

Briefing for the Incoming Associate Minister of Immigration

February 2023



IMMIGRATION

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1. Introduction

 This briefing provides an overview of the immigration portfolio, how decisions are made, and how the Ministry of Business, Innovation and Employment (MBIE) supports Ministers. As your specific delegations and areas of responsibility within the Immigration portfolio are still being considered by the Minister of Immigration, we will provide follow-up information related more specifically to your delegations and areas of responsibility later.

2. Portfolio Overview

- 2. The immigration system regulates the entry and stay of foreign nationals in New Zealand to support a range of national objectives:
 - To support the economy and labour market with key skills;
 - To enable family reunification and ties to be maintained;
 - To contribute to New Zealand's international and humanitarian commitments; and
 - To support the security and integrity of New Zealand's borders.
- 3. The responsibilities of the Minister of Immigration generally include leading the policy and strategic direction for the immigration system, certifying immigration instructions which set the rules and criteria for the grant of visas and entry permission, and decision-making in regard to individual cases.
- 4. The responsibilities of the Associate Minister of Immigration are defined through delegations from the Minister. Once these delegations have been confirmed we will provide you with further advice relating to these.
- 5. The Ministry of Business, Innovation, and Employment (MBIE) provides the following support for this portfolio:
 - Immigration New Zealand (INZ) administers the core operational function
 - The Employment Skills and Immigration Policy Branch within the Labour, Science and Enterprise group, provides policy advice across the Immigration Policy teams. The branch are key cross labour market advisors, and provide advice to the Minister of Social Development and Employment on broader skills and employment issues.
 - the Immigration Advisers Authority, within the Te Whakatairanga Service Delivery group, provides services to license people who provide New Zealand immigration advice
 - lawyers from the Legal, Ethics and Privacy Team provide specialist first instance legal advice to support immigration decision-making.

The Immigration System

- 6. New Zealand's immigration system regulates the entry, and stay in New Zealand, of people who are not New Zealand citizens.
- 7. The Immigration system supports a range of economic, social, security, international and humanitarian objectives. Immigration settings need to balance impacts across these objectives, particularly the need to balance potentially negative impacts of immigration on the labour

market with facilitating the attraction of highly skilled workers and migrants to fill genuine skills gaps. The regulatory system also needs to strike the right balance between making entry as easy as possible for genuine travellers, while ensuring and maintaining the integrity of the system.

8. Annex two provides an overview of the main visa classes in the New Zealand immigration system.

3. Decision-making in the Portfolio

- 9. The Minister of Immigration is responsible for leading the development of all immigration policy and legislation and, unlike most other areas of government, also has decision making powers with regard to individual non-citizens. While most of these powers are delegated to officials or the Associate Minister of Immigration, some decisions cannot be delegated (see from paragraph 20 below).
- 10. The Minister of Immigration is also responsible for the immigration related appropriations that fall within Vote Labour Market.

Immigration law establishes the decision-making framework

11. The Immigration portfolio includes two pieces of primary legislation: the Immigration Act 2009 (the Act), which covers the immigration regulatory system, and the Immigration Advisers Licensing Act 2007 (IALA), which governs occupational licensing for providers of immigration advice who are not exempt.

Immigration Act 2009

- 12. The Act establishes an immigration system that:
 - requires persons who are not New Zealand citizens to hold visas to travel to New Zealand, and hold a visa and entry permission to stay in New Zealand;
 - provides for the development and publication of immigration instructions (which have legal standing and are certified by the Minister of Immigration);
 - provides rules for the safe and orderly management of the border;
 - provides a process for implementing specified immigration-related international obligations;
 - includes mechanisms for compliance and enforcement;
 - provides for the charging of fees and levies;
 - provides powers to the Minister of Immigration regarding decision making in individual cases (the Act allows for decisions to be made as positive exceptions to instructions, generally meaning that a person who would not otherwise qualify for a visa is granted one); and
 - establishes a specialist tribunal (the Immigration and Protection Tribunal (IPT)) to consider immigration related appeals.
- 13. Regulations made under the Act set out the legal requirements for making and lodging applications for visas and entry permission, making claims for refugee and protection status,

and lodging appeals to the IPT, which is supported by the Ministry of Justice. The rules and criteria for the grant of visas and entry permission are set out in immigration instructions which are certified by the Minister of Immigration and reflect the Government's immigration policy settings.

Immigration instructions

- 14. The rules and criteria for a person to be granted a visa and entry permissions are set out as immigration instructions in the INZ Operational Manual. Amending immigration instructions is the primary mechanism to implement government policy decisions about immigration. The Operational Manual also outlines some of the processes INZ follows to assess and verify applications, and determine refugee status claims.
- 15. The Act requires the Minister of Immigration to approve and formally certify immigration instructions, which are then published in the Operational Manual and made available on the website www.immigration.govt.nz. Immigration instructions changes are generally bundled together for release in a regular cycle, but urgent changes are made where necessary.
- 16. The complexity and breadth of the portfolio, and its interrelation with other areas of government, means that Ministers of Immigration generally seek Cabinet's agreement to broad policy decisions, with more minor and technical decisions typically made without Cabinet's involvement.

Immigration Advisers Licensing Act 2007

17. The IALA:

- has as its purpose the promotion and protection of the interests of consumers
- requires people providing immigration advice to be either licensed, or exempt from licensing (lawyers are exempt, as are the electoral staff of MPs)
- provides for the licensing requirements for those who provide immigration advice
- establishes an Authority (housed within MBIE) to administer licensing and investigate complaints against immigration advisers and unlicensed persons, as well as facilitating other matters such as continued professional development
- provides for the Authority to consult you on the development of competency standards and the code of conduct, and seeks your approval and sign off, and
- establishes a specialist tribunal to make determinations on complaints against immigration advisers and to make some consumer redress orders.
- 18. Regulations made under the IALA provide the fees and levies payable by licensed immigration advisers and for other minor aspects of licensing.

Further Responsibilities

- 19. In addition to making decisions with regard to individual cases, the Minister of Immigration:
 - delegates aspects of decision-making to the Associate Minister of Immigration and to officials

 currently leads, in consultation with other Ministers (in particular the Minister for Workplace Relations and Safety), the government action on the prevention of migrant exploitation and human trafficking.

Decision-making

- 20. The Minister of Immigration is a primary decision maker under the Act (except in relation to refugee and protection decisions, where there is largely no role for the Minister). In general, the majority of the Minister of Immigration's decision-making powers are delegated to immigration officers and refugee and protection officers, who make most decisions on visas and refugee and protected person status, respectively. Decisions may be reviewed by the IPT or the courts (by leave), where the Act allows for review.
- 21. The Minister of Immigration can delegate certain decisions, and the nature of some of these decisions (particularly those that are at the absolute discretion of the decision maker that is, which allow for positive exceptions to instructions to be made) mean that to some extent the degree to which the Minister may wish to become involved in individual cases is a matter for their own prerogative. On the other hand, some powers cannot be delegated (those relating to classified information, deportation relating to national security, and decisions relating to the immigration status of protected persons who have been excluded from recognition under the refugee convention) or have not been delegated to immigration officers or refugee and protection officers.
- 22. In general, Ministers do not get involved in applications for visas received by INZ. Ministers may, however, receive requests for intervention, particularly from those applicants who do not meet policy. Immigration is unusual in this nature and exercising discretionary ministerial powers creates a significant workload. While it is possible for a Minister of Immigration to retain all decision-making powers with regard to individual cases where individuals have asked for ministerial intervention, in recent years Ministers of Immigration have exercised the option for individual case work to be delegated to the Associate Minister of Immigration (and in turn, senior INZ officials who have been specifically delegated decision-making powers by the Minister of Immigration (DDMs)).
- 23. We understand that you are in discussions with the Minister of Immigration on the nature of your delegations. The Minister or Associate Minister has traditionally made the following decisions:
 - Whether to grant a residence class visa as an exception to residence instructions in response to the IPT's recommendation that a residence applicant has special circumstances warranting an exception.
 - Whether to grant a visa to a person who is in New Zealand unlawfully. As these powers
 also rest with immigration officers, the Minister or Associate Minister does not usually
 consider these requests until an individual has approached INZ for an
 exception/discretionary decision and been turned down.
 - Whether to sign a deportation liability notice with respect to New Zealand residence class visa holders who have been found to have obtained their residence by fraud. The Minister is also able to cancel or suspend a person's liability for deportation.
- 24. The Minister of Immigration only also makes the following decisions:

- Determining the immigration status of protected persons who may have committed certain crimes or acts.
- Using classified information in decision-making if the Minister determines that the classified information relates to matters of security or criminal conduct.

4. How MBIE supports you

Our primary ways of engaging with you

- 25. We engage with you primarily through the following mechanisms:
 - Regular meetings between yourself and MBIE immigration officials. The frequency of these
 meetings will be based on your preference.
 - Weekly update reports on key policy and operational updates for current issues in the portfolio.

Immigration-related areas of MBIE

Immigration Policy

- 26. Four teams within MBIE's Labour, Science and Enterprise group provide policy advice and analysis to the Minister of Immigration:
 - The Immigration Skills and Residence Policy team provides advice on the core visa settings for both temporary and resident visas, and on the interface of the immigration system with skills and education, labour market, and economic regulatory systems and programmes.
 - The Immigration Border and Funding Policy team provides advice on immigration legislation (the Immigration Act and the IALA), supports the implementation of policy changes and the funding of the immigration system, and provides advice on border settings.
 - The Immigration International and Humanitarian Policy team provides advice and analysis on international, humanitarian, and national security related issues in the immigration portfolio, including refugee issues, immigration responses to international crises, bilateral and multilateral engagement.
 - The International Labour Policy team (within the Workplace Relations and Safety Policy branch), provides advice on migrant exploitation, forced labour and people trafficking issues to the Minister of Immigration and the Minister for Workplace Relations and Safety.
- 27. The Immigration Policy work programme is developed in consultation with the Minister of Immigration and other relevant Ministers.

Immigration New Zealand (INZ)

- 28. The INZ group is situated in MBIE. INZ is the primary operational delivery group for the immigration system. INZ's core roles include:
 - Granting visas to those whom Aotearoa New Zealand needs to work, visit, study or settle here

- Ensuring that people crossing the border and staying in Aotearoa New Zealand are entitled to do so
- Helping refugees and migrants to make Aotearoa New Zealand their home
- Playing our part in the global immigration system, and with our NZ border partners, to keep Aotearoa New Zealand safe.
- 29. Most of INZ's operational work is focused on deciding residence, temporary entry and transit visa applications. INZ also deports people who are in breach of immigration law, or resolves their immigration status in other ways. INZ's Border Operations seeks to ensure that a passenger's immigration risk is kept offshore. It aims to protect New Zealand's interest through enhanced passenger risk assessment and facilitation. INZ also runs New Zealand's refugee programme, which encompasses both our aim to settle 1500 refugees per annum in New Zealand through our relationship with the UNHCR, as well as our role in considering and, where appropriate, granting claims for refugee status from people onshore in New Zealand ('asylum claims').
- 30. INZ's strategy, 'Striking the Balance', emphasises the importance of balancing its functions of facilitating those migrants which New Zealand needs, while also acting as an effective regulator in the face of increasing external threats. There are five strategic outcomes envisaged in the strategy:
 - facilitate migrants in high demand to come to New Zealand New Zealand gets the migrants it needs;
 - ensure the immigration system drives compliant behaviour users are self-regulating and voluntarily compliant;
 - minimise harm from immigration immigration has positive outcomes for migrants and communities;
 - identify and manage risk and vulnerability early targeted information gets to the right place at the right time; and
 - work together INZ functions as one cohesive team.
- 31. An overview of INZ's structure and people is included in Annex one.
- 32. In 2021/22, INZ decided nearly 350,000 visa applications. So far in 2022/23, INZ has already decided over 380,000 visa applications, including:
 - o over 35,000 student applications
 - o nearly 150,000 visitor applications
 - o over 122,000 work applications
 - o nearly 55,000 residence applications.

Te Whakatairanga Service Delivery Group

33. Te Whakatairanga Service Delivery Group provides critical functions and services that support businesses, employees and consumers to operate successfully in the marketplace. This includes the Immigration Contact Centre.

- 34. The Immigration Advisers Authority (IAA) is a statutory body housed in MBIE's Market Integrity Branch, in the Te Whakatairanga Service Delivery Group. The Authority was set up under the IALA to license people who provide New Zealand immigration advice, onshore or offshore. Any person who provides New Zealand immigration advice must be licensed unless they are exempt under the Act. Lawyers, Members of Parliament and their staff, and staff and volunteers of Community Law Centres and Citizens Advice Bureau are among those exempt.
- 35. The Immigration Advisers Authority was established under the Immigration Advisers Licensing Act 2007. IAA's primary functions include administering the licensing regime, maintaining a public register of licensed advisers, and maintaining competency standards and a code of conduct for licensed advisers. IAA also receives complaints about licensed immigration advisers and investigates complaints against people providing advice without a licence.

Research, Monitoring and Evaluation on Migration

36. Monitoring of trends and research into immigration is a function of the Data, Insights and Intelligence Branch within MBIE's Data, Digital and Insights Group. The branch provides research and evidence to inform immigration and labour market policy, evaluate policy and service delivery programmes, and monitor migration flow statistics.

Legal, Ethics and Privacy Branch

37. MBIE's Legal, Ethics and Privacy Branch provides legal advice and support to the Ministry and Ministers. Due to the complex legal framework in which immigration decision making takes place, MBIE's legal advisors provide independent legal advisory support. In addition, the Litigation team represents the Minister of Immigration in Tribunal matters where the Minister is the respondent (for resident deportation decisions), represents immigration officers applying for warrants of commitment for immigration detention, and prosecutes immigration related offending. The Ministry's Legal Branch also provides oversight and instructs Crown Law and Crown Solicitors in High Court immigration-related litigation.

Other immigration-related government bodies

Immigration and Protection Tribunal (IPT)

- 38. The IPT is an independent body established under the Act to hear appeals on:
 - decisions by INZ to decline a residence class visa application
 - a person's pending deportation the person may either be a New Zealand resident, a temporary class visa holder whom INZ wishes to deport for cause (for example, due to a conviction or a breach of visa conditions), or someone unlawfully in New Zealand because their temporary visa has expired
 - decisions by INZ to not recognise a person as a refugee or a protected person.

39. The IPT is chaired by a District Court Judge, appointed by the Governor-General on the recommendation of the Attorney-General, and comprises members appointed by the Governor-General on the recommendation of the Minister of Justice. The IPT is administered by the Ministry of Justice.

Immigration Advisers Complaints and Disciplinary Tribunal (IACDT)

- 40. The IACDT was established under the Immigration Advisers Licensing Act 2007 and deals with complaints against licensed immigration advisers. The Authority refers complaints to the Tribunal.
- 41. The IACDT is administered by the Ministry of Justice and can impose a range of sanctions that include: caution or censure, a requirement to undertake training, suspension or cancellation of licence, payment of a penalty of up to \$10,000, payment of costs and refunds, and compensation to the complainant or other person.
- 42. The IACDT also deals with appeals against some decisions made by the Authority. These may relate to a decision of the Registrar of the Authority to cancel the licence of an immigration adviser or a determination of the Registrar to reject a complaint against a licensed immigration adviser.
- 43. Members of the IACDT are appointed by the Governor-General on advice from the Ministers of Justice and Immigration.

Annex 1: MBIE key people

Immigration portfolio

The Leadership team

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The Immigration New Zealand team

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Other Senior MBIE Officials with Immigration responsibilities

Contact	Role	Contact details
Suzanne Stew	Deputy Secretary for Te Whakatairanga Service Delivery Group, which provides critical functions and services that support businesses, employees and consumers to operate successfully in the marketplace. This includes the Immigration Contact Centre.	E <u>suzanne.stew@mbie.govt.nz</u> PS 9(2)(a)
Greg Patchell	Deputy Secretary for Digital, Data & Insights Group, which is responsible for the data and insights, digital and technology functions within MBIE. They work with MBIE's business groups to ensure they have the data and technology to enable them to deliver on the opportunities, challenges and priorities that lie ahead for Aotearoa New Zealand. This includes the operation of the enhanced Immigration Online Platform.	E greg.patchell@mbie.govt.nz PS 9(2)(a)
Sanjai Raj	General Manager of the Market Integrity branch of Te Whakatairanga Service Delivery, which delivers cross cutting regulatory infrastructure underpinning optimal operation of markets.	E sanjai.raj@mbie.govt.nz pS 9(2)(a)
Katherine MacNeill	General Manager of the Employment Services branch of Te Whakatairanga Service Delivery, which provides employment dispute resolution services, regulates minimum employment standards through the Labour Inspectorate and provides employer systems and assurance through regulatory and business system enhancement.	E katherine.macneill@mbie.govt.nz PS 9(2)(a)
Duncan Connor	National Manager of the Occupational Regulation unit of the Market Integrity branch, which operates a number of occupational regulatory schemes across different portfolios, with the Immigration Advisers Authority. Registrar, Immigration Advisers - The	E duncan.connor@mbie.govt.nz M S 9(2)(a)
	Immigration Advisers Licensing Act 2007, establishes the statutory role of Registrar of Immigration Advisers and the functions of the Immigration Advisers Authority.	

Immigration New Zealand At A Glance



Annex 2: Overview of the main categories of visas

Temporary entry and residence are the two main visa classes. A temporary visa allows a holder to be in New Zealand for the purpose and length of the visa. A residence visa provides the holder the right to live, work, and study in New Zealand. A residence visa also confers a range of rights and opportunities, including funded education, welfare benefits and the right to vote.

Work:

- Temporary work visas
 - Accredited Employer Work Visa (AEWV): The main temporary work visa (replacing the Essential Skills visa). Is labour market tested. Approximately 60,000 Essential Skills holders were onshore prior to the 2021 Residence Visa; approximately 35,000 new AEWV applications since July 2022.
 - Working Holiday Schemes: Available to young people (usually aged 18 to 30) to travel to and work in New Zealand for up to 12 months, or 23 months if from the UK or Canada. 45 schemes, 13 are uncapped (Approx. 40,000 peak number onshore pre-2020; currently approx. 25,000 in 2023)
 - Post Study Work: Open work visa of 1-3 years depending on the qualification previously studied on a student visa. Cabinet agreed to restrict visa length, and place limits on access to these for those undertaking sub-degree level study. (approx. 13,000 PSWR onshore December 2022)
 - Recognised Seasonal Employer: provides for seasonal work in horticulture and viticulture. Numbers capped at 19,000 in 2023 but are under review.
- Residence work visas:
 - Skilled Migrant Category (SMC): currently interim points-based system, with points awarded for age, qualifications, work experience and skilled employment (or offer employment).180 points needed to be selected. Settings under review for mid-2023 changes. 16,700 approved in 2019/20
 - Investor: Investor 1 and 2 have been closed and the new Investor Visa (Active Investor Plus) requires up to \$15 million (or weighted equivalent). More direct forms of investment receive a higher weighting (up to 3x) for every dollar invested. (800 in 2019/20)
 - Entrepreneur: For those who have run a NZ business for two years. (400 in 2019/20)

Family:

- Temporary family visas:
 - Partner: For partners of NZ citizens and residents where there is a genuine relationship. Can work full time in any employment (12,300 approved in 2019/20)
 - Partner of a worker or Student: Some partners of these visa holders can obtain an open work visa for the same length as their partner's visa. (22,800 approved in 2019/20)
- Residence family visas:
 - Partnership: For partners of NZ citizens and residents where there is a genuine relationship and the couple have lived together for 12 months. (13,300 in 2019/20)
 - Parent: For parents of NZ citizens and residents; Parent must be sponsored by resident child.
 Recently reopened with new threshold. Capped at 2,500, currently closed and under review. (200 in 2019/20)
 - Culturally Arranged Marriage: Allows holders entry to get married or after being married.
- Study (temporary visas only):
 - International Students: applicants must have an offer of place at an NZ institution, sufficient funds, and meet any course prerequisites. Most tertiary students are allowed to work 20 hours per week. (62,100 approved in 2019/20)
 - Dependent students: For children of workers to attend school. (17,200 in 2019/20)
- International / Humanitarian (all residence visas):
 - o Refugees: Includes Refugee Quota (1,500 places), Refugee Family Support Categories (600), Refugee

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- and Protection, and Refugee Emergency.
- Samoan Quota: Applicants who are citizens of Samoa can be granted residence through the ballot provided they have a job in NZ. (Capped at 1,100 per year)
- Pacific Access: Applicants who are citizens of target countries can be granted residence through a ballot with a job in NZ. (Various caps apply across countries).
- Other: Includes ministerial direction, asylum, and section 61 decisions. (1,200 in 2019/20)
- Visitor (temporary visas only):
 - Enables friends and family and others to visit and explore New Zealand, enjoy amateur sports, or study for up to three months. Many partners and family use visitor visas. (446,600 in 2019/20, excluding Australians and those from visa waiver countries).