentline might be able to help.



APEN

The Commissioner for Children  
Box 12-537  
Wellington  
Tel: (04) 471 1410  
Fax: (04) 471 1418

# HOW YOUR VOICE MAY BE HEARD

HOW YOUR VOICE MAY BE HEARD

## All our voices

by *Keri Kaa*

Lecturer, Wellington College of Education; member of Ngati Porou and Ngati Kahungunu

If a democracy such as ours is to function effectively, we must take an active part in the process and make our voices heard.

Under MMP we have elected to Parliament skilled and competent people to represent our views and beliefs. If we feel these chosen people have not honoured our wishes

**"All our voices need to be heard. All our voices can make a difference"**

during their time in Parliament we can replace them at the next election. The power lies in our hands, hearts and minds.

Information is the key to understanding the process. If knowledge is power we can make a commitment to the process by registering on the Electoral Roll of our choice.

We can all improve our understanding of how our Parliamentary system works by keeping ourselves informed – using mainstream and specialist media.

Keeping in touch with MPs is important. We can attend public meet-

ings to hear them speak or talk face to face with them at electorate clinics. If they're not available, we can talk with their representatives.

These meetings are helpful if the MP represents a large rural electorate and he or she is away in Wellington for most of the week. If people prefer to communicate in other ways, writing letters is useful. But in all cases do your research first and present your information clearly and accurately.

Read MPs' newsletters, reports and any printed legislation. Make use of the technology that is available.

If a major issue, such as superannuation, arises - work with others. Form a group to discuss the issue. Invite a speaker; ask questions; go to the local library to find out more; write letters to newspapers. Sometimes influential policy-makers or advisors can be lobbied. Take part in research polls and learn how to write press releases.

For some minority groups, such as New Zealand Maori, tribal newspapers and specialist radio and television programmes can provide valuable information in both the Maori and English languages.

All our voices need to be heard. All our voices can make a difference.



Keri Kaa

RAEWYN SAVILLE

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*How your voice may be heard* (ISBN 0-908342-84-1) is a publication within the *Decision-Maker Guidebook to Parliament for the Community: How your voice may be heard*. It is published by Asia Pacific Economic News Ltd (APEN) in consultation with the Parliamentary Service Commission. Further copies, and the 1997 composite volume are available from APEN, Box 3973, Wellington



# Speak up!

by Anthony Haas

Publisher, Asia Pacific Economic News

Information can help you solve a problem or promote a policy. Use information to plan, prepare and present your case. Parliament, government or the judiciary may be the place to go for help - or to get things changed. Collect and analyse information relevant to the problem and note what others are doing about it. Use relevant information to help you pursue your interests politically.

## Collect information

You need information if you are to be persuasive. So you need to be familiar with a variety of information sources - from old fashioned libraries to the information superhighway.

There are many sources of information - such as people you know.

Don't ignore your own experience - or that of your family, friends, church or community group.

Official information is available to you unless there is a good reason why not - and internet access to **New Zealand Government Online** makes such information even more accessible. Your entry point may be **DecisionMaker OnLine** and its links to commentary as well as official information.



Anthony Haas

Surfing the web is a new way to get information - it can be useful so long as you don't drown in words!

Watch TV, radio, the newspaper, newsletters or magazines as useful sources.

Citizen's advice bureaux, city councils and MPs' electorate offices can refer you to relevant sources of information. They can give you useful brochures - or help you understand what might help solve your problem.



*New Zealanders were campaigning against apartheid in South Africa in the '50s.*

Your local school could help in a number of ways. They could give you access to informal networks of individuals and families who might want their voices heard in the way you do.

# The people vote

Sometimes, the public gets to vote on laws while MPs must take a back seat.

This happens in a referendum, where the public get to vote on a question of public policy. It was the result of a referendum that bought in MMP for our elections.

Some referenda are held because Parliament decides an issue is too important or too difficult for MPs to decide. Parliament defines what the question is, and the people vote. Usually the result is binding. This means Parliament must do what the people say.

The public can *make* the government hold a referendum: a Citizen's Initiated Referendum (CIR).

To get a CIR, you must collect the names, addresses and signatures of ten percent of New Zealand's eligible voters (about 230,000) on forms that state what the question in the referendum will be. This question must be approved by the Clerk of the House before signatures are gathered.

CIRs are not binding on Parliament. This means that no matter how people vote, Parliament *can* ignore the result if it wishes - or dares.

Only one group has succeeded in gathering enough signatures during the first four years that CIRs have been possible. Several other groups thought they had, but closer inspection showed that many signatures were invalid.

In 1995, a group of firefighters gathered enough signatures to get a referendum on maintaining staffing levels in the Fire Service. This was held in on 2 December, 1995. The referendum cost \$8.8 million and only 27 percent of those able to vote did so.

88 percent voted against the government policy that was questioned in the referendum. The government ignored the result, claiming it was irrelevant to what was essentially an industrial dispute.

If you want to try and get a referendum through a CIR initiative, contact the Clerk of the House for advice first.





Even children can campaign for changes to laws and government policies.

## Stand up, be counted

If your voice is not being heard, you might want to stand for elective office yourself. You could start as a community group committee member, or stand for your city or regional council.

There are also other jobs you can volunteer for in political parties and lobby groups through which you can influence policy.

Maybe you can get your party into multi party talks – such as those that tried to get consensus on superannuation.

You can vote in a referendum, such as the one in 1997 or whether investing in a superannuation fund should be voluntary or compulsory.

Or you could work on a petition to get a Citizen's Initiated Referendum held on a topic that concerns lots of New Zealanders – be it fire service working conditions or whether our state forests should be sold to foreign investors. For years you have been able to make a petition to Parliament. You still can.

If you cannot achieve your goals by these means you can stand for Parliament – and perhaps become one of the few who spend a term or more as a Cabinet Minister.

## Making a difference

People *can* make a difference in politics. Most laws passed by Parliament are the result of public pressure and representation. For example, when people started to get occupational overuse syndrome from too much computer work, Parliament passed health and safety legislation which the Department of Labour is implementing.

When public concern grew about how we were treating the environment, Parliament passed the Resource Management Act and delegated the job of managing it to local and regional government.

If laws such as these do not do what people need, you can campaign for change!

*Anthony Haas is an associate member of the New Zealand Parliamentary Press Gallery.*

Statistics from the census and opinion polls are valuable tools for pursuing your interests politically.

There is no shortage of information. The problem is to sift through it to find what is both accurate, and relevant to you or the issue you care about.

## Opinion polls

Opinion polls provide information about community opinion and send signals to Parliament, government and the judiciary. When you see an opinion poll report in the media you are seeing the potential power of information. The poll has collected opinion. The pollsters help people evaluate information. The media help disseminate information about opinions. Polling is usually done by professionals in privately owned organisations. Governments might be persuaded to ask public opinion through their own referenda.

## What does it all mean?

You need to know what you are talking about - evaluate the information

you have. Policy analysts in the government will certainly analyse what Ministers get asked to do.

## Deliver your message

Well used information can make your message more powerful. You can send your information to the power point that matters to you. It could be a minister who will push your case for legislative change onto the cabinet's priority list. It could be a Parliamentarian who will oppose that change the minister favours.

There are a variety of ways to get your message across -

- letter or e-mail to an MP;
- submission to a select committee;
- talk with a government department's consultative committee;
- letter to a newspaper;
- alerting a broadcaster, other news service or newsagency to an event.

Maybe you can learn from community groups who work at getting the consumer message across – be they electoral reformers, compulsive gamblers or a consumer group.



# The news

by *Patrick Smellie*  
1996-7 Chair,  
Parliamentary Press Gallery

**W**hen visitors to Parliament sit looking down onto the heads of the politicians in the debating chamber below, they are performing for a few moments the same task as is performed daily by the journalists of the Parliamentary Press Gallery.

Seated in their own 'gallery' above the Speaker's Chair, where only they may go, Parliament's reporters per-

form a vital role in being the first and most widely tapped source of news and commentary on the business of Parliament and politics.

## Journalists needed

The Press Gallery is not an official arm of Parliament. Members are independent observers, working for a wide variety of competing news organisations.

The ability to observe and report the deliberations of elected politicians is fundamental to the operation of a parliamentary democracy. This is recog-



THE AUSTRALIAN

Patrick Smellie

nised implicitly in the fact that the Press Gallery is accorded special rights of access and its own areas in Parliament.

Indeed, that relationship is recognised in the description of the news media as members of a 'fourth estate', the observers of the other three 'estates' of government – the legislature (Parliament), the executive,

INFORMATION

## In print

Print media were around long before the broadcast media - but the colour pictures and short stories you will find in many daily papers is a reminder that the TV culture has affected other media.

Daily newspapers such as **The Evening Post** used to publish pictures of MPs in black and white - now colour is the norm. They used to concentrate on political news and back-grounders - nowadays they provide a forward agenda of what select committees in Parliament and local government meetings are coming up and are open to the public.

Magazines such as **Financial-ALERT** leave the detail of general politics to the mass media - and select political news and viewpoints relevant to their niche market. Such magazines also cover the political viewpoints of the industries they cover helping to provide a two-way flow of information between the governors and the governed.

Newsletters such as **Trans**

**Tasman** provide an indispensable guide to what is happening in the capital, the latest Beehive moves, and the latest trends in the economy and sharemarket.

News services - general and specialised - feed into other media, adding to the diversity of information sources available. The **New Zealand Press Association** imports news from other countries and sends news abroad - serving the mass media and institutional clients.

**Asia Pacific Economic News Service** concentrates on Asia Pacific economic, financial and political topics for selected media.

Internet growth has led many information providers - such as government departments - to increase the diversity of sources and interpretations of information.

Information technologies reduce the concentration of power over information - and increase the opportunity for the public and their representatives to influence outcomes.



*"The prime function of the Press Gallery is to represent the public interest by keeping the public informed"*

*Neale McMillan, South Pacific News Service, Life member, Parliamentary Press Gallery*

*"Under MMP, Press Gallery journalists have to rededicate themselves to reporting what happens in Parliament"*

*Brendon Burns, Chair, Parliamentary Press Gallery, 1994*

(the Cabinet and party of government), and the judiciary.

## Outside the chamber

Increasingly, the Press Gallery's most important and challenging work is coverage of events away from the debating chamber. The principle of transparency is manifested in debates and the fact that laws are passed in Parliament where MPs votes can be scrutinised. But the vast majority of political decision-making occurs away from the debating chamber.

Indeed, in recent years, politicians themselves have begun to shun the Parliamentary debating chamber as the venue for the first announcements of major policy initiatives instead preferring to stage-manage announcements in venues where they can use modern communications technology and allow reporters to ask questions, but where immediate reaction from Opposition parties is impossible.

Moreover, strong majority governments saw Parliament's perceived relevance to national debate recede in recent times.

## MMP change?

Whether the advent of MMP politics will change this trend remains to be seen. For example, political reporters are watching to see whether select committees develop new roles in this environment. The committees have been granted more resources and may be inclined to act more independently of the government in a multi-party environment.

We wonder also what multi-party politics will mean for the quality and importance of debate in the House. After the first session of the first MMP Parliament the signs are that the debating chamber is experiencing an invigorating rejuvenation. It is already being more actively reported, although speeches are far shorter.

Equally, however, there are signs that the tendency towards private political deal-making will, if anything, intensify in governments composed of more than one political party.

While the proceedings of Parlia-

ment may again become more relevant to Press Gallery reporters, their interest in what happens away from the public gaze will in no way diminish.

## Salient facts:

In mid-1997, there were around 80 reporters accredited to the Press Gallery – roughly half housed in Parlia-

ment as 'fully accredited', the remainder were accredited with 'associate' status, allowing freedom of access to Parliament.

Roughly half the Press Gallery are women - a marked contrast from 20 years ago when just three of the 35 fully accredited Gallery journalists were women.



INFORMATION

MALCOLM GREEN

# Television

In order to take a part in the political process, people need to be aware of current events. Television is one of the most effective media for alerting a wide range of people about the issues of the day.

One reason for this is that so many households have televisions (and watch the news); the other is that television news can show things more rapidly than most media - including live coverage.

TVNZ's broadcast of parliamentary debates means people get to see some of what happens in the House and are alerted to current issues which concern them.

## Fund = control

New Zealand is unusual in that broadcasters – not government – fund and control Parliamentary coverage as part of their normal news-gathering role. Other countries –

such as Britain, Canada, and Australia - have state-funded broadcasting units that cover Parliament. This is viewed by some as a more equitable system – for the politicians.

Although the Speaker's permission is required to film (refusal is rare), broadcasters retain editorial control. Coverage is guided by rules set by the Broadcasting of Parliament Committee, which is chaired by the Speaker.

## Co-existing

Television and politicians co-exist in a state of healthy tension in the close-knit environment of Parliament. Television does not always report what politicians want. But they need each other: without politicians where would we get our news and entertainment? Without television it would be harder to become informed about what is happening in the corridors of power.

# Our vital statistics

Each year Statistics New Zealand (SNZ) collects over 60 million pieces of information through 85 surveys. These surveys tell us many things, including:

- what people earn;
- employment and unemployment figures;
- how many new buildings there are;
- the number of overseas tourists;
- the value and volume of exports.

This information tells us a great deal about the country we live in that could not be discovered in any other way. SNZ analyses some of this information and also makes it available to others to do their own analysis in planning for the future.

## The census

One of the biggest sources of information for SNZ, and the public, is the Census of Population and Dwellings which is conducted every five years.

Figures from censuses enable SNZ to calculate New Zealand's population, and project how it will change in the future.

SNZ can also project the population of local area units (of which there are over 1,700) and groups such as Maori. This is useful for predicting things like how many people may need health services in a given area over the next 20 years.

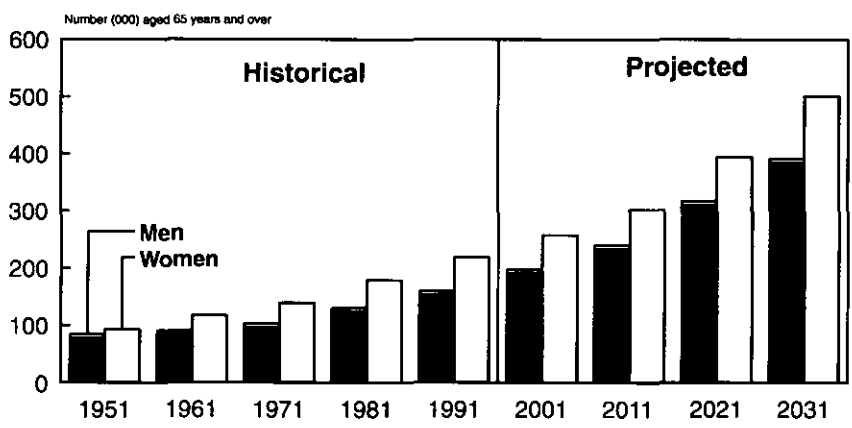
Information like this helps government and business to build facilities (like schools) in places where they will be most needed.

Information from the census, and much more, is available through reports, on the Internet, and via products such as Supermap.

*Find out more!*

Statistics New Zealand  
PO Box 2922, Wellington  
Tel: (04) 495 4600; Fax: (04) 472 4610  
Web: [www.stats.govt.nz](http://www.stats.govt.nz)

## Elderly Population by Sex, 1951-2031



## Our ageing population

A critical issue for the nineties is the ageing of New Zealand's population. Improvements in life expectancy and the ageing of the large baby-boom generation (the 1.125 million babies born between 1946 and 1965) will result in a burgeoning population of retired people in the next century.

In 1951, elderly people (those aged 65 and over) made up only 9.2 percent of the population. By 1991 this had grown to 11.4 percent. But by 2031, this will rise to around 21 percent. Over this 40-year period, it is expected that the number of elderly will grow by 135 percent, while the total population grows by only 36 percent.

### Living longer

The most rapid rises are occurring in the "old-old" age groups (those aged 85 and over). While the elderly population more than doubled between 1951 and 1991, the population aged 75 years and over almost tripled (from 53,000 to 154,000) and the population aged 85 and over more than quadrupled (from 7,000 to 31,000).

Many elderly remain capable of looking after themselves well into

their eighties and even nineties. Even though this latter age group are the most likely to be living in homes for the elderly, only 22 percent were in institutional care in 1991.

In 1996 SNZ carried out the first ever NZ Disability survey. When results are released, a lot more will be known about the needs and level of disability amongst elderly.

### Towards the future

In many societies, children have traditionally looked after parents in need of care. As life expectancy increases, the old will look after elderly. The main impact of this will be felt around 2031, when the oldest members of the baby-boom generation reach ages in excess of 85 years, and their children, in turn, enter retirement.

New Zealand's population structure is changing. In many ways this is positive as it reflects increasing levels of life expectancy and improvements in health. Many elderly have provided for their retirement and will be able to look after themselves. In addition many will also leave significant assets such as houses and savings to their children and in this way their wealth will be transferred.



# Where it's at

**W**hen you want to know about New Zealand, a key organisation to approach is Land Information New Zealand. Its responsibilities cover land and marine surveying, land laws, mapping and land transactions. It also sets our electoral boundaries.

## Electoral boundaries

Land Information NZ works with the statutorily appointed Representation Commission to define and publish maps of electoral boundaries, as required by the Electoral Act. Revision of boundaries begins after Statistics New Zealand's five-yearly census.

The first step is to decide how many general and Maori electorates there will be. The size of each electorate is based on 1/16<sup>th</sup> of the South Island's general electoral population. The number of electorates therefore varies from census to census to reflect changes in population distribution.

Most adult New Zealanders are on

the general electoral rolls, but people of Maori descent may choose the Maori electoral roll instead (which determines the number of Maori electorates). Unlike in many countries the electoral population includes children, rather than only those eligible to vote.

veyed control points, such as trig stations, which comprise the geodetic control network. Reliance on ground stations is decreasing in favour of Global Positioning System technology.

The department also maintains the topographic database from which maps are made. Unlike the former DoSLI, Land Information NZ is now only responsible for core topographic mapping (for defence and emergency purposes). The department maintains and supplies this database information in the form of "raw data" while data retailers produce maps and other products according to public demand.

Land Information NZ will provide the infrastructure for a standard seabed database which covers New Zealand's international obligations. Currently only a small portion of New Zealand's coastal waters are charted. Land Information NZ will decide to what extent we need to chart outside these areas by considering issues such as safe navigation, exploitation of resources, making New Zealand's waters available for pleasure users, search and rescue needs, and emergency needs such as charts for oil spills.

Land Information NZ is also the main government agency which buys, sells, and administers Crown land and its Land Title Services provides land registration and a search service for land titles.



*Land Information NZ electoral system specialist Jill Webster with the computer model for mapping electoral boundaries.*

When all this information has been processed, the Surveyor-General (of Land Information NZ) prepares draft electoral boundaries. This takes into account population growth since the census and expected changes before the next one, communities of interest (eg rural communities, suburbs etc) and topography (eg rivers, mountain ranges that divide or unite communities).

The draft boundaries are then presented to the Representation Commission, which includes the Surveyor-General. It issues proposed boundaries, invites public objection, makes amendments and releases final boundaries for use in subsequent elections.

The Representation Commission was due to meet again in late 1997 to begin considering draft boundaries based on the 1996 census.

## Databases

Land Information New Zealand ensures high-quality databases are maintained for its survey, mapping, hydrographic and property activities. For example, it has a record of sur-

## About Land Information NZ

The former Department of Survey and Land Information (DoSLI) was divided into two new organisations from 1 July 1996: a government department, Land Information NZ, and a state owned enterprise called Terralink NZ Ltd.

Land Information NZ took over responsibility for the policy, regulatory and core government service delivery function of the former DoSLI and the Land Titles Office. Terralink acquired and is building on the commercial functions of DoSLI.

INFORMATION



Contact your local office or:  
Land Information New Zealand  
Lambton House, 160 Lambton Quay  
Private Box 5501, Wellington  
Tel: (04) 460 0100; Fax: (04) 472 2244  
Web: www.linz.govt.nz



# The other side of the coin

SPEAKING UP

**C**oncerted, determined lobbying of MPs has produced policy intended to help problem gamblers. Their model can be followed by others with a cause.

While to many people gambling is harmless entertainment, to some it is a serious problem, one that affects not only themselves and their families, but the whole of society.

## Doing something

A special interest lobby group, the Compulsive Gambling Society of New Zealand (CGS) was formed in 1988 by reformed gamblers, concerned citizens and health professionals. It initially focused on advocating the formation of a public health strategy for people with problem or pathological gambling disorders.

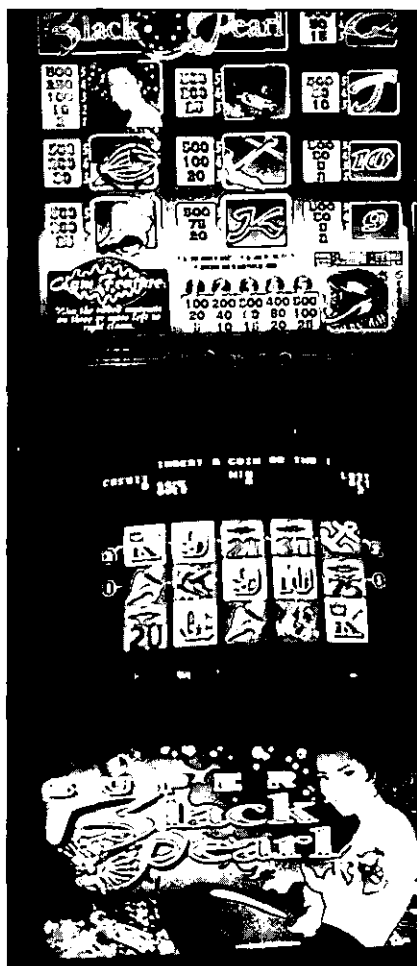
## Social effects

The 1991-2 study *Gaming and Problem Gambling in New Zealand* provided the initial measures of problem and pathological gambling in this country. The study determined that between 47,000 and 69,000 New Zealanders had at some time been pathological gamblers, and a further 78,000 to 105,000 developed problems with their gambling. The study showed that New Zealand had one of the highest incidences of the disorder in the world – prior to the introduction of casinos.

In 1992 the Society convinced then Minister of Internal Affairs, Hon Graeme Lee, that a seminar be conducted to examine the social and health policy implications stemming from the provision of poker machines and casinos.

## Government action

The outcome of this and a subsequent seminar co-hosted by the Ministry of Health and Department of Internal Affairs in May 1993, resulted in the government encouraging the Lottery Grants Board to direct \$500,000 a year by way of special grants for the



*These gaming machines use two-sided coins.*

development of a clinical pilot program and a national freephone counselling hotline.

These services are still going today and are now funded through the

Recently New Zealand has seen a rapid growth in gambling. In 1996 the turnover of gambling in New Zealand was more than \$5 billion, a fourfold increase in six years. Today, New Zealanders enjoy 24 hour casino gambling, on and off-course racing (with a dedicated racing television channel), sports betting, and poker machines on over 2,200 sites. The Lotteries Commission runs Lotto, Scratch Kiwi, Telebingo and spends \$30m a year on advertising.

Committee of Problem Gambling Management, under the Lotteries and Gaming Act 1996. In 1996 the hotline received 21,000 calls and 2,000 new clients.

## Continued lobbying

Since that time the CGS has lobbied Parliament on a regular basis, has presented submissions to select committees and has had audiences with various ministers. The effectiveness of a concerted lobbying strategy culminated in the Prime Minister acknowledging in the House on 10 October 1994 that government had a clear obligation to assist compulsive gamblers.

Parliament has not yet gone to the extent of calling for a comprehensive social impact study on the outcomes of the current gambling explosion.

The CGS in its 1996 submission to the "Government Review on Gaming" said the current experience suggests New Zealand may end up with a legacy of social, cultural and mental health problems stemming from widespread gambling dependency.

"Raising political awareness is essential if interest groups in the voluntary social sector are going to get their concerns understood," says Ralph Gerdelan, Executive Director of the Society. "Our aim is for the Parliament to develop an understanding of comprehensive gambling management strategies in order that good services are in place to protect those who fall through the cracks, and to educate New Zealanders in a less hazardous use of their gambling dollar."

"Let's collectively own the responsibility of minimising the harm that can flow from the increases in gambling opportunities."

*Find out more!*

Compulsive Gambling Society  
PO Box 26 533, Auckland  
Tel: (09) 623 1400; Fax: (09) 623 1140  
Counselling hotline: 0800 654 655

# People-power's victory

The introduction of MMP in 1996 was a triumph for people-power. The battle to get it in 1993 had been a battle between big money and the dedication and energy of thousands of ordinary (and a few extraordinary) people. People-power won.

The roots of that victory go back a long way, but the campaign itself dated from the mid-eighties. After two elections – in 1978 and 1981 – in which the party which got most votes lost, a lot of people were unhappy with the way our elections were working.

## Royal Commission

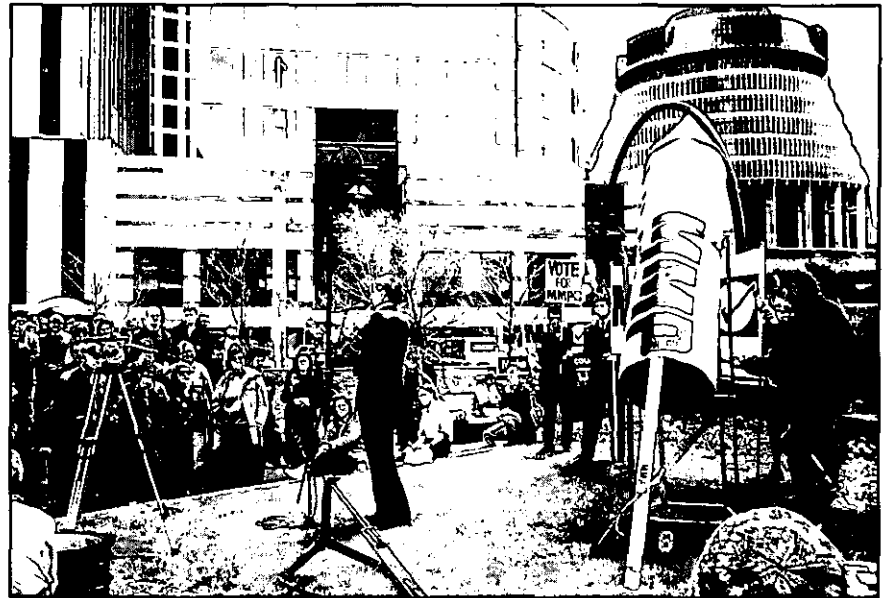
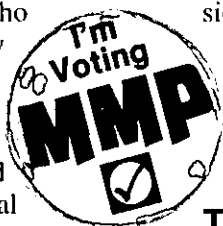
One of those people was Deputy Prime Minister Geoffrey Palmer, who set up a Royal Commission to look into electoral reform. A small group of people who liked the idea of a fairer voting system then got together in 1986 to form the Electoral Reform Coalition (the ERC). Their aim was to lobby for a referendum on a new proportional voting system.

On a shoe-string budget, they wrote to MPs, academics, lobbyists, and others. A valuable source of contacts was the Royal Commission report (which recommended MMP). This gave a list of people who had made submissions. They also scanned the letters columns in newspapers for sympathetic letters. They collected the names and used telephone books and electoral rolls to find addresses.

## Referendum!

By persistence, and a bit of good luck, they got the major political parties to see a political benefit in a referendum. A two-stage referendum for 1992 and 1993 was announced.

MPs were divided on the issue. Some gave valuable support. But most were opposed, and some formed an anti-MMP lobby – though this didn't necessarily help their cause!



STEPHEN RUSSELL

The 1993 referendum was held the day after Guy Fawkes Day – so the MMP campaign suggested voters send a rocket to Parliament on voting day.

## United front

Meanwhile, the ERC, had its own problem. The 1992 referendum offered a choice between two different systems of proportional representation: MMP and STV. Each had its supporters. The organisation knew that it could not afford to be divided, and affirmed its backing for MMP – in line with the 1986 Royal Commission report.

In the 1992 referendum 85 percent voted for change; and in a separate question, 70 percent voted for MMP.

## The big one

But the 1993 campaign was a different kettle of fish. A new anti-MMP organisation was formed. This was led by businessmen. It raised a lot of money, and employed professional organisers, pollsters, media relations companies and advertising firms.

The ERC faced a need to change. It had been a run by a small number of highly dedicated people – but who lacked the expertise needed for running a big public campaign.

The ERC made that change just in time. It realised that it had to employ people to help organise that campaign. It could no longer rely only on part-time volunteers. By reaching out to other organisations with an interest in social reform, it was able to recruit capable organisers, dedicated to the cause and willing to work for just enough to pay the grocery bills.

With help from hundreds of volunteers, a fundraising campaign was organised which raised over \$200,000. It was far short of the millions available to the anti-MMP campaign, but enough to advertise on radio and television to reach the people who did not yet know what MMP was all about.

By working hand in hand with dozens of other organisations, and by using the resource of people-power, the ERC succeeded against the money and sophisticated organisation of its opposition.

*Find out more!*

Electoral Reform Coalition  
98 Endeavor St, Wellington  
Tel and fax: (04) 387 1772

HOW YOUR  
VOICE MAY BE  
HEARD

OCCUPATIONAL SAFETY AND  
HEALTH BRIEFING

DEPARTMENT OF  
**L|A|B|O|U|R|**  
T E T A R I M A H I



# Health and safety – is good business

SPEAKING UP

DEPARTMENT OF LABOUR

*Dangers in the workplace are not always as obvious as this.*

A safe and healthy work environment is essential to the welfare of employees and maximises business productivity.

There are over 200,000 work-places in New Zealand – some of them with less than desirable conditions.



*Gardeners can be exposed to pesticides and other harmful chemicals.*

In the past, unions successfully pushed for safety legislation that provided solutions to specific hazards faced by their members. New laws were also introduced to cover problems revealed by particular major accidents, such as the collapse of scaffolding on a building site. The result was a large number of laws dealing with specific industries or hazards, but other industries and hazards were not being dealt with. In more recent times, changes in technology such as the introduction of computers and the

consequent occupational overuse syndrome (OOS) brought attention to the gaps in the law. Pressure from old and new advocates for worker safety has led to a consolidated Health and Safety in Employment Act. The new Act requires all employers to take responsibility for hazards in their own work-places as part of everyday management, instead of waiting for a visit from an inspector following an accident.

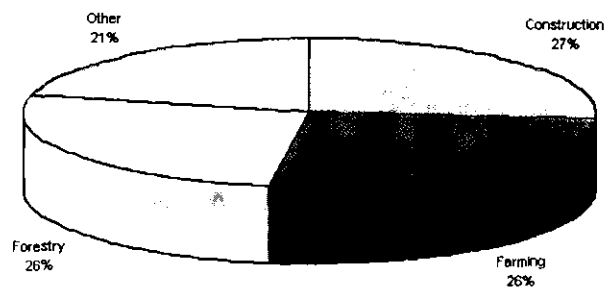
## OSH service

The Department of Labour's Occupational Safety and Health Service (OSH) was charged with administering this Act. To this end, OSH provides two major functions – that of information and enforcement – to

assist employers and to ensure they comply. Where employers are willing and able to undertake the management of their own risks, OSH staff assist with information and guidance. Where employers are unwilling or unable to manage their hazards, OSH staff make inspections to identify those risks and highlight what action is needed.

OSH responds to notifications of accidents and complaints (usually by investigation to determine causes) to find out if the law governing workplace safety has been complied with, and takes action to make sure it will be complied with in the future. Prosecutions are rarely required, with only about five percent of investigations resulting in court action.

Fatalities investigated by OSH by Industry 1993-1996



DEPARTMENT OF LABOUR





DEPARTMENT OF LABOUR

Many accidents occur on farms – far from medical help.

## Partnership

As well as working with individual employers and workplaces, OSH works in partnership with many industry groups to promote improved health and safety practices. These relationships are very important in developing specific industry information on health and safety management. Guidelines and codes are developed with industry taking the lead in this process.

## Deadly work

It is a sad fact that many of New Zealand's workplaces have the potential not only to harm, but also to kill. Some industries, particularly involving machinery, are inherently more dangerous than others, with forestry, construction and farming regarded as the most deadly. Such is the concern in these industries, OSH's current strategic direction, called "Together to Zero", is dedicated to working with industry towards the total elimination of workplace deaths.

## Disease

Another area of OSH's strategic direction is occupational diseases, which may also – less visibly – contribute to workplace-induced illness and death. OSH administers the Notifiable Occupational Diseases System (NODS) in partnership with em-

## Case study

Leo Da Vinci, a screenprinter with printing firm *Dots and Spots*, has been persuaded by his wife to visit his doctor because of a nasty persistent cough. Careful examination by his GP suggests that Leo may be suffering from a condition known as *solvent neurotoxicity* as well as respiratory complications due to his exposure to solvents at work. The condition is associated with depression, losses of concentration, impaired short-term memory and dramatic mood swings.

## Prevention and cure

With prevention in mind, as well as cure, and with Leo's consent, the doctor forwards a NODS form to OSH outlining the case, and an Occupational Health Nurse from the local OSH branch is notified of Leo's illness.

The nurse, Aroha James, contacts Leo and discusses his symptoms, work history and non-work activities with him, and an OSH department medical practitioner. This indicates that Leo's illness is likely to be work-related. Aroha arranges to visit *Dots and Spots* and talk with the owner Clive Monet.

## Hazard spotting

Clive and Aroha inspect the workplace and discover hazards such as the common use of solvents and a lack of adequate ventilation. Aroha discusses with Clive how the law acknowledges that health and safety must be part of the everyday management process. This begins with a systematic

identification of hazards, such as those that caused Leo's illness, and others waiting to be discovered.

The self-management process means that employers need to take reasonable steps, tailored to their own workplace, to protect their employees. Apart from the improved health and safety of the workers, Aroha also points out that hazard management has added advantages for the employer, such as less absenteeism and higher productivity.

Over the next few months, and in consultation with Aroha, Clive works through his own unique hazard identification for *Dots and Spots*. Engineering changes are made to the printing machinery to prevent the release of hazardous substances into the workplace, and Clive is looking into the use of water-based, instead of solvent-based inks. He and his staff are also aware of other potential hazards in their workplace and are holding regular meetings to discuss ways of managing them.

Unfortunately, with Leo's advanced condition, must avoid further exposure to solvents and is exploring other employment options.

However, the good news is that with these systems and improvements in place, other staff, some of whom were found to be displaying the early effects of solvent exposure, can continue their work with improved health at *Dots and Spots*. Clive can look forward to less absenteeism in the future, and a happier, healthier and more productive staff.

ployers, employees and the medical profession. This system allows for the effective collection of data on occupational diseases and helps OSH identify workplaces it needs to visit to check for compliance with the Act. Some occupational diseases can result from exposure to chemicals and other dangerous substances.

Find out more!

The Occupational Safety and  
Health Service  
Department of Labour  
PO Box 3705, Wellington  
Tel: (04) 915 4419; Fax: (04) 499 0891  
Web: [www.osh.dol.govt.nz](http://www.osh.dol.govt.nz)

SPEAKING UP



# Your voice on resources

SPEAKING UP

Nowadays anyone who wants to do something to the natural environment - such as take water from a river or discharge waste into the air - needs to have a 'resource consent'.

In the past these consents were known as water rights or clean air licences which were processed with the public having few, if any rights of objection.

## Having a say

The Resource Management Act, with its requirements for resource consents changed all that - opening the door for each and every one of us to have a say in the way our environment is used by others.

In Canterbury this has led in recent years, to a number of industries such as Meadow Mushrooms, Independent Fisheries and the Ravensdown Fertiliser Company, having to stop or modify their discharges.

## Waimakariri

One of the best illustrations of community involvement in the process relates to an application by the Primary Producers Co-Operative Society Ltd to continue a historic discharge into the Waimakariri River - one of the most widely used recreational rivers in the South Island.

The company wanted to renew a permit issued in 1983 (under the Water and Soil Act 1967) allow the discharge of 20,000 cubic metres per day of treated and mixed meatworks wastes, woollscour wastes and fellmongery wastes into the main branch of the river.

This is the largest single discharge of industrial waste into surface waters anywhere in Canterbury.

## Public response

The application, heard in April and May 1996, broke all records in terms of public participation.

Not only did it attract the greatest number of submissions (650), but it

and adverse effects, the Council agreed to grant a conditional consent for a further decade.

This would enable those industries involved to remain operational without compromising the life-supporting capacity of the Waimakariri River.

It would also ensure that the river's water quality standards for bathing were not compromised.

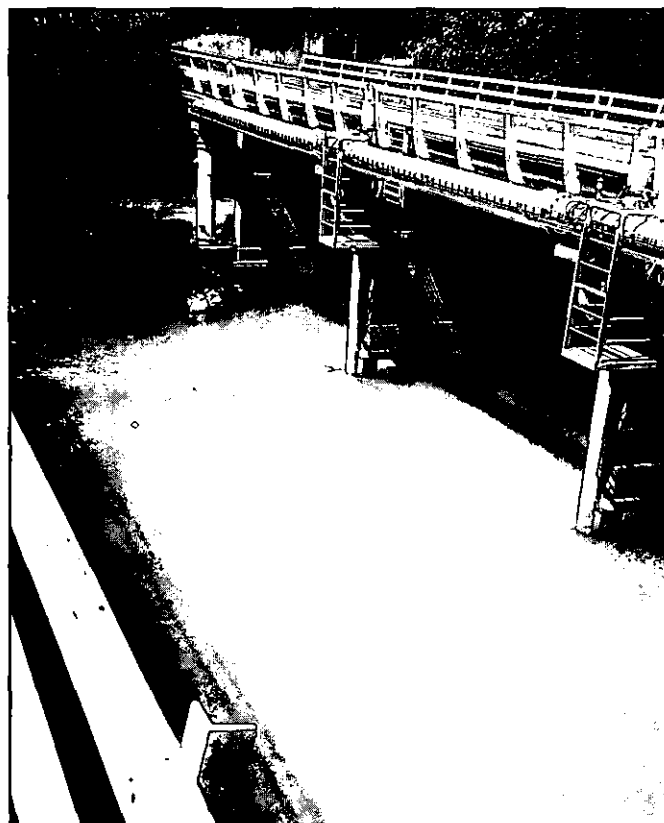
## Appeals

This is not the end of the matter. Three of the submitters, unhappy with aspects of the decision, have lodged appeals. This opens the door for further consultation on the application.

The next stage is to discuss the application to see whether the parties can sort out their differences without the need for further expensive and time-consuming legal battles.

If they can reach agreement the Council will then seek to have the issues resolved by way of consent order. If not, the debate may continue in the Environment Court.

The Council processes around 2300 resource consent applications a year of which 10 to 15 percent go to hearings. Some of these are appealed though most are resolved through consultation.



*Industrial waste flows into the Waimakariri River. But local people can object and have their voice heard.*

CANTERBURY REGIONAL COUNCIL

also drew the strongest opposition to any application before the Canterbury Regional Council since it was formed in 1989.

The hearing that followed was also the longest conducted into a resource consent application in the Council's history - taking the best part of eight days - further reinforcing the extent of community interest in this particular proposal.

Twenty-two people took the opportunity to present their views in person.

## Granted, but...

After weighing up all the evidence before it, including both the beneficial

*Find out more!*

Canterbury Regional Council  
PO Box 345  
Christchurch  
Tel: (03) 365 3828  
Fax: (03) 365 3194



# Making a difference

by Anthony Haas

**Y**oung Sandra Greig decided she wanted to run the country when she grew up. For many years she wanted to become a politician, but family and tragedy took their toll.

Despite being "an ordinary person", she has achieved her goal (at least in part) and believes she has made a real difference to the people she serves. Her story shows what one ordinary person can achieve.

**S**andra Greig, mother, housewife and local body politician sees herself as a "very ordinary person".

She had joined many groups whilst at school and played representative sport. She enjoys people - and grew up with politics. Her parents and relatives belonged to different political parties. Her father's father worked in Parliament.

For 30 years she has been married to traindriver Norm Greig. She suffered two bouts of cancer and had chemotherapy and radiation treatment. "I am in remission for ten years" she said in 1997. Three of her six children have died - Simone at age 19 in a car accident, Martin and Christopher died as infants. Justine was 25 in 1997, and married. Ainslie was then 11 and Simon nine years old.

## Hastings born

Sandra Greig grew up in Hastings, had her schooling and first office job there. She travelled throughout New Zealand working in freelance journalism, then took some journalism-related courses at Victoria University in Wellington.

Now she studies genealogy - and is a Justice of the Peace, a marriage celebrant, president of Hutt

Sister Cities Association and president of the Hutt Business and Professional Women's Association. She is also involved in her local Chamber of Commerce, National Council of Women groups and participates in other community committees.



*Sandra Greig - would like to be Mayor of Lower Hutt some day.*

## Getting involved

Some of her friends were councillors and she "got involved" on the outside. This led to closer involvement. "When a ticket was being set up I was chosen".

"Why was I chosen? I have no idea. It was a real shock. I had been told you never get elected first time. I took on the process of standing as a good experience for the next election."

Because the city ward ticket was full I took on the regional council nomination. "I enjoyed the fun of being in the party and was the fundraising head."

On election night in 1992 Sandra Greig polled top out of nine candidates and in 1995 she doubled her majority.

"Being a councillor was a steep learning curve."

She finds that the regional council is very involved in policy issues such as those on the environment. She enjoys the Landcare and Transport committees.

*What have you achieved as a regional councillor?*

"I have been taking back all my learning to the people, sharing the knowledge. I am able to communicate and have had the time to spend with people" she says.

One political achievement she particularly enjoyed was developing the "UnderAge Voting" campaign in her local community. She contacted many local and national politicians and started the concept in the Wellington region.

"The idea is to teach kids politics in school. They go to vote on election day, and take tardy parents with them, thus increasing voter turnout".

She took on the job of talking in local schools and organised the kids into voting mode. "Something worked, judging by the mail I received".

There is a well developed and well supported American programme called "Kids voting" which helps political education and participation in the United States. Sandra Greig's sister city work has given her a chance to exchange ideas with the American organisers on what the two countries have in common, and how their cultures differ in encouraging young people to get involved in politics.

## Hopes for the future?

"I have a long time goal to be Mayor of Lower Hutt. I intend standing as Mayor in the 1998 election. Lower Hutt needs a Mayor who relates to the people and has the time and understanding of the wants and needs of the citizens," she told DecisionMaker.



# Parliamentary democracy

**N**ew Zealand is a democratic country in which members of the single chamber of Parliament are chosen in free and fair elections. We have universal suffrage: all citizens and permanent residents aged 18 years and over have the right to vote.

The three-year term of Parliament is fixed by law. Every New Zealand citizen who is enrolled as an elector is eligible to be a candidate for election as a Member of Parliament. Once the House of Representatives (Parliament) has been dissolved or its term expired a general election must be held within a certain term prescribed by law.

## Our system

As in many other countries which inherited their system of government from Britain, New Zealand follows important elements of the Westminster model of parliamentary government. Significant aspects of the parliamentary system of government as it has evolved in New Zealand are:

- Parliament is elected by a proportional system known as Mixed Member Proportional (MMP).
- A government must have the "confidence" of at least half the MPs who vote in the House of Representatives on certain crucial issues, called "votes of confidence."
- The government is accountable to Parliament for its actions and policies. Ministers are answerable in Parliament for their own actions and policies, and for the actions and policies of the departments and state agencies under their jurisdiction.
- The judiciary is independent and free from political direction.
- The public service is non-partisan and serves an elected government whatever its party composition.
- Important parts of the constitution remain unwritten.

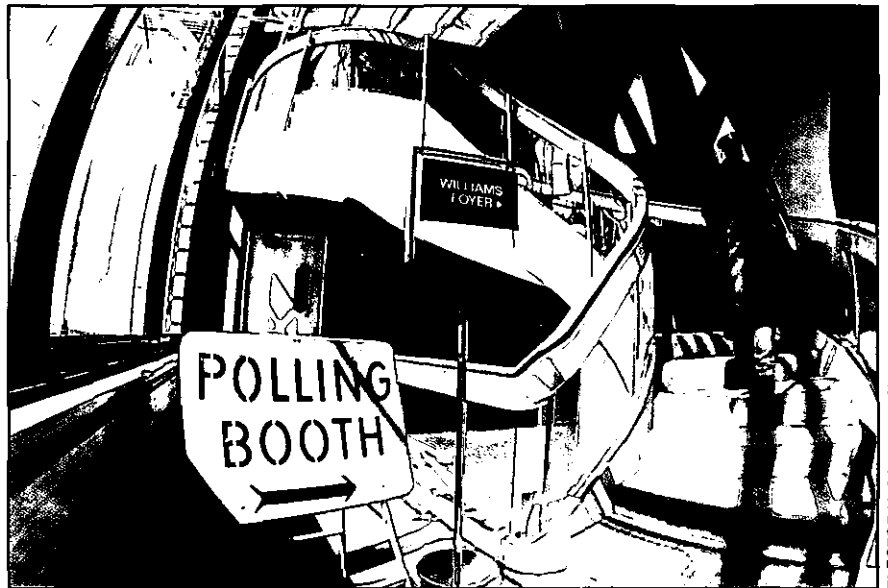
## Enrolment

The enrolment of electors is coordinated by the **Electoral Enrolment Centre**. Rolls of registered electors for each electorate are maintained on an on-going basis by a Registrar of Electors appointed for each electorate. Information collected for the par-

from any New Zealand Post Shop or postal agency.

## Keeping up to date

Twice in every three years each elector will receive a letter from the Electoral Enrolment Centre which gives details of enrolment. Each elector is asked to check these de-



*On election day, polling booths spring up like mushrooms: the Chief Electoral Office set up over 3,000 polling places for the last general election. This helps to ensure that everyone who wants to vote can do so.*

liamentary electoral roll is also used to compile local authority electoral rolls and to make up lists of potential jury members.

To register as an elector a person must be at least 18 years old, a New Zealand citizen or a permanent resident and they must have lived in the country for at least one year at some stage during their life. They must also have lived continuously for at least one month at the address for which they apply to be registered.

Once a person has registered, he or she will remain on the electoral roll so long as they let a Registrar of Electors know if they change address. They do this by filling in a 'Change of Address request' which, like enrolment forms, can be obtained

tails, make any necessary changes and return the form to their local Registrar of Electors in the envelope provided.

New Zealand citizens who have been overseas for three years or less, and permanent residents who have been overseas for 12 months or less, remain on the roll of the electorate for which they were last enrolled.

*Find out more!*

Electoral Enrolment Centre  
181 Vivian Street  
PO Box 190, Wellington  
Tel: (04) 801 0700; Fax: (04) 801 0709  
Email: enrol@netlink.co.nz  
Web: www.govt.nz/elections



# Voting - and MMP

There are normally 120 members of Parliament under New Zealand's version of the MMP voting system. Sixty-five MPs are elected to represent the 60 general electorates and there are five Maori electorates. The other 55 MPs are elected from lists of candidates nominated by registered political parties.

## MMP: two votes

Under MMP, each person who is registered as an elector for a general electorate or a Maori electorate can cast two votes, both of which are on a single ballot paper.

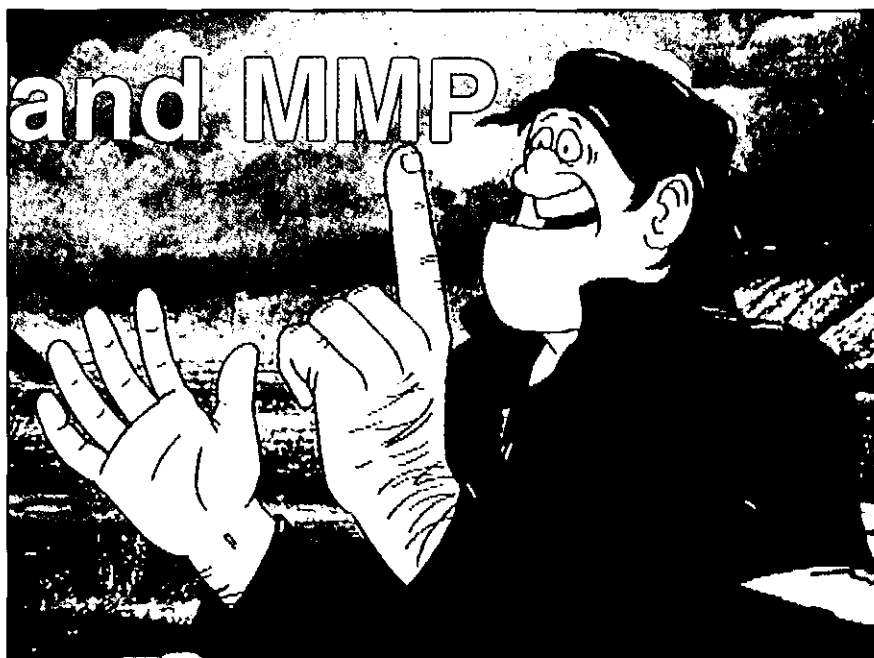
The *party vote* side of the ballot paper shows all the registered political parties who have nominated a party list for the general election.

The *electorate vote*, is for an electorate MP to represent the general or Maori electorate for which the voter is registered as an elector.

The candidate in each electorate who wins more electorate votes than any other candidate is declared elected as the Member of Parliament for that electorate.

## Sharing the seats

Each registered party's total number of party votes decides its share of all 120 seats in Parliament. However, a registered party must cross the "threshold" before it is entitled to a share of all the seats based on its



Wal Footrot figures out how to vote. It is actually very easy: one vote for a party, one for a local MP.

total number of party votes. *Either* it must win at least five percent of all the party votes cast at the election, *or* it must win at least one general or Maori seat.

Each party that crosses the threshold will receive enough list seats to add to any electorate seats it has won so that its share of the total 120 seats is close to its share of the effective party votes cast at the election.

Parties which get list seats fill those seats from the list of candidates they nominated before the general election. List candidates become MPs in the order they are shown on their party's nomination paper. Voters cannot change a party's ordering of its list candidates

and any dual candidate who wins an electorate has his or her name deleted from the party list.

The Electoral Commission is responsible for the registration of political parties, and supervision of political parties' compliance with the requirements of the Electoral Act relating to election expenses and disclosure of donations.

It also promotes public awareness of electoral matters, provides advice to Parliament on such matters and allocates election broadcasting time and funds to political parties.

The Chief Electoral Office (part of the Ministry of Justice) conducts elections and national referenda. It appoints Returning Officers in each of the 65 electorates.

The Electoral Enrolment Centre (part of NZ Post) enrolls electors.



New Zealand's adoption of MMP has led to considerable interest around the world. Members of the Japanese Parliament visit the Electoral Commission to find out how MMP New Zealand-style works.

Find out more!

Manager, Communications  
Electoral Commission  
Level 6, 36 The Terrace  
PO Box 3050, Wellington  
Tel: (04) 474 0670; Fax: (04) 474 0674  
Email: [elect@electoralcom.govt.nz](mailto:elect@electoralcom.govt.nz)  
Web: [www.govt.nz/elections](http://www.govt.nz/elections)



# You can do it too

ELECTIONS

**Y**ou don't have to be rich or powerful to become a member of Parliament. There are lawyers, farmers, business people and millionaires who have become MPs. But there are also social workers, local councillors, housewives, trade union employees and even unemployed people who have joined the House of Representatives.

But most people elected to Parliament put in a great deal of voluntary work for their political party, and show local party people they have something special to offer. Consider these stories drawn from each of the parties in the current Parliament.

## Alamein Kopu

Alamein Kopu was seventh in a family of 20 children. Born in 1943 in the northern North Island, she brings experience of much hardship in her life to her role as an opposition Member of Parliament. Mrs Kopu and her husband, who is on an unemployment benefit, are very involved in hapu and iwi issues in the Opotiki community. He is house parent for streetkids and long term inmates released back into society from prison. They have seven children of their own and are involved in local kohanga reo and kura kaupapa education programmes and in cultural and recreational activities.

Her eight year Australian experience included work in a crisis centre in King's Cross with prostitutes and drug addicts. She became a list MP in 1996 for Mana Motuhake - a part of the Alliance. It was her second attempt to enter Parliament.

## Muriel Newman

Muriel Newman was a founding member of ACT New Zealand, working full time alongside founder Sir Roger Douglas. She earned a doctorate in mathematics in the US and became a maths teacher. She is a mother with two children who has



MALCOLM GREEN

*When MPs first come to Parliament after their election they swear an oath to put the interests of the community above their personal interests.*

been a farmer, and a business-woman. She and her husband have co-authored several books, including *How to live off the smell of an oily rag*. She entered Parliament in 1996 as a list MP.

## Lianne Dalziel

Labour's Lianne Dalziel, born 1960 in Christchurch, completed her law degree whilst working as a hospital cleaner. She worked for the Canterbury Hotel and Hospital Workers' Union and was on the National Council of the New Zealand Council of Trade Unions

## Jenny Shipley

National's Jenny Shipley, born 1952 in Gore, was a primary school teacher. She farmed with her husband and tutored at Lincoln College. Her voluntary work was Plunket, Playcentre, school committees, Federated Farmers, Aged Peoples' Welfare, Arts Council and county councils.

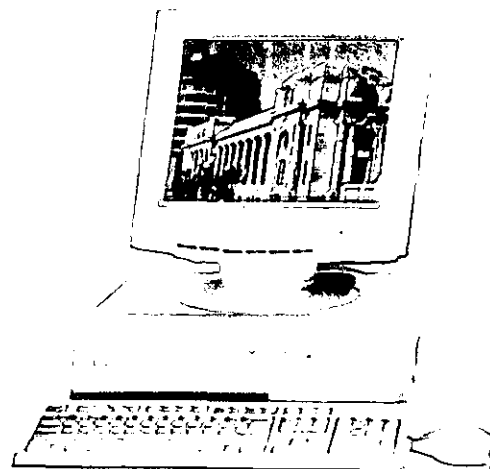
## Peter Dunne

United's Peter Dunne, born 1954 in Christchurch, is a former public servant. After getting a degree in political science and business administration, he worked for the Department of Trade and Industry and became Deputy Chief Executive of the Alcoholic Liquor Advisory Council before entering Parliament.

## Deborah Morris

New Zealand First's Deborah Morris is one of New Zealand's youngest ever MPs - elected at the age of 26. She entered Parliament and immediately became Minister of Youth Affairs - while still paying off her student loan. She had worked for several years in politics, taking part in the pro-MMP campaign in 1993, and later becoming a parliamentary researcher for New Zealand First.

*Our House of Representative is a house of representatives.*



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#### **DecisionMaker Online includes**

- the full text of this Decision-Maker Guidebook;
- links to the online sources we used on Parliament, government and the law;
- links to New Zealand Government Online – NZGO: your one-stop shop for government information.

#### **New Zealand Government Online includes:**

- index of government services;
- index of contact points: email, web sites, phone, fax, mail;
- full-text searching of government websites;
- application forms (eg passports).

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**NZGO:** [www.govt.nz](http://www.govt.nz)



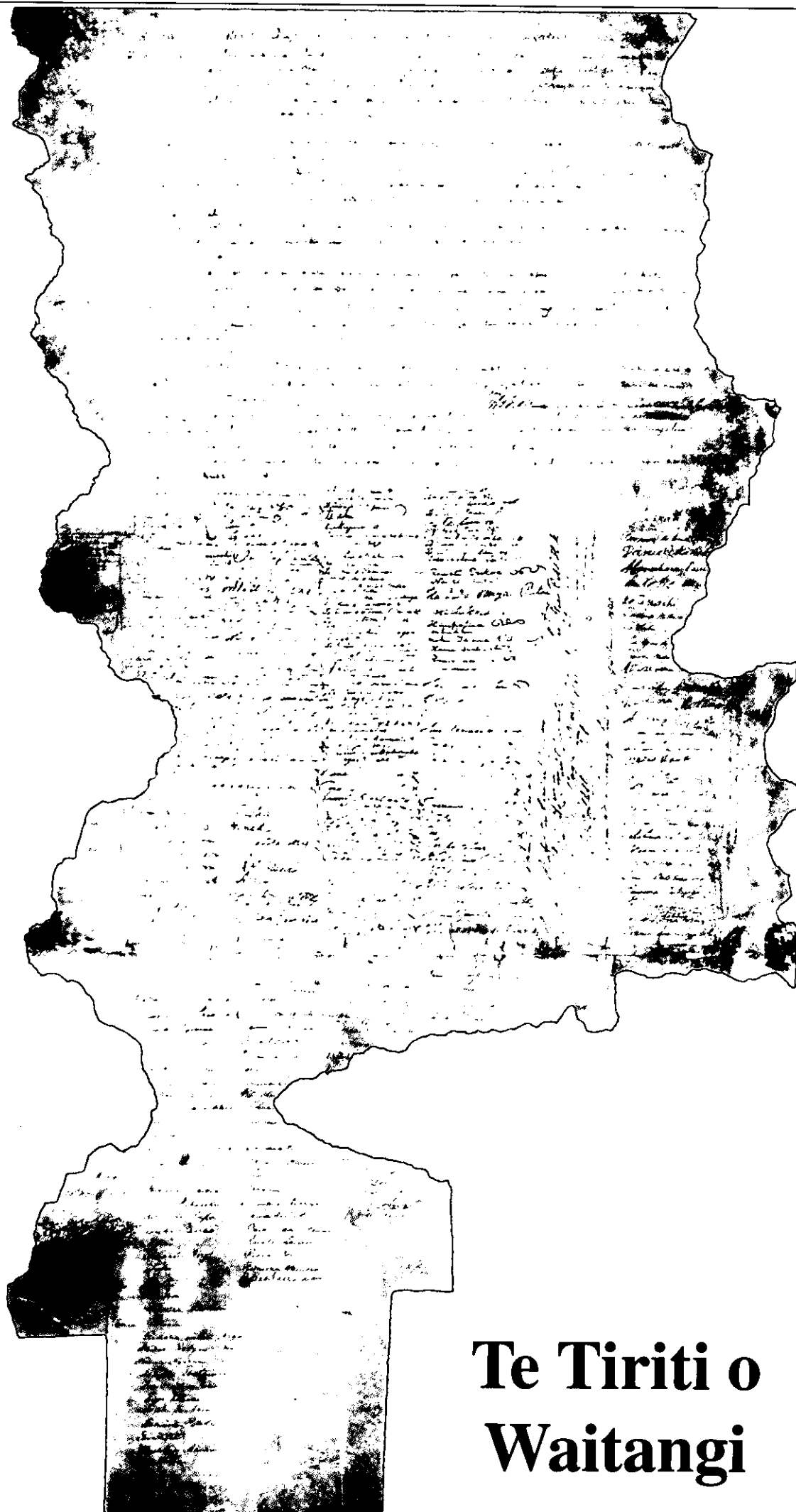
NATIONAL ARCHIVES  
TE WHARE TOHU TUHITUHINGA O AOTEAROA

**The nine documents comprising the Treaty of Waitangi are on permanent public display in the Constitution Room at National Archives, Wellington.**

**Shown here is the sheet signed at Waitangi on 6 February, 1840 – damaged before it reached safe storage at National Archives – and the present New Zealand Coat of Arms.**

**The Constitution Room contains a selection of the nation's most significant founding documents, including**

- the 1835 Declaration of Independence of Northern Chiefs;
- Captain William Hobson's 1839 appointment as Lieutenant-Governor;
- the Maori Representation Act of 1867;
- the Women's Franchise Petition 1893;
- the Statute of Westminster Act 1947;
- the Minute Book of the Constitutional Reform Committee on the abolition of the Legislative Council 1950; and
- the Western Samoa Plebiscite Order, 1961.



# Te Tiriti o Waitangi