



# Briefing for incoming **Minister for Climate Change** (International)

**October 2017**



**NEW ZEALAND  
FOREIGN AFFAIRS & TRADE**

**Cover photos (top to bottom):**

- A view of Scott Base, Antarctica, from an incoming helicopter. *Photo: R. Eisert/University of Canterbury*
- Children participating in Just Play, a New Zealand funded sports development programme, Cook Islands. *Photo: Sunpix*
- The aftermath of Cyclone Winston, Fiji, 2016. *Photo: NZDF*
- MFAT staff member Alice Revell representing New Zealand at United Nations negotiations on a new high seas marine biodiversity treaty. *Photo: IISD/Mike Muzurakis (enb.iisd.org/oceans/bbnj/prepcom2/31aug.html)*
- Shipping containers being transported. *Photo: iStock*
- 'Global Haka' performing with MFAT staff member John Riley at the opening ceremony for the Weta Workshop Exhibition, Seoul, 2014.



26 October 2017

Hon James Shaw  
Minister for Climate Change  
Parliament Buildings  
WELLINGTON

Dear Minister

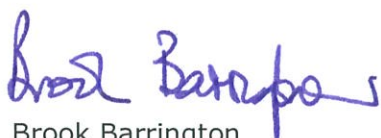
Congratulations on your appointment as Minister for Climate Change.

The Ministry of Foreign Affairs and Trade is committed to supporting you wholeheartedly in advancing the Government's international climate change policy objectives.

We provide, in the enclosed briefing, a snapshot of New Zealand's international climate change interests, and information which hopefully will smooth the way as you take up your portfolio. I look forward to an early meeting with you so that the Ministry can fully understand your priorities and how we might best advance these.

Once again, please accept my warm congratulations on your appointment, as well as my personal commitment to ensuring that the Ministry and its leadership provide you with all that you need to be successful in advancing New Zealand's values and the interests we share with the wider international community.

Yours sincerely



Brook Barrington  
Secretary of Foreign Affairs and Trade

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# Part one

## Portfolio overview

## International role

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Climate change is a serious international challenge affecting all countries. Given New Zealand's, and the Pacific's, physical and economic vulnerability to its effects, we have clear interests in coordinated and effective global action. New Zealand needs to be actively engaged in formal and informal international climate change processes to be able to influence the timetable and ambition of the global response, and to ensure our particular circumstances are understood and our interests are addressed. Domestic policy settings, messaging, and action we take affects New Zealand's international credibility.

As the Minister for Climate Change, you are responsible for New Zealand's policy settings and engagement on climate change. The international commitments and rules agreed in the United Nations (UN), World Trade Organisation, and other forums set the parameters for New Zealand's domestic policy, regulation and compliance costs. Conversely, our international reputation is in part determined by our domestic policy. This briefing on your international role complements the Ministry for the Environment's briefing on domestic climate change matters.

The international aspects of your role include:

- Providing advice to Cabinet on New Zealand's negotiating parameters, policy settings and action on significant issues,
- With other Ministers as appropriate, setting the detailed positions New Zealand takes in international negotiations that do not require a Cabinet-level decision,
- Determining the acceptability of proposed international obligations for New Zealand, and
- Deciding the nature of our climate change cooperation with other countries.

Your leadership diplomacy is crucial to achieving New Zealand's objectives through your relationships with counterpart ministers and leaders, as well as the heads of international organisations, businesses and non-government organisations.

You represent New Zealand in international climate change-related meetings that are held at Ministerial level. You may be asked to participate in (and possibly facilitate) Minister-only meetings in order to reach agreement on specific issues.

You support the role the Prime Minister plays in international climate change engagement, providing strategic advice on targeting and carrying out this participation. Climate change is a critical element of New Zealand's Pacific diplomatic and development engagement, and there are many links with the trade portfolio, making collaboration with the Ministers of Foreign Affairs, and Trade and Export Growth, important.

New Zealand's international engagement on climate change is relevant to many domestic portfolios — including Environment, Agriculture, Forestry, Economic Development, Regional Economic Development, Energy and Resources, Research, Science and Innovation, Pacific Peoples, Infrastructure, and Transport — and your role includes sustaining coherence across the Government's international climate change policy and

activities as well as ensuring international perspectives are brought to bear on relevant New Zealand domestic policy settings.

## Taking forward the Government's international climate change priorities

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From the Coalition and Confidence and Supply Agreements the Ministry understands the Government intends to support actions to implement the Sustainable Development Goals and position New Zealand as a leader on climate change. In this context, we understand that climate change priorities include:

- Working towards a Net Zero Emissions Economy by 2050 with a particular focus on policies and initiatives in transport and urban form, energy, and primary industries,
- Introducing a Zero Carbon Act,
- Establishing an independent Climate Commission,
- Requesting the Climate Commission plan the transition to 100% renewable energy by 2035,
- Following consideration by the Climate Commission, reviewing whether and how agriculture could be included in the New Zealand Emissions Trade Scheme (ETS),
- Including a climate impact assessment in all new legislation,
- Stimulating up to \$1 billion of new investment in low carbon industries by 2020,
- Providing assistance to the agricultural sector to reduce biological emissions, improve water quality, and shift to more diverse and sustainable land use including more forestry (linked to the Billion Trees Planting Programme),
- Reducing congestion and carbon emissions through a number of transport initiatives, including making the government's vehicle fleet, where practicable, emissions free by 2025/26,
- Developing a comprehensive set of environmental, social and economic sustainability indicators, and
- Establishing a new cross-agency climate change board of public sector Chief Executives.

The Ministry of Foreign Affairs and Trade (the Ministry) can provide advice and assistance on the international dimensions of these priorities and other policy programmes. We look forward to discussing these with you at your convenience.



## Climate change: International overview

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There is increased momentum internationally following the November 2016 entry into force of the Paris Agreement. The Agreement set a new benchmark for multilateralism, creating a “bottom-up” system of nationally determined undertakings, supported by a “top-down” rule-set founded on principles of progression and continuous improvement. It commits all countries to reduce greenhouse gas emissions, to adapt to the impact of climate change, and to make all finance flows (domestic and international, private and public) low-carbon and climate resilient. The Agreement provides for enhanced support to developing countries — through funding, technology and capacity building — to achieve this.

The Paris Agreement includes an “ambition mechanism” to strengthen the global response over time, as will be necessary to meet its goal of holding the increase in the global average temperature to well below 2°C above pre-industrial levels, and to pursue efforts to limit the increase to no more than 1.5°C. Five-yearly global stocktakes, conducted through the UN process, will review countries’ collective progress against the goals of the Paris Agreement, with the first such stocktake (the Talanoa Dialogue) to be held in 2018. There is an expectation that countries will take on progressively more ambitious emissions reduction targets over time.

The United States’ decision in June to initiate its withdrawal from the Paris Agreement catalysed reaffirmation of support for the Agreement from countries around the world, including New Zealand. President Trump has “left the door open” for the United States to re-join the Agreement on more favourable terms, and the United States will continue to participate in international climate change negotiations. Many US states, cities, businesses and investors have pledged to continue to take action to reduce emissions. Others, including China, Canada, the European Union and France, are asserting global leadership roles, and the expectations on developed nations to lead by example are undiminished.

Climate change is a touchstone issue for Pacific Island countries. Pacific countries are at the forefront of efforts to limit the global temperature increase to no more than 1.5°C. Attention to loss and damage caused by climate change is a priority for Pacific Island countries, as is access to global climate finance mechanisms.

New Zealand’s key interests are in an effective global solution to climate change, with the multilateral system supporting ambitious climate change action by all countries, according to their individual capacities and circumstances, while ensuring New Zealand’s sustainable economic development is not disadvantaged compared to others, and is where possible enhanced, and the impact of climate change on the Pacific is being addressed.

In practice this has meant:

- Sustaining a global commitment to the inclusivity and effectiveness of the **Paris Agreement**, including keeping the door open for a United States return to the Agreement so as to support its long-term efficacy,

- Negotiating the **implementation guidelines for the Paris Agreement** by the end of 2018 (the “Paris rulebook”), focusing on those aspects of the guidelines most relevant to the effectiveness of the Agreement, New Zealand’s own circumstances, and those of Pacific Island countries,
- Delivering the **\$200 million in climate-related support** that New Zealand has committed over 2015-2019, a large proportion of which is delivered in Pacific countries through New Zealand’s development assistance programme – and considering the policy approach for the next period,
- Building understanding of, and shaping how, the **land sector** can contribute to meeting the global emissions reduction goal, including through promoting a principled-based approach to forestry accounting, and working with other countries to improve the climate resilience of their agricultural production,
- Supporting environmental integrity in **international carbon markets**, and developing ways for New Zealand to cooperate with those markets,
- Working in other forums, including to promote **fossil fuel subsidy reform** internationally, and negotiate agreements on **international shipping emissions**, and
- Working with other countries, including through our formal **bilateral arrangements** on climate change issues with Australia and China.

We would welcome an early opportunity to discuss your policy objectives with you, both to ensure we understand your priorities, and to ensure the Ministry is positioned to advance and implement these.

Further information on these policy issues is provided in Part three.

## Part two

# Taking up your role: Immediate issues and engagement

## How the Ministry supports you

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### Ministerial support

Acting Climate Change Ambassador, **Jo Tyndall**, is your key adviser within the Ministry. Ambassador Tyndall was elected by UNFCCC member states to the high-profile role of co-chairing negotiations on the Paris Agreement implementation guidelines, with the expectation this will continue until December 2018.

The Ministry can engage with you in a number of different ways, adapted to suit your preferences and schedule, including:

- Regular issues-based meetings with the Climate Change Ambassador and other Ministry officials,
- Issue-specific written briefings,
- Weekly written updates on portfolio relevant developments,
- Diplomatic reporting (known as Formal Messages) from the Ministry's offshore posts regarding climate change issues, and
- Support from accompanying senior officials at international climate change meetings.

The Ministry will seek your guidance and decisions on New Zealand's international policy and delivery priorities and actions. This includes what position New Zealand should take on key negotiating issues; national statements made by, or on behalf of, you as Minister; and priorities for our bilateral engagement and cooperation with other countries.

The Ministry will also help arrange and support your international travel, in consultation with you, and facilitate opportunities for you to meet with your counterparts from other countries as well as other important international influencers and decision makers. For meetings and one-on-one engagements we can brief you on the key issues in advance.

### The Ministry's role in climate change issues

The Ministry supports you in its capacity as the lead agency for international climate change work. In practice, this means the Ministry is responsible for a coordinated inter-agency international work programme that promotes New Zealand's policy interests in the United Nations and delivers New Zealand-led initiatives and events. The Ministry leads multi-agency negotiating teams to the UN climate change meetings.

The Ministry provides advice to the Government and implements its decisions in relation to negotiation of the Paris Agreement implementation guidelines, climate finance, and climate change and trade issues. The Ministry also guides its offshore network to engage with other governments in support of New Zealand's international climate change priorities. We help identify and respond to the opportunities and risks for New Zealand in the global economic transformation being driven by the Paris Agreement, including the

implications for New Zealand's export sectors of a transition to a low-carbon global economy.

The Ministry works closely with the Ministry for the Environment to ensure integration of international and domestic work streams. Technical experts from the Ministry for the Environment form part of the international negotiations team, and officials from the Ministry of Foreign Affairs and Trade participate in cross-agency projects and governance arrangements led by the Ministry for the Environment.

We also collaborate with a range of agencies on specific issues, for example the Ministry for the Environment on high integrity international carbon markets, the Ministry for Primary Industries on climate change and the land sector, and the Ministry of Transport on international transport emissions.

## Issues for early attention

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### 23<sup>rd</sup> Conference of the Parties

The 23<sup>rd</sup> Conference of the Parties (COP23) to the United Nations Framework Convention on Climate Change (UNFCCC), the major annual negotiation on climate change, takes place in Bonn, Germany on 6–17 November. Fiji presides this year. Should you wish to attend, the high-level segment of the Conference provides an early opportunity for you to meet with your Ministerial counterparts with the aim of positioning New Zealand to be able to influence the Paris Agreement Work Programme outcomes in 2018.

In addition to guidance on New Zealand's positions for COP23, your approval and advice will be sought for a range of issues, including a Ministerial programme, bilateral meeting priorities and support for new international initiatives. Briefing will be provided to you on the meeting, including about the New Zealand-hosted event on Precision Technology for Agriculture Development. Your approval will also be sought for the proposed New Zealand delegation for COP23, which will then go to the Minister of Foreign Affairs for signature (he is required to formally advise the United Nations of meeting attendees).

### Update of New Zealand's international negotiating

New Zealand's mandate for international climate change negotiations was last updated for the Paris Agreement negotiations in October 2015. We will shortly seek guidance from you on New Zealand's position for COP23. Officials propose to prepare a paper updating New Zealand's international approach to climate change for you to consider taking to Cabinet **s9(2)(f)(iv)**.

### Extension of UNFCCC ratification to Tokelau

The then Minister of Foreign Affairs took an in-principle decision in 2016, following a request from Tokelau, to extend the territorial application of New Zealand's ratification of both the UNFCCC and the Paris Agreement to Tokelau. We will provide you with a briefing on this issue and seek your agreement to grant such an extension. The brief will also invite you to sign a legal document for the United Nations that will give effect to the extension. It would be timely to deposit this Declaration with the United Nations in early November, ahead of COP23.

### Climate funding

It is envisaged that, in early 2018, decisions will be needed on how New Zealand's development funding for the 3-year period starting in July 2018 will be allocated. This will be an opportunity to consider the level and direction of climate-related support.



## Travel and other international engagement

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We recommend making early contact with your key international counterparts. This will help establish the strong relationships you will need to pursue New Zealand's international climate change objectives.

This can be achieved initially through phone calls, and more particularly at the imminent COP23 meeting, or through other travel and high level visits to New Zealand. We would welcome an opportunity to discuss your engagement priorities with you and provide advice on how to secure them.

We recommend you engage early with counterparts from:

**s6(a)**

We expect that a number of your international counterparts will also seek to make contact during your first weeks and months as Minister. This is likely to overlap in part with those identified above.

### Travel: Initial recommendations

We recommend that you prioritise attendance at the high level segment of **COP23** in Bonn. The full conference runs from 6-17 November and the high level segment from **15-17 November**. This would provide an opportunity for you to meet your counterparts, and to discuss key aspects of international climate change action, including the United Nations negotiations.

In addition, France is hosting a **Climate Change Summit** at leader level on **12 December**. The summit will focus on mobilising climate change funding, especially from the private sector. A formal invitation for the Prime Minister to attend this has just been issued. We are checking likely attendance with counterparts and will provide further advice regarding New Zealand's participation.

We will be happy to discuss other travel options with you at your convenience.

## Incoming visits

**Prime Minister of Samoa, Tuila'epa Dr Sa'ilele Malielegaoi**, will visit New Zealand to give a keynote address at the Second Pacific Climate Conference, to be held at Te Papa, on 21-23 February 2018. The conference is co-hosted by Victoria University and the Secretariat of the Pacific Regional Environment Programme.

**s6(a) and s9(2)(g)(i).**

## Part three

# International climate change issues: Obligations and other major issues for New Zealand

## New Zealand's international obligations

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New Zealand is a party to all of the major climate change treaties and conventions and, consequently, has a range of international obligations.

### The United Nations Framework Convention on Climate Change

The overarching international agreement is the United Nations Framework Convention on Climate Change (UNFCCC). Under the UNFCCC, parties agreed to cooperatively work towards limiting climate change and coping with its impacts. The Convention was adopted in 1992 and all United Nations members have signed up, as have Niue and the Cook Islands (which are not full members of the United Nations, but participate in its bodies). New Zealand ratified the UNFCCC in September 1993.

The UNFCCC has an annual "Conference of the Parties" (COP), which includes a high-level segment for Ministers. Additional meetings are held at officials' level through the year. New Zealand actively engages in the UNFCCC.

New Zealand's target for the current period, taken under the UNFCCC, is to reduce emissions to 5 percent below 1990 levels by 2020. We are applying the Kyoto Protocol framework of rules to measure our progress towards meeting this target.

### The Kyoto Protocol

The Kyoto Protocol, signed in 1997, is an international treaty sitting under the UNFCCC. Targets taken by countries under the Kyoto Protocol are legally binding, but were only required of "developed" countries (in effect, those countries that were members of the Organisation for Economic Co-operation and Development, OECD, in 1992). New Zealand took a target under the Kyoto Protocol for the period from 2008 to 2012. Subsequently, in order to help focus negotiations on a new global international climate change agreement, New Zealand chose to take its next (and current) target under the UNFCCC, rather than the Kyoto Protocol.

### The Paris Agreement

The Paris Agreement builds on the UNFCCC and ensures, for the first time, that all countries will contribute to the global response on an equal legal footing. However, there remain different expectations of developed and developing countries, with only developed countries obliged to provide and mobilise climate finance in support of developing countries' mitigation and adaptation efforts.

The Agreement entered into force in November 2016, less than a year from its adoption in Paris, once 55 countries representing 55 percent of global emissions had ratified it. New Zealand ratified the Agreement in 2016. To date, a total of 168 governments have ratified.

Under the Agreement, all parties must submit a Nationally Determined Contribution (NDC, or greenhouse gas reduction target), pursue domestic measures towards achieving that target, participate in the Agreement's transparency (accounting, reporting and review) regime, and, for developed countries, provide and mobilise financial support to assist developing countries' mitigation and adaptation efforts.

**New Zealand's first NDC** is to reduce greenhouse gas emissions to 30 percent below 2005 levels by 2030. Starting from 2020, New Zealand is expected to communicate five-yearly updates of its NDC, with a new NDC to be determined every 10 years, and communicated 5 years before the current target expires.

When the Paris Agreement was adopted, Parties launched a work programme to flesh out the Agreement's high-level provisions with more detailed guidelines. New Zealand's Acting Climate Change Ambassador, Jo Tyndall, is the current co-chair of the negotiations on these implementation guidelines. Given the Agreement's rapid entry into force, the deadline for conclusion of this work programme has been brought forward to the end of 2018. The accounting guidelines for emissions and emission reductions being negotiated, including from forestry and the use of international markets, will not apply **until New Zealand's second and subsequent NDCs** (i.e. after 2030), unless we choose otherwise.

The Paris Agreement invites all countries to formulate and communicate, by 2020, **long-term low emissions development strategies**. The United States (prior to announcing its intention to withdraw), Canada, Mexico and Germany were the first countries to submit strategies in November 2016; all use 2050 to represent "long-term". The New Zealand Productivity Commission is currently undertaking an inquiry into the opportunities and challenges of a transition to a lower net emissions economy for New Zealand, to be reported to the Government in June 2018.

## Post-Paris timeline

Key implementation milestones ahead are:

- 2018 — Conclusion of the Paris Agreement work programme, with adoption of "modalities, procedures and guidelines" to operationalise the Agreement,
- 2018 — Conduct of the Talanoa Dialogue to assess collective progress towards the Paris Agreement's temperature goals,
- 2018 — Adoption of the International Maritime Organisation's initial Greenhouse Gas strategy,
- 2020 — Review and re-communicate New Zealand's first Nationally Determined Contribution (before it takes effect in 2021),
- 2020 — Parties invited to communicate mid-century, long-term low emission development strategies by this date,
- 2023 — First biennial communication of New Zealand's implementation of the Paris Agreement (report on progress),

- 2023 — Conduct of the first collective Global Stocktake under the Paris Agreement,
- 2025 — Communication of New Zealand's second Nationally Determined Contribution, and
- 2030 — Review and re-communication of New Zealand's second Nationally Determined Contribution.

## Climate finance

As a developed country Party to the UNFCCC and the Paris Agreement, New Zealand is obliged to provide (public) and mobilise (private and other) climate finance in support of developing countries' mitigation and adaptation efforts. There is flexibility over the amount and the channels we use to deliver such support.

At COP21 in Paris in December 2015, then Prime Minister Key announced that **New Zealand would provide up to \$200 million in climate-related support** over four years (2015-2019), most of which will benefit the Pacific as one of the most vulnerable regions in the world to the impacts of climate change.

A large proportion of this support will be delivered bilaterally through the work of the New Zealand Aid Programme, complemented by contributions to multilateral funds and programmes, and Pacific regional organisations focusing on climate change. The New Zealand Aid Programme's bilateral climate-related support is being directed towards building stronger and more resilient infrastructure, strengthening disaster preparedness, and supporting low-carbon economic development — including through a significant contribution to expanding access to affordable, reliable, and clean energy. As our renewable energy portfolio matures, there is opportunity to look at the balance between adaptation and mitigation support.

There is an expectation in the Paris Agreement that developed countries will scale up public finance flows to developing countries, and make finance flows consistent with a pathway towards low emissions and climate-resilient development. The Paris Agreement also **obliges New Zealand to use public finance to mobilise climate finance** from a range of sources, including the private sector. Through New Zealand's co-hosting of the 2013 and 2016 Pacific Energy Conferences with the European Union more than \$2 billion in finance was mobilised for renewable energy projects in the Pacific from a range of donor countries and multilateral development institutions. The New Zealand Aid Programme's renewable energy investment priority offers opportunities to increase private sector investment.

The **Green Climate Fund** (GCF) is one of the principal multilateral funding mechanisms for climate change mitigation and adaptation projects. The GCF has been operational since late 2015, with US\$9.6 billion initially pledged, and is making progress. It has to date approved 43 projects/programmes that will draw down US\$2.2 billion of GCF funding (and a further US\$5 billion of leveraged financing from other sources). There have been some challenges for small island developing states in accessing the GCF, and New Zealand has provided technical assistance to Pacific Island countries to support their



access. Several Pacific Island countries have now successfully secured GCF project funding. New Zealand contributed \$3 million to the GCF's initial resource mobilisation. The next replenishment of the GCF is expected to take place in late 2018/19.

## Other major issues for New Zealand

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The following are other major issues that officials have been focused on in the international work programme. We would welcome an early opportunity to discuss your policy priorities with you, and to understand what major issues you would like us to focus on, provide advice on and implement. We can provide you with more detailed information on any of these, or other issues, that are of interest to you.

### International carbon markets

The Paris Agreement acknowledges that countries will “cooperate” by using international carbon markets to help meet emission reduction targets. The Agreement allows for direct country-to-country cooperation and also creates a central (Paris Agreement-administered) mechanism to generate emissions reduction units.

Supplementing domestic action with reductions from international carbon markets would help New Zealand to meet its Paris commitment more cost-effectively. However, there is no open global market for New Zealand to access at this time.

An International Carbon Markets project has been established by the Ministry for the Environment and the Ministry of Foreign Affairs and Trade to ensure New Zealand can support the development of, and gain access to, a well-functioning international carbon market system. **s9(2)(j) and s9(2)(g)(i)**

Any emission reductions purchased offshore must represent verifiable, additional and permanent global emission reductions. Kyoto Protocol countries, including New Zealand, were criticised for using so-called “fraudulent” credits from the Ukraine and Russia. Under the Paris Agreement, New Zealand itself will be responsible for ensuring any international units it uses have environmental integrity.

New Zealand is working both inside and outside of the UNFCCC negotiation process to ensure that future international carbon markets have high standards for environmental integrity. In particular, New Zealand has been leading a group of 19 countries,<sup>1</sup> established in 2015 through a Ministerial Declaration on Carbon Markets, to develop guidelines and standards for these linkages.

External communication about any aspect of New Zealand’s activities in the area of international carbon markets needs to be handled carefully. Public discussion could give rise to speculation and price volatility within the New Zealand ETS. The Ministry for the Environment will brief you separately on the New Zealand ETS.

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<sup>1</sup> Australia, Canada, Chile, Colombia, Germany, Iceland, Indonesia, Italy, Japan, Mexico, Netherlands, New Zealand, Panama, Papua New Guinea, Republic of Korea, Senegal, Ukraine, United States, United Kingdom.

## Land sector

**Agriculture** contributes around 10-12 percent of global emissions. With forecast population growth, global food demand is expected to increase by 60 percent by 2050. Currently available technology and practices can reduce the emissions intensity of agricultural production, but not achieve significant absolute reductions. Atmospheric space will be needed in the medium-term to allow for the emissions associated with achieving global food and nutritional needs.

About half of New Zealand's greenhouse gas emissions — and a significant portion of New Zealand's export economy — are from the agricultural sector. No other developed country has an emissions profile like ours. However, as other sectors — especially energy — decarbonise, the agriculture sector will increase as a proportion of other countries' total emissions. In the future we can expect more countries' emissions profiles to look more like New Zealand's.

New Zealand has been working to build understanding of, and shape how, the land sector can contribute to meeting the global emissions reduction goal, and helping other countries to improve the climate resilience of their agricultural production.

New Zealand initiated the Global Research Alliance on Agricultural Greenhouse Gases in 2009 to improve scientific knowledge around the production of agricultural greenhouse gases and to develop ways to reduce greenhouse gas intensity while meeting growing food demand. There are now 49 developed and developing country members of the Alliance.

New Zealand is also involved in other international partnerships with agricultural dimensions. These include the NDC Partnership (mobilising support to achieve ambitious climate goals while enhancing sustainable development) and the Climate & Clean Air Coalition (improving air quality and protecting the climate through actions to reduce short-lived climate pollutants, including methane).

**Forestry** is also significant in New Zealand, with expectations that our 2030 NDC will be met in part by forest planting (growing trees act as a carbon sink, but are a source of emissions once they are harvested). Therefore, New Zealand has a particular interest in ensuring the Paris Agreement accounting rules for forestry are robust, practical and fair. The Kyoto Protocol accounting approach for the sector resulted in highly detailed and complex rules being drawn up, with new rules seeking to deal with multiple individual country circumstances.

Under the Paris Agreement, a key question will be whether and how Parties may draw on existing accounting approaches. New Zealand (supported by others) has been promoting a “principles-based” approach to forestry accounting. This would entail setting high-level principles to ensure environmental integrity, and allowing Parties to apply accounting approaches — which might include existing rules under either the Kyoto Protocol or the Convention — with the proviso that they must be fully transparent about the approach they are taking, and be able to demonstrate conformity with the agreed principles.

## International transport emissions

International transport accounts for 3.9 percent of global emissions. Given New Zealand's geographic isolation from our trading partners, we rely on air and shipping links for movement of people as well as goods. This means we have a strong interest in international transportation developments, including the treatment of emissions from that sector. New Zealand is a member of the two key international transport bodies — the International Maritime Organization and the International Civil Aviation Organization.

In October 2016, the International Maritime Organization agreed to develop a long-term strategy to reduce emissions from international shipping, which accounts for 2.6 percent of global emissions. The strategy is likely to include short, medium and long-term measures and targets. An initial strategy is to be completed by 2018, with a final strategy to be agreed in 2023. There are ongoing negotiations on this within the International Maritime Organisation. The Ministry of Transport is the responsible agency, with the Ministry of Foreign Affairs and Trade providing support.

International aviation accounts for 1.3 percent of global emissions. In September 2016, International Civil Aviation Organization member states agreed a global market-based measure to meet the sector's goal of capping net global CO<sub>2</sub> emissions at 2020 levels (i.e. carbon neutral growth from 2020). Phase 1 of the market-based measure will come into effect in 2021, with New Zealand participating from that time. Operational aspects of the measure are still under negotiation.

## Fossil fuel subsidy reform

By keeping prices to consumers artificially low, fossil fuel subsidies encourage wasteful consumption, disadvantage renewable energy and depress investment in energy efficiency. The International Energy Agency (IEA) has estimated that consumer subsidies alone amount to around US\$500 billion annually (US\$493 billion in 2014). Eliminating fossil fuel subsidies would contribute significantly to climate change mitigation (according to IEA, up to 10 per cent of global emissions). It would also help eliminate systemic trade and investment distortions which impede competition and divert funds from other development priorities.

New Zealand has played a lead role in promoting the Fossil Fuel Subsidy Reform (FFSR) agenda internationally, through our role as coordinator of the "Friends of Fossil Fuel Subsidy Reform", a small group of non-G20 countries that support G20 and Asia Pacific Economic Cooperation (APEC) Leaders' commitments to rationalise and phase out inefficient fossil fuel subsidies. As well as addressing the direct environmental harms and economic distortions created by fossil fuel subsidies, our intention through this engagement has been to cast the spotlight on other environmentally harmful and trade-distorting subsidies of importance to New Zealand, including in fisheries and agriculture.

There are challenges for any government in achieving successful Fossil Fuel Subsidy Reform, given that fossil fuels are forecast to remain an important component of the

global energy mix for some time as countries transition to low emission economies. Energy access also needs to be ensured for vulnerable populations, which may require targeted assistance. New Zealand itself has been criticised domestically for maintaining measures perceived as subsidies for fossil fuel production. In 2015, New Zealand volunteered for an independent APEC review, which found none of these measures could be construed as “inefficient subsidies that encourage wasteful consumption”.

## Other international cooperation

Climate change is an important aspect of our bilateral engagement with Pacific Island countries, and also partners such as Australia and China with which we have formal climate change partnerships. New Zealand is also a member of various international groups and arrangements, including the Marshall Islands-initiated High Ambition Coalition, the NDC Partnership, the 2050 Pathways Platform Partnership, the Climate & Clean Air Coalition, the Carbon Markets Declaration Countries, the Montreal Protocol on Substances that Deplete the Ozone Layer, the International Alliance to Combat Ocean Acidification and the “Because the Ocean” grouping. New Zealand also participates in informal meetings of climate negotiators that provide an opportunity to explore country views and possible areas of agreement, such as the “Cartagena Dialogue” and the Center for Climate and Energy Solutions workshop series.

The Ministry represents New Zealand’s views in these forums; on occasion there are also Ministerial-level meetings to which you would be invited.

## Part four

# The Ministry of Foreign Affairs and Trade



# A Snapshot of MFAT



**653**  
NZ based

**1,431**  
MFAT Staff

**778**  
Offshore

232 seconded staff  
546 locally employed staff

## Where MFAT people work in NZ

Americas and Asia Group .....	40
APEC 21 .....	18
Europe, Middle East and Africa, and Australia Group .....	33
Human Resources Group .....	23
Multilateral and Legal Group .....	82
Office of the Chief Executive .....	69
<i>(including related divisions)</i>	
Pacific and Development Group .....	168
Services Group .....	148
Trade and Economic Group .....	72

## Where MFAT people are seconded offshore\*

Africa .....	12
Americas .....	34
Asia .....	81
Australia .....	9
Europe .....	47
Middle East .....	17
Pacific .....	32

\* Includes language trainees

## Key data

Vote Foreign Affairs and Trade  
for 2017/18 = **\$424.7 million**

Vote Official Development Assistance for  
2017/18 = **\$710.6 million**

Capital expenditure for  
2017/18 = **\$75.7 million**

**3** ministerial portfolios

**30** pieces of legislation administered

**13** NZ Inc agency partners offshore

**167** missions/consular posts resident in  
New Zealand supported

**40** languages spoken by MFAT staff

## Our network

**57** posts in **50** countries

**115** accreditations to other countries

**73** Honorary Consuls

**3** NZ offices

**315** properties managed in our portfolio

## MFAT locations around the world and in NZ



August 2017

## Purpose

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The Ministry acts in the world to make New Zealanders safer and more prosperous.

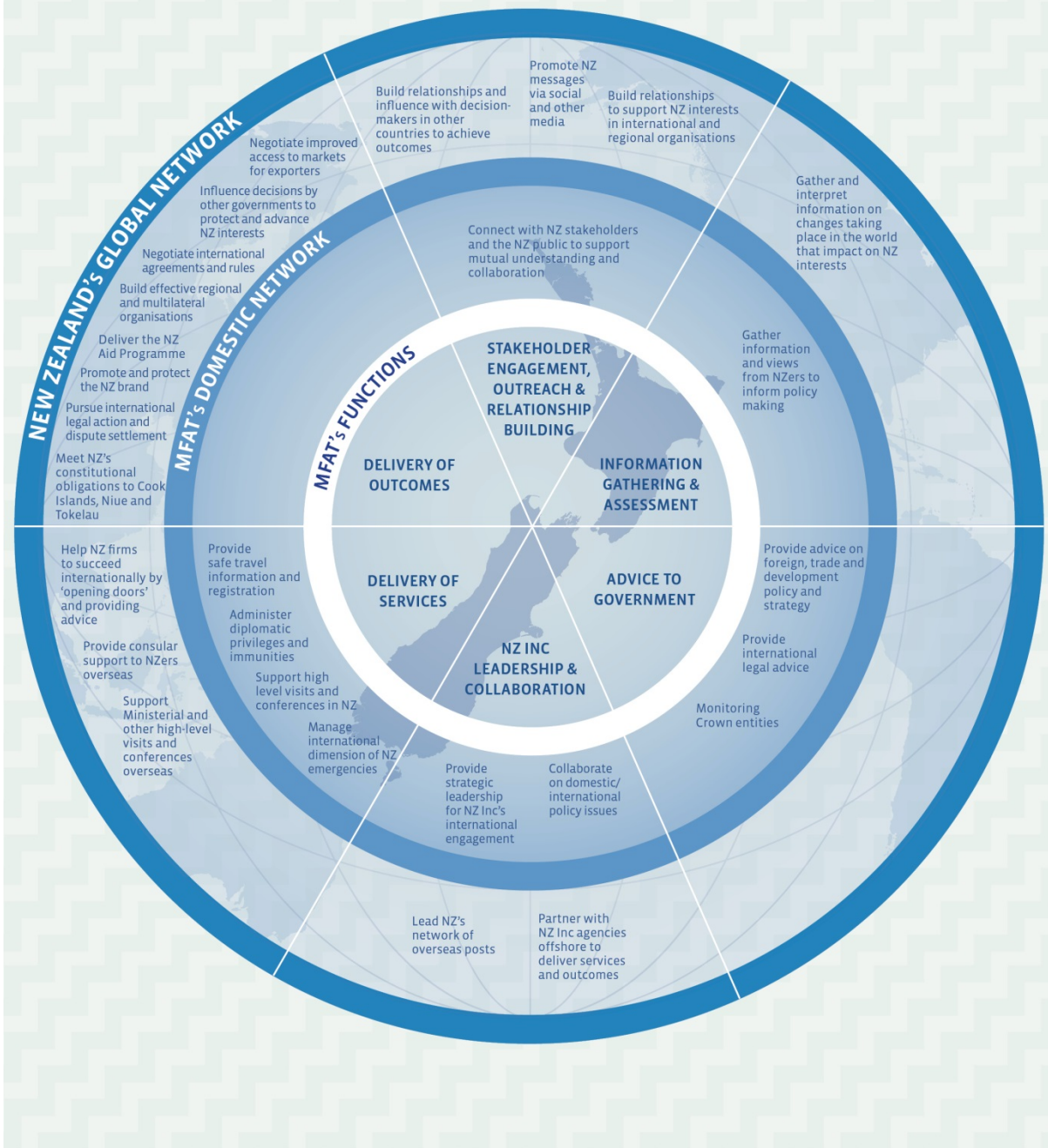
Our purpose reflects the fundamental value that the Ministry delivers to New Zealand citizens. As a result of our work we aspire to contribute to:

- New Zealanders being able to live, do business, travel and communicate more safely at home and offshore,
- New Zealanders having better job opportunities and incomes from trade, investment and other international connections,
- generations of New Zealanders benefiting from sustainable solutions to global and regional challenges, and
- New Zealanders having confidence their country can influence others on issues that matter to them, now and in the future.



**NEW ZEALAND  
FOREIGN AFFAIRS & TRADE**

## What MFAT does in New Zealand and around the world to deliver value to New Zealanders



## Functions and footprint

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### The Ministry's functions

The Ministry of Foreign Affairs and Trade is the Government's principal agent for pursuing the country's interests and representing New Zealand internationally. We also help the Government understand what is happening in the world and the implications of that for New Zealand.

We are the Government's specialist foreign, trade and development policy adviser, international legal adviser and negotiator. We lead the New Zealand Government's diplomatic network, a unique national asset, safeguarded by international law, able to speak with an authoritative voice, and with heads of mission and post formally charged with representing the Government.

The full range of functions that the Ministry undertakes, both in New Zealand and internationally, is set out in the diagram on the preceding page. The legislation the Ministry administers and the statutory responsibilities of the Secretary of Foreign Affairs and Trade are listed in Appendix 1.

### Where we operate and how we organise ourselves

The Head Office structure and the top three tiers of the Ministry's leadership are set out on page 33. The Ministry is organised around geographic regions, policy functions and corporate functions.

The Ministry's global network comprises 57 posts in 50 countries, with further posts planned to open in Bogota, Colombo and Dublin in the next two years. In addition, New Zealand Trade and Enterprise Trade Commissioners lead a further nine Consulates-General. The entire NZ Inc network with agency representation is illustrated in Appendix 2.

Heads of Mission and Post are identified on pages 35-36. Beyond the 50 countries where they are based, New Zealand has diplomatic cross-accreditations to a further 110 countries. These cross-accreditations are a cost-effective way of extending the reach of our network beyond the countries where we have an established post, and are in some locations usefully supplemented by the appointment of Honorary Consuls.

In addition to our Wellington head office, we have offices in Auckland and Christchurch. Our Auckland office is focused on business engagement, and outreach to the Auckland Pacific community. The Auckland office also has a role in assisting with visiting VIPs, given the number that visit or transit through Auckland. The Auckland office can serve as a base for your Auckland engagement. It is co-located with New Zealand Trade and Enterprise.

## Consular services

The Ministry provides a range of services to New Zealanders travelling and residing overseas. They include helping travellers who are sick or injured, assisting with arrangements following a death, undertaking welfare visits for those detained or arrested, providing notarial services such as statutory declarations for use under New Zealand law, and providing help during crises such as terrorist incidents and natural disasters. These services are provided with the aim of giving New Zealanders the best ability to help themselves.

The Ministry maintains a register of New Zealanders (SafeTravel) who choose to advise us of their travel details. The Ministry also has an important role in establishing, updating and disseminating travel advice for destinations around the world. These advisories are reviewed regularly, and are based strictly on safety and security risks to New Zealanders, rather than political or foreign policy considerations.

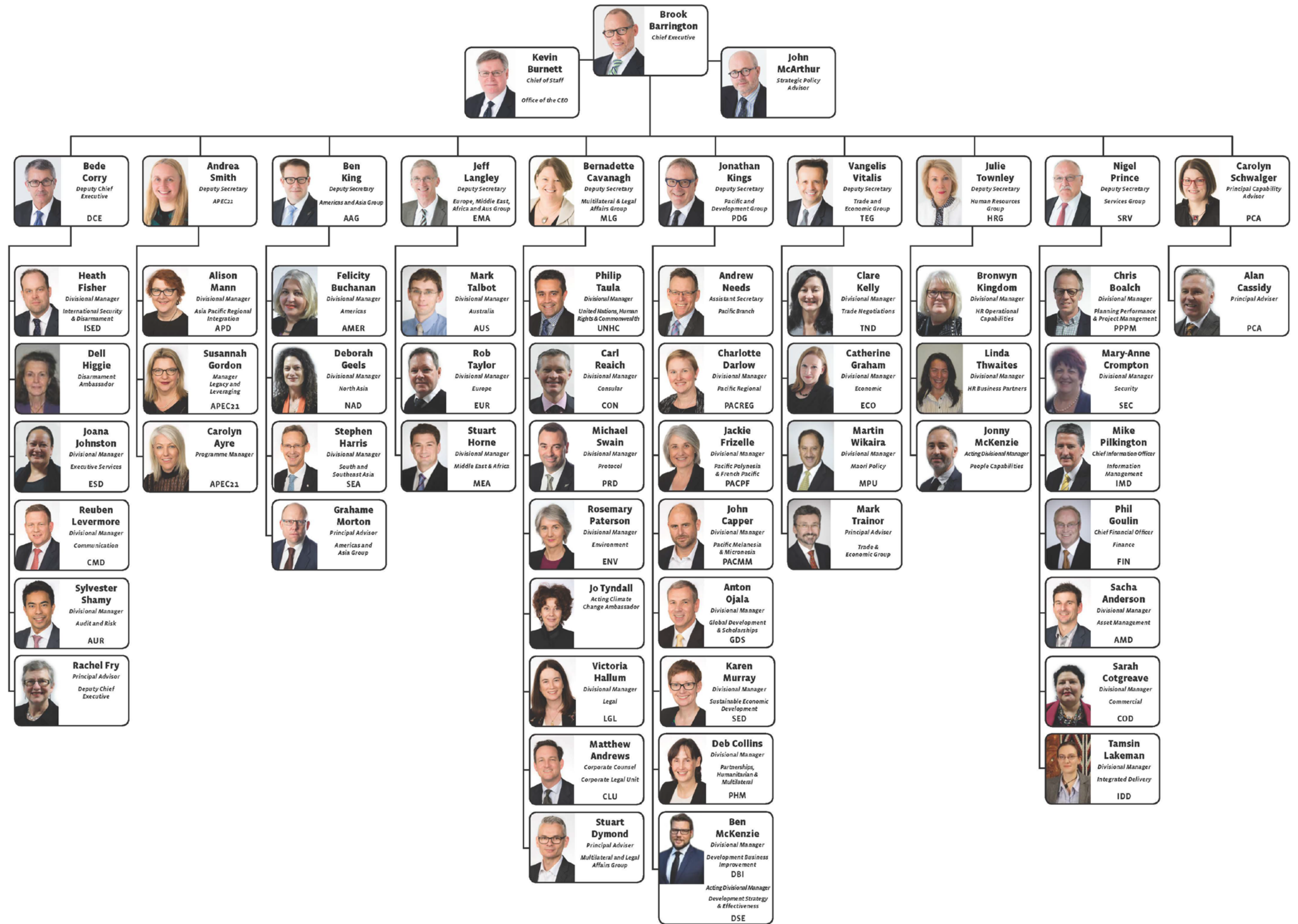
The Ministry provides timely situation reports and consular case summaries to the Minister of Foreign Affairs following significant incidents offshore or sensitive consular cases. We seek Ministerial direction and advice on a small number of particularly sensitive cases. Consular issues generate high media interest in New Zealand. Updates are often sought from the Minister of Foreign Affairs on significant or high-profile events (natural disasters, terrorist acts, etc), particularly if New Zealanders are involved. The Ministry includes media lines in its reporting to the Minister of Foreign Affairs.

Consular services are delivered by staff at posts, working closely with a small team in the Consular Division in Wellington. Posts and Wellington roster staff on after-hours duty, in addition to their normal responsibilities, to ensure 24/7 coverage. We work closely with our Five Eyes partners to share experiences and provide consular coverage in places where we (or they) are not represented.

Demand for high-quality consular services is growing as New Zealanders travel overseas in increasing numbers and to more risky destinations, and demonstrate higher expectations government support. In 2016/17, the Ministry provided consular services to 2,487 New Zealanders. The Ministry receives consistently strong feedback on the quality of consular services, with 80 percent of customers in the 2017 Consular Satisfaction Survey either very satisfied or satisfied.



## Ministry of Foreign Affairs and Trade Leaders

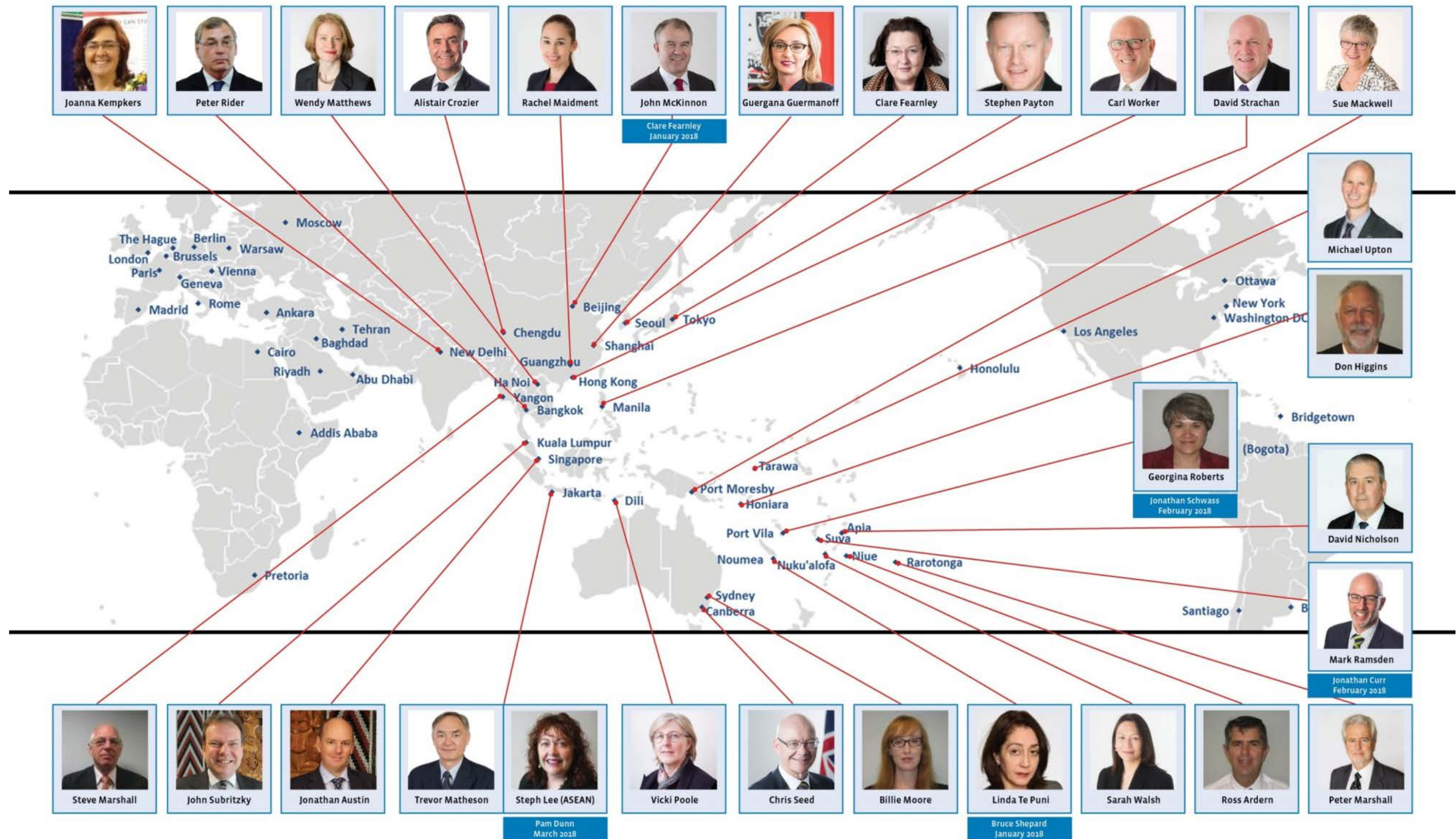




UNCLASSIFIED

# Ministry of Foreign Affairs and Trade Heads of Mission Asia, Pacific and Australia

As at October 2017

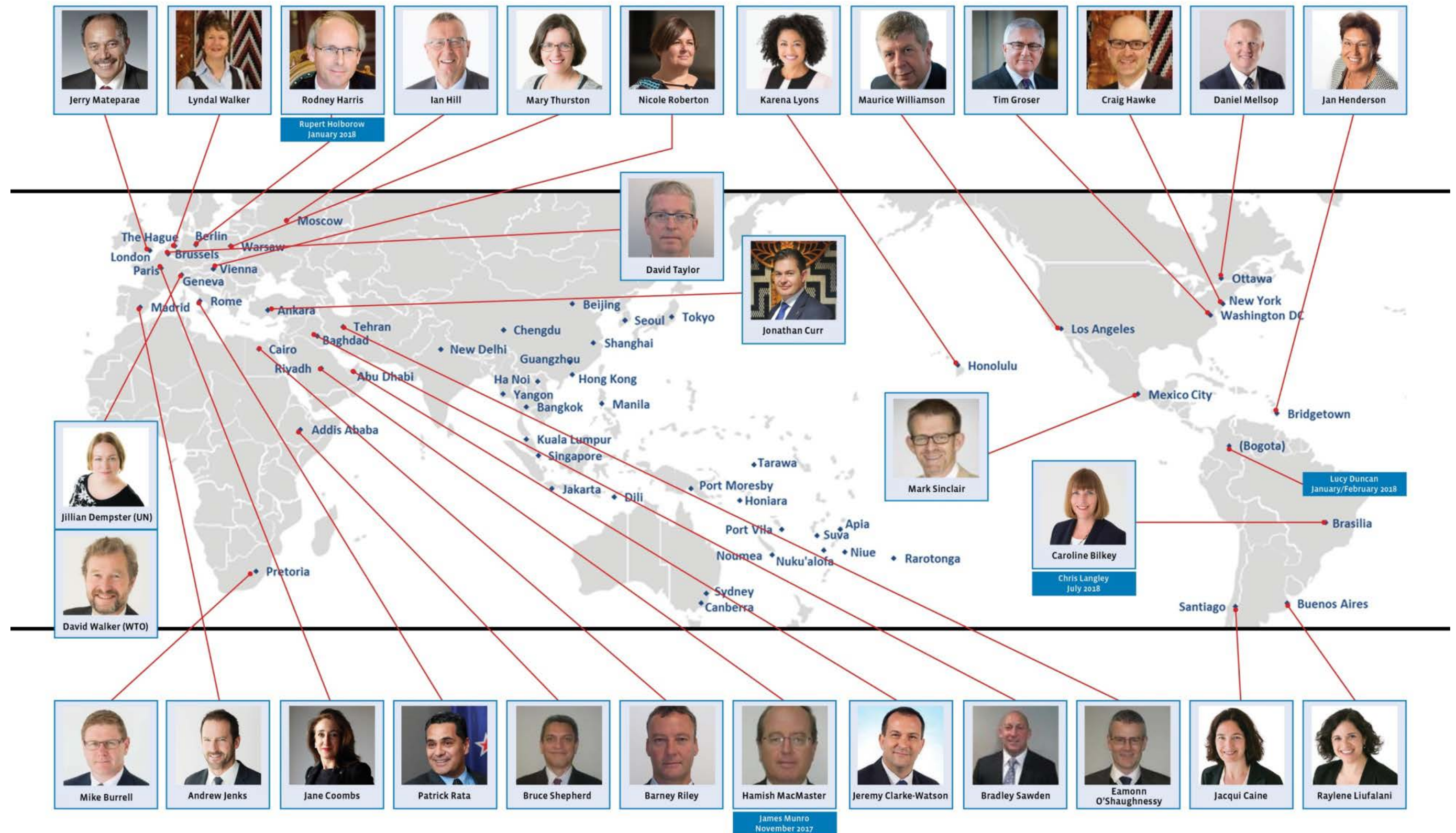




UNCLASSIFIED

# Ministry of Foreign Affairs and Trade Heads of Mission Europe, Americas, Middle East and Africa

As at October 2017



## New Zealand connections

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### NZ Inc partnerships

Our partnership with other government agencies with external interests ("NZ Inc") is critical to delivery of results for New Zealanders. The Ministry leads and supports an integrated NZ Inc approach, both onshore and offshore, to maximise collective impact in pursuing the Government's objectives internationally. Our work with NZ Inc agencies involves strategic leadership on international issues and engagement, a high level of collaboration on delivery of shared objectives, and practical services for agencies with staff offshore, many of whom are located in Ministry offices.

The key agencies represented offshore are the Department of Internal Affairs, Education New Zealand, Ministry of Business Innovation and Employment, Ministry for Primary Industries, New Zealand Customs Service, New Zealand Defence Force, New Zealand Police, New Zealand Trade and Enterprise, The Treasury, and Tourism New Zealand. The Ministry also collaborates with these and many other agencies in New Zealand, including through cross-agency coordination on economic growth, the national security system and the natural resources sector, and contributes an international perspective to relevant domestic policy-making.

### Domestic role

The Ministry's performance as a New Zealand public sector agency and our success in pursuing New Zealand's interests internationally rely on strong connections at home. Developments in the New Zealand public sector, economic and social environments thus have a significant impact on the Ministry's work.

Along with other agencies, we are working on achieving deeper and more transparent engagement with New Zealanders, strengthening our role in Crown-Māori relationships, and improving service delivery to New Zealanders. The Ministry has extensive engagement with New Zealand stakeholders across business, Iwi, non-government organisations, local government, Pasifika, and academia in order to inform development of policy and negotiating objectives and to pursue mutually beneficial partnerships. However, we recognise the need to manage our engagement and outreach in a more systematic and collaborative way. The Ministry's Senior Leadership Team is targeting improved stakeholder and public outreach as a high priority. As part of this initiative, we are in the process of re-developing our Māori engagement strategy and are building the necessary capability.

2018 is the Ministry's 75<sup>th</sup> anniversary. This will provide an opportunity to make New Zealand's place in the world better known and understood by staff, stakeholders and the wider public. The Ministry plans to profile a number of stories that link New Zealand's diplomatic history to current and future foreign policy issues, and to partner with the New Zealand Institute of International Affairs and other partners to stage a one-day conference in Wellington in October 2018.

The Ministry uses a range of digital channels for communicating with New Zealanders. These include our main website [www.mfat.govt.nz](http://www.mfat.govt.nz) and, for travel advice, [www.safetravel.govt.nz](http://www.safetravel.govt.nz) as well as three trade-related websites and a repository of New Zealand's treaties. The Ministry also uses an official Twitter account @MFATgovtNZ, and our offshore posts have a social media platform of 50-plus Facebook pages and 40-plus Twitter accounts.

The Ministry also supports the national civil defence system in responding to domestic emergencies, including through the coordination of international assistance and facilitation of support for foreign nationals in New Zealand.



## Budget

The Ministry administers two Votes: Foreign Affairs and Trade, and Official Development Assistance.

**Vote Foreign Affairs and Trade** funds the Ministry's operating costs, Crown entities and charitable trusts, membership of international organisations, and obligations under the Vienna Convention to resident diplomatic missions.

VOTE FAT BASELINE – ESTIMATES 2017	2017/18 \$M	2018/19 \$M	2019/20 \$M	2020/21 \$M	2021/22 \$M
Operating expenditure – departmental <sup>2</sup>	338.605	337.909	360.610	341.095	330.755
Expenditure – non-departmental, made up of:	87.275	89.119	85.640	85.356	85.356
<i>Antarctica NZ (Operating)</i>	<i>20.853</i>	<i>21.049</i>	<i>20.370</i>	<i>20.420</i>	<i>20.420</i>
<i>Antarctica NZ (Capital)</i>	<i>1.200</i>	<i>2.800</i>	-	-	-
<i>Pacific Broadcasting Services</i>	<i>0.941</i>	<i>0.941</i>	<i>0.941</i>	<i>0.607</i>	<i>0.607</i>
<i>Pacific Cooperation Foundation</i>	<i>1.400</i>	<i>1.400</i>	<i>1.400</i>	<i>1.400</i>	<i>1.400</i>
<i>Asia NZ Foundation</i>	<i>4.000</i>	<i>4.000</i>	<i>4.000</i>	<i>4.000</i>	<i>4.000</i>
<i>Rate refunds for Diplomatic Missions resident in NZ</i>	<i>1.800</i>	<i>1.800</i>	<i>1.800</i>	<i>1.800</i>	<i>1.800</i>
<i>Subscriptions to International Organisations</i>	<i>57.081</i>	<i>57.129</i>	<i>57.129</i>	<i>57.129</i>	<i>57.129</i>
<b>Total Vote Foreign Affairs and Trade</b>	<b>425.880</b>	<b>427.028</b>	<b>446.250</b>	<b>426.451</b>	<b>416.111</b>

**Vote Official Development Assistance** funds New Zealand's international development cooperation and the cost of managing this.

The total cost of running the Ministry this financial year across the two Votes is \$404.9 million.

The Ministry received new operating funding of \$45 million in Budget 2017, and \$11 million in capital for new posts — the first material investment in the Ministry's frontline in eight years. Additional funding was also included in the Ministry's budget for New Zealand's participation in the Dubai Expo (\$53 million) and for Antarctica New Zealand (\$9.6 million).

<sup>2</sup> The movement in the figures mainly reflects new funding for Dubai Expo 2020.

## Asset portfolio

The Ministry's \$471 million asset base comprises property (92 percent), information and communication technology (ICT) assets (7 percent) and motor vehicles (less than 1 percent).

CAPITAL ASSETS AT 30 JUNE 2017	PROPERTY \$M	ICT \$M	MOTOR VEHICLES \$M	TOTAL \$M
Cost	532.620	79.030	8.873	620.523
Accumulated depreciation	98.155	46.868	4.414	149.437
Carrying amount	434.465	32.162	4.459	471.086

The Ministry actively manages a portfolio of approximately 325 properties (30 percent owned and 70 percent leased) around the world to support the Government's international objectives.

The Ministry meets most of the costs (operating and capital) of the office accommodation of the overseas network. Other New Zealand agencies contribute to the cost of their office accommodation on a marginal cost basis. This pricing model is applied to incentivise co-location of New Zealand agencies overseas.

## Investment planning and management

The Ministry is planning to invest capital of \$464 million over the next 10 years. This investment primarily reflects the Ministry's asset replacement cycle that is funded from existing resources (including those that will accumulate over the period). It also includes investment in three new posts that were funded in Budgets 2016 and 2017. The major projects under way include:

### Property

- Bogota, Dublin, Colombo: new post establishment (forecast completion Q1 2018, Q4 2018, and 2019, respectively),
- Beijing: rebuild of the Embassy and Official Residence (forecast completion Q2 2018),
- London: New Zealand House lease restructure and building refurbishment in conjunction with the United Kingdom Crown Estate (forecast completion 2022),
- Honiara: construction of new High Commission (forecast completion Q1 2019), and
- Addis Ababa: relocation of Embassy to a standalone building (forecast completion Q1 2019).

### Information technology

- an integrated and upgraded aid management system, and
- establishing a new data centre outside Wellington.

As a “Tier 2” capital intensive agency under the Government’s Investment Framework, the Ministry underwent its first Investor Confidence Rating in 2016. We received an “A” rating, which recognised the Ministry’s high standard of investment management and governance and resulted in Cabinet agreeing to increase approval thresholds for all baseline-funded, low and medium risk investments from \$15 million to \$25 million for the Chief Executive and from \$25 million to \$40 million for the Minister of Foreign Affairs.

A key element in this Investor Confidence Rating is our asset management strategy that sets the principles for property-related decisions and drives longer range and transparent asset management discipline. This ensures that the Ministry’s property assets are fit for purpose, business-aligned, resilient and protect the well-being and safety of staff, and represent value for money accordingly.

## Organisational improvement

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The Ministry has in place a programme of organisational improvement (see diagram on following page) to ensure a continuous lift in performance and agility and responsiveness in delivering on our objectives. This has been informed by our second Performance Improvement Framework review published in June 2017. Areas of current focus include: refreshing our organisational values; investing in leadership and people capability; growing a diverse work force; improving our engagement with New Zealand stakeholders; and articulating clearly the impact we deliver for New Zealanders. Finding the sweet spot between technology, mobility and security to enable the Ministry to keep pace with demands on us also requires constant attention.



# ORGANISATIONAL IMPROVEMENT PROGRAMME



## The Ministry's strategic framework

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The Ministry's Strategic Framework is made up of six thematic areas of effort, which define our objectives and activities to support them. Work is under way to review and refresh each of these, including to ensure that the Government's policy objectives and priorities are fully reflected within the Ministry's work programme.

- **Global rules-based system:** Act in the United Nations and other international organisations to support effective global rules and advance New Zealand's interests,
- **Pacific:** Safeguard New Zealand's interests and influence in the Pacific and improve the prosperity, stability and well-being of the region and its people,
- **Asia-Pacific:** Embed New Zealand as an integral and trusted partner in the Asia-Pacific region,
- **Environment:** Promote enduring solutions on climate change, oceans and Antarctica that ensure environmental protection and the sustainable use of natural resources,
- **Trade and economic:** Grow market access in support of prosperity and economic resilience, deepen regional economic integration, and support the international performance of New Zealand businesses, and
- **Security:** Protect and advance New Zealand's and New Zealanders' security.

# Appendices

## Appendix 1: Ministry statutory and related responsibilities

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### Statutory responsibilities held by the Secretary of Foreign Affairs and Trade

The Secretary of Foreign Affairs and Trade holds a number of statutory responsibilities. These include:

- under the *Foreign Affairs Act 1988*, the Secretary is responsible for administering the system of overseas assignments,
- under the *New Zealand Trade and Enterprise Act 2003*, the Secretary may be appointed as a special adviser to the Board of New Zealand Trade and Enterprise,
- under the *Tokelau Administration Regulations 1993*, the Secretary assumes the functions of the Administrator of Tokelau if that office becomes vacant,
- under the *United Nations Act 1946*, the Secretary has various roles in the interpretation and application of sanctions regulations, and
- under the *Customs and Excise Act 1996*, the export of strategic goods (firearms, military goods and technologies, and goods and technologies that can be used in the production, development or delivery of nuclear, chemical or biological weapons) is prohibited unless a permit has been obtained from the Secretary of Foreign Affairs and Trade. The Ministry's Export Controls Office manages the permit system for controlled strategic goods. Although there is no statutory role for the Minister of Foreign Affairs under the Customs Act, the Secretary will consult you (and occasionally, through you, the Minister of Trade or the Prime Minister) on an intention to deny or approve a sensitive application.

### International legal processes

In addition, the Secretary of Foreign Affairs and Trade has a range of responsibilities related to international legal processes:

- under the High Court and District Court Rules, the Secretary is responsible for the exchange of court documents in transnational civil proceedings where the parties request delivery of documents through the diplomatic channel,
- under the *Fisheries Act 1996*, the Secretary formally notifies the adoption of conservation and management measures by international fisheries management organisations,
- under the *Commonwealth Countries Act 1977*, the Secretary may be asked to issue a certificate regarding a country's status as a Commonwealth country for the purposes of any New Zealand court proceedings (Commonwealth countries being treated differently Under New Zealand law), and
- there are numerous other Acts, particularly in the areas of international judicial cooperation and criminal law, where the Secretary may issue a certificate as to whether another state is party to the treaty that the Act implements.

## Legislation administered by the Ministry

### Foreign affairs

- *Commonwealth Countries Act 1977*
- *Consular Privileges and Immunities Act 1971*
- *Diplomatic Privileges and Immunities Act 1968*
- *Foreign Affairs Act 1988*

### Trade

- *New Zealand Export-Import Corporation Dissolution Act 1992*

### Peace, rights and security

- *Anti-Personnel Mines Prohibition Act 1998*
- *Chemical Weapons (Prohibition) Act 1996*
- *Cluster Munitions Prohibitions Act 2009*
- *Geneva Conventions Act 1958*
- *International Crimes and International Criminal Court Act 2000 (jointly administered with the Ministry of Justice)*
- *Mercenary Activities (Prohibition) Act 2004*
- *New Zealand Nuclear Free Zone, Disarmament and Arms Control Act 1987*
- *Nuclear-Test-Ban Act 1999*
- *Terrorism Suppression Act 2002 (jointly administered with Ministry of Justice)*
- *United Nations Act 1946*

### Antarctica

- *Antarctica Act 1960*
- *Antarctica (Environmental Protection) Act 1994*
- *New Zealand Antarctic Institute Act 1996*

### Law of the sea

- *United Nations Convention on the Law of the Sea Act 1996*
- *Continental Shelf Act 1964*
- *Territorial Sea, Contiguous Zone, and Exclusive Economic Zone Act 1977*

### Realm of New Zealand and the Pacific

- *Cook Islands Act 1915*
- *Cook Islands Constitution Act 1964*
- *Kermadec Islands Act 1887*
- *Niue Act 1966*
- *Niue Constitution Act 1974*
- *Pitcairn Trials Act 2002*
- *Tokelau Act 1948*
- *Tokelau (Territorial Sea and Exclusive Economic Zone) Act 1977*
- *Western Samoa Act 1961*



Appendix 2: NZ Inc offshore footprint



As at 30 September 2017

Ministry of Foreign Affairs and Trade (MFAT)	Ministry of Business, Innovation and Employment (MBIE)		New Zealand Trade and Enterprise (NZTE)	Tourism New Zealand (TNZ)	New Zealand Defence Force (NZDF)	The Department of Internal Affairs (DIA)	Education New Zealand (ENZ)	New Zealand Police (NZP)	New Zealand Customs Service (NZCS)	Ministry for Primary Industries (MPI)	The Treasury (TSY)
	Immigration New Zealand (INZ)	Science and Innovation (S&I)									

- New Zealand Posts managed by MFAT
- New Zealand Consulates-General and other offices managed by NZTE

**Note:** Numbers reflect the combined total agency employees, consisting of both seconded and locally engaged staff (FTEs)