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**REVIEW OF SOCIO-ECONOMIC & ENVIRONMENTAL
IMPACTS OF POPULATION, RESETTLEMENT, AND MIGRATION
IN NIUE**

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This Report Compiled by:
Chalapan Kaluwin, PhD, Climate Change Officer, SPREP
Charles G. Kick, III, PhD, Regional Advisor on Social Development & Planning, ESCAP
James Aston, Coastal Management Officer, SPREP

This report has been issued without formal editing. It has not been cleared by the United Nations Economic and Social Commission for Asia and the Pacific or by the South Pacific Regional Environment Program, which do not, therefore, share the views expressed.

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NIUE ESTA! (“NIUE IS!”)

STUDY BACKGROUND

Introduction

Shakespeare once noted: "To be or not to be, that is the question." Niue is in the same situation. Despite recording more births than deaths, Niue's population has decreased by some 2.5% or so a year in the 28 years since obtaining self-government (and since the airstrip was built). This decrease has prompted some to say that Niue will reach zero indigenous population before the year 2010, and to wonder who will "turn off the light" after the last Niuean leaves.

There are a good number of Niueans who find the present population size to be fine, and others who find it to be too small. This review will attempt to describe at least parts of the main sides of this debate, and to indicate what actions might be taken.

Study Objectives

As stipulated in the study's "TORs" (Terms of Reference), our objectives are to determine the:

- * impacts created by immigrants and resettlers on government financial resources, including the areas of education, health, social services, and land use;
- * potential economic, social, environmental, and political benefits, costs, risks, and constraints for Niue as a whole;
- * consistency between expected socio-economic impacts and the Government's Repopulation Development Policy/ies;
- * extent to which planned immigration can be expected to mitigate the depopulation of Niue; and
- * understand the cultural and traditional impacts of the resettlement scheme on the both Tuvalu and Niuean communities in Niue.
- * Where possible make recommendations or report to government on the resettlement initiative scheme for future cause of action.

Mission Schedule

A preliminary mission was conducted during the week of 13 to 20 December, 1998, for collecting preliminary data and for eliciting oral responses concerning key social questions concerning reducing migration, encouraging return migration, and on feelings concerning the benefits and problems related to migrants living in Niue. A full mission was conducted during the week of 28 February to 5 March, 1999, to investigate environment conditions, to fill data needs identified by the preliminary mission, and to elicit opinions concerning possible scenarios for the resolution of Niue's population decline.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Stemming the decline: Retaining Niueans on Niue

The decline. The same macro-economic factors which stimulated the depopulation of remote rural towns in New Zealand--or Nebraska--apply to Niue. Niueans, having received an academic education that is more focused on the kinds of work and life found in urban New Zealand than on those found in rural Niue, and having been encouraged to prefer desk work to physical work, are not adequately equipped for identifying, creating, and earning livelihoods in Niue. If Niue's population declines to the point where it is no longer viable as an independent society, then it could become a cultural park; the costs to New Zealand of maintaining that cultural park are likely to exceed current expenditures.

Paradigm shift. Despite a number of efforts over the past decades, some 2.5% of Niue's population has continued to migrate out of the country. (The net population loss is lowered by births minus deaths to about 1.3% annually.) The patchwork of earlier efforts to stem Niue's population decline were just that, a patchwork. What is needed now is for national, school, and community leaders and parents to a 'paradigm shift'¹--to recognise that Niue's quality of life is at least as good as that obtainable in New Zealand, *if not better*, and to communicate this reality to colleagues, children, relatives in New Zealand, et al. Achieving a paradigm shift implies that this communication needs to be widely broadcast, and without contradiction. This communication needs to be coherent (in other words, what is outlined by the Premier and Cabinet is then detailed by a Department Head for the area of his/her competency. This communication is the most important element for achieving the attitudinal change that is necessary for halting the outflow of Niueans; there are others of course.

Jobs, tenure, and participation. The other key elements for stemming the decline are land tenure arrangements, improvements to which need to be speeded up, and private sector investment in businesses which create employment. These elements are discussed elsewhere in this report in more detail. Niue's natural advantages are few, but their Telecoms industry and Niueans' command of English and computers offer the opportunity for the development of international-quality service industries such as telemarketing, data entering, remote accounting, etc. More open and transparent decision-making, including requirements for officials to explain in writing to the public their reasons for regulatory and policy changes, or for the denial of requested service, and rigorous data collection and dissemination, will further encourage investment.

Encouraging returnees

All citizens should be equal. Much more could be done to enable NZ-based Niueans to return to Niue, starting with their pensions and other benefits provided to New Zealand citizens living in the core territory of New Zealand. It would greatly encourage returnees if New Zealand looked at Niueans as it would other New Zealanders rather than comparing them to other Pacific Islanders, and organised its assistance accordingly. While some progress has been made in having superannuation payments made to citizens residing in Niue, more could be done: For instance, the 'dole' that NZ citizens residing on the main

¹ "Paradigm" is a term used to refer to a standard way of thinking. The expression 'paradigm shift' describes a change in that standard way of thinking. As societies tend to hold on to standard ways of thinking--their norms, if you will--changing a standard way of thinking (shifting to a new paradigm) can be a difficult task.

islands of NZ receive after two weeks residence should be payable to New Zealand citizens living in Niue (benefits paid in American Samoa are similar to those paid on the USA mainland). If a Niuean cannot obtain a job in Niue, the present set-up requires them to relocate, unassisted; are other citizens required to relocate, unassisted, if they are unable to find work in their home town? By making such payments in Niue, the government would enhance Niueans' subsistence livelihoods, provide Niueans with resources for testing their own small business ideas, and provide an income stream that the local government might derive revenue from.

Jobs, tenure, and participation. Aside from such citizen benefits, the key inhibitors to returnees are jobs and housing, discussed above, another element, and one which relates to new immigrants, but in a different way, is the need for cross-cultural counseling when returnees arrive and at intervals during the first year or so after they return. If a poor country like the Philippines offers such services to their 'balikbayans' (returnees), Niue could as well. In addition, returnees will need access to advice on

Recruiting new Niue Islanders

Resettlement migrants.

Investors and other migrants.

Immigration law changes. The immigration law changes that are being mooted are in general quite comprehensive, and supportive of the island's re-population in ways that should benefit the economy and the society. *Specific comments on some of the ideas that have been mooted are presented in an Appendix to this report.* Points-based (skills, origins restricted) immigration is endorsed. The data so far viewed suggests that immigration be kept to a level of not more than 5% per year, or roughly 100 people, for the next five years. At that time, immigration levels could again be reviewed. The recommended level slightly exceeds emigration, thus permitting a gradual change in Niuean society that can be more readily dealt with by Niueans. Public notice and comment periods for immigrant applications should require government to explain its decisions, especially those that are dissimilar to expressed public opinions. Data on migration accurately kept and regularly reported is another important task if one is to make the process more transparent.

Jobs, tenure, and participation. Governments can't 'bring in' sufficient investment for all the jobs needed. Government's role as regulator and promoter of a society's development means that it must do all that it can to encourage and facilitate investment by the private sector, and that it should not compete where there might be private sector investment. This responsibility includes ensuring the bona fides of potential investors--a task that many PIC governments have overlooked in the rush to enlist investors. There is a need to ensure that public concerns are addressed in the changes. This can best be accomplished through quota, public comment, and transparency provisions. Much data exists which demonstrates that quick, short-term investments are often more harmful than helpful to an area's development.

Private Sector Involvement

Housing: The private sector provides only part of the nation's housing. Government assistance has been a key element in past housing construction. As the government continues its switch from a 'do it' mode to a 'help the people do it' mode, its involvement in housing should decrease to assistance in securing land for housing. Private sector

contractors, including NGOs and villagers can develop the capacity to supply the nation's housing stock.

Investment: Until recently, Niue's economic management was primarily focused on government action and was not seriously focused on enlisting investment. The government have yet to provide a significant demonstration of their capabilities for attracting investment from domestic or external (Niue, NZ and foreign) sources. Governments' best tool for attracting investment is a stable and supportive policy and legal environment. The foreign exchange risk of investment in Niue is shared with NZ; this is seen as an plus for attracting investors. As research² has shown that items like tax breaks are the last of ten principal concerns for investors, after quality of life, education, a supportive policy and legal environment, labour availability, suitably serviced sites, infrastructure for bringing in inputs and for marketing outputs, etc.

Immigrant Sponsorship: Immigrant sponsorship should be permitted to continue, but be limited to one immigrant family per Niue resident at any one time. Requirements for sponsors to be liable for unpaid expenses of immigrants need to be reviewed with an eye towards limiting the sponsor's liability to what s/he can reasonably be expected to influence (e.g., a sponsor should not be liable for an immigrants personal debts to private persons).

Quality of Life Issues

Education: Education in Niue is good--perhaps the best in the Pacific, but it needs to be developed at the secondary and tertiary levels so as to be more relevant to Niue's needs.

Utilities: Good around Alofi (can perhaps double there with not major investments); service to outlying communities constrained, but can be upgraded without serious difficulty.

Infrastructure: The island's infrastructure (even with the wharf extension destroyed) can accommodate a gradual increase to twice its current population with little strain--except for housing and jobs. There would be social strain if rapid re-migration or immigration occurred. The sudden addition of a few households could strain water or electrical services in particular areas. Roads, schools, airport are all satisfactory (except that airport terminal would need expansion if Boeing 767s were to land on Niue).

Housing: Much of nation's housing stock is in poor shape and in need of major or complete overhaul if Niue is to be re-populated. Much of this overhaul can be addressed by the private sector, as discussed above, if the government will assist with security of land tenure. If immigration rates are kept low enough, this should be doable with not major strain--in fact there appears to be a large enough 'stock' of registered land for two or more years of migration at the level recommended.

Health: The health facilities are adequate and compare well with other Pacific Island Countries' facilities. There is a serious lack of continuity amongst health practitioners, especially doctors. Patients often have insufficient time with a doctor to build the confidence required for fullest treatment.

Employment: Employment creation is a private sector responsibility; government needs to recognise and support this reality. See notes under investment. Government can also use its

² Personal correspondence with Gus Comstock, Director of Economic Development, Chillicothe, OH, USA, 22 Oct 1997.

influence to persuade NZ to provide a 'dole' for unemployed Niue-resident citizens who meet the same eligibility criteria as North or South Island residents. Such a payment should be at a level of approximately 50% of Niue's minimum wage.

Leisure Activities: There is a good variety of leisure time activities that can be done in Niue, ranging from sports (rugby, tennis, cricket, etc.) to (soon) Internet 'surfing' or reading at the Library, to social gatherings, to fishing (sport or amateur), to hiking. Given the lack of a harbour or other safe anchorage, boating is limited. There are no cinemas in Niue, and the mission was not advised of the existence of any amateur dramatic society. It also appears that there are no competition-quality swimming facilities.

Natural Resource

The existing levels of disturbance and use of natural resources appear adequate and sustainable with current management measures. However, with substantial increases in population or visitors, additional conservation measures will be needed to safeguard the environment and natural resources. Key sectors affected will be fish, coral reefs, water resources, forestry and agriculture and the environment generally. Conservation of near shore fisheries will probably be the most important issue for Niueans as fishing practices change and fishing effort increases. Uncontrolled clearing of lands could reduce the habitat for (e.g.) Niue's bird and crab populations. Coral reefs will need to be carefully monitored as a result of localised disturbances and increased levels of sedimentation and pollution runoff. Global climate change is likely to exacerbate existing national environmental stresses on important sectors such as water, agriculture, fisheries and coral reefs. These stresses, in addition to increased pressures from human use of natural resources, if not monitored and managed, may exceed the carrying capacity of the natural environment.

Capacity Building

A key capacity development need for Niue is data collection, entry, and analysis. This is a serious shortcoming from both government management and transparency in government. While Niue may not be able to analyse all of the data it collects, it does need to establish systems for the collection and basic computerisation of data. This would provide the government and public with information they currently lack and would facilitate work by statistical or other consultants.

DETAILED FINDINGS

Niue has some major natural disadvantages in its fragile and poor physical environment (limited agricultural potential), small and unstable population (small/domestic market), and isolation (outside the main international transportation networks). The creation of a dynamic private sector is still some way off and unless there is a much greater injection of capital, entrepreneurship, technical skills and support, together with an enabling policy environment and improved transportation, it will be difficult for the sector to effectively cater for current expectations and livelihood requirements.

National Planning

National Plans & Priorities

Planning. The focus of the current national strategic plan (developed in 93-4, and now in the process of being updated) was the repopulation of the country. However, too often, people were not aware of the plan or only gave it cursory recognition. Niue's government is committed to the basic principles of development, viewing people both as participants in the process of development as well as its ultimate beneficiaries. Given this, the government should develop a more participatory approach to strategic planning that addresses the problems of understanding and ownership; ESCAP/POC, which has advised Fiji, Solomons, and Vanuatu on these issues is well placed to support such an exercise.

Priorities. Niue recognises and is addressing the need to develop its capacities for integrating environmental and social concerns into economic planning at all levels.³ While inequality and poverty are not issues in Niue, there has emerged, with assistance cutbacks and large-scale redundancies over the last four to five years, a degree of vulnerability and inequality which had not been experienced before, because of the lack of paid jobs. This has affected mainly the society's disadvantaged: Women, youths, the disabled and the elderly. Men have been disadvantaged primarily through a lack of versatility in job skills. Many families have experienced real hardship due to the economic reforms taking place and many more are having to fall back on other, neglected, livelihood options (primarily in subsistence). Free access to New Zealand and Australia makes emigration an attractive option for many Niueans. But, this conflicts with the government's goal of maintaining a living community; such a community which is not likely to be realized unless population decline is arrested or reversed and that, in turn, depends on adequate employment and livelihood opportunities in Niue's private sector. The creation of a dynamic private sector is still some way off and unless there is a much greater injection of capital, entrepreneurship, technical skills and support, together with an enabling policy environment and improved transportation, it will be difficult for the sector to effectively cater for current expectations and livelihood requirements.⁴

Planning Data

Data on immigration/migration is virtually non-existent outside of the five yearly national censuses. This seems to result in part because neither Immigration nor Statistics has the

³ "Development" is "an increase in (including an increase in the ability to choose between) the mental, spiritual, and physical resources that exist within or near us. An increase in only one or two of the three elements is not development", but might be regarded as growth (benign or malignant). Sort of like a three legged stool with society resting upon the seat: As long as increases in the three legs are not extremely different, society will be lifted up (developed) without being stressed to the point of collapse.

⁴ UNDP, "(First) Country Cooperation Framework For Niue 1997-2001", UNDP, Apia, May, 1997.

resources to adequately take, encode, computerise, analyse, and report on data concerning arrivals and departures. Some raw data was shown to the mission (statistics on passengers are inaccurate, especially for departing passengers). That raw data indicated that some 50-70 people have emigrated annually from c.1993 to 1996 and 80-120 people in 1997 and 1998 respectively. For its planning, the NTO uses statistics from the New Zealand government. The mission suggested that if the Statistics or Immigration Office could at least arrange for data to be entered into a computer (using Microsoft Excel, for example), it would facilitate the collation and analysis of that data by one of consultants who come to Niue. Such an approach would also make it possible for statistical consultancies to be more focused, of shorter duration, and with more time for skills transfers--and thereby creating greater opportunities for service providers to arrange for consultants.

Relevant Committees

Population & Development Committee. An immigration policy already exists; it is being updated by the Population & Development Committee (it currently allows for immigration by people who are privately sponsored). The Population & Development Committee is primarily a venue for airing and discussing issues related to population and development. Minutes of the meetings are distributed widely; it meets 6-10 times a year. It came into existence in support of a 1994 to 1998 UNFPA program (UNFPA made an exception to its usual focus on constraining growth). The Committee's work was found by the mission to be excellent, although there was a concern that the output of the Committee might not be getting the distribution and/or attention that it deserved. There is also a question about the end purpose(s) of the work of the Population & Development Committee: The Committee has no input into hearings on applications for Permanent Residency nor other immigration-related procedure.

Economic Development Committee. The exact name of this committee was not provided to the mission in writing, so please forgive us if this is not the proper name. This committee was formed following the 1998 NZODA review of Niue's economy. Its primary purpose, as we understand it, is to develop economic plans which will contribute to Niue's self-reliance, sustainability, etc. This committee needs to have some overlap with the P&DC discussed above.

Social Environment

Emigration and Immigration (Migration Out and In)

There is a worry amongst some Niueans that they are selling themselves to others--and for an unknown price. One elder asked: "What is wrong with the current population of Niue?" The response is that there is nothing 'wrong' with the number, except that it is going down. It is going down because private sector-led development is not occurring and the public sector cannot create jobs in the number and quality needed; people can be dependents more comfortably in NZ. The population drain pulls business out too. The elder noted: "If the population goes up, then more services are likely to be needed--the current facilities are fine for the current population." Investigations showed that current facilities are more than adequate for a doubling of the island's population.

The issue of developing a population strategy for Niue is very important in light of the continual decline of population. Although the natural population growth rate is positive (1.2% annually), net migration, primarily to New Zealand and Australia (because Niueans

are NZ citizens), is twice that rate, resulting in a net population decline of -1.2% annually.⁵ The impacts of Niuean emigration over the last couple of years has increased stresses on Niue's economic, environmental, and human resources sectors; these stresses are now keenly felt by the government and the people of Niue. To assist in changing the net population growth rate to a positive number, the following needs to be done:

1. Consider the impacts of other nationals (especially those from Pacific Islands) resettling in Niue to maintain a population equilibrium as Niuean leave for New Zealand and other countries;
2. Consider possibilities for creating new economic opportunities in Niue.
3. Assess the long term impacts on migration and resettlement on economic and environmental and human resources sectors of the country.
4. Review the agreements between Niue and New Zealand to some detail, with a view to developing economic and other incentives that will attract Niuean nationals in New Zealand back to Niue and deter Niueans from migrating overseas.
5. Consider further resettlement of selected groups of people from the Pacific or otherwise being impacted by climate change and sea level rise, environmental pressures and other disasters.
6. Detail a resettlement policy within the overall Niuean Population Policy.

Population pressure elsewhere in the Pacific. The questions of international migration and resettlement is not new in the Pacific and Niue. Population movements have occurred in atoll countries over a long time period. The reasons for movement from small islands include population pressure, drought, epidemics, harassment or intimidation, religion, in research of their families (genealogy), wars, catastrophic climate events, depletion of natural resources, changed economic conditions and particular development projects. Migration from islands with limited health and education services and little cash employment opportunity has become common. This has led to overpopulation of urban centres and loss of skilled and younger people from outer island communities and a country. In Tuvalu and Kiribati, various strategies to move people and decentralise activities have been proposed and, in some cases implemented, to reduce population pressure and environmental stress on the limited terrestrial resources of atolls and as a response to the reduced capacity of particular islands to support population concentrations. Concern about global climate change and sea level rise impacts is likely to lead to greater consideration of resettlement opportunities to reduce population and environmental stress. It is unlikely that all islands will be affected by sea level rise and climate change equally.

Population pressure responses in Niue. For Niue Island it is the opposite, where the population has been declining from a maximum of 5,000 in 1966, to approximately less than 2,000 people in 1998, due mainly to international migration or resettlement in New Zealand. The current population poses no real stress on economic and environmental resources. This is detailed along with two scenario projections at the end of this report. The scenarios consider the impacts of maintaining a population equilibrium at 2,000 people, or trying to increase it to one of two population levels. These scenarios were developed to allow the Government to act accordingly to information in order to sustain economic development:

1. Continue with an immigration and resettlement scheme to increase the population to an acceptable level as required by the government and the people; and
2. Develop a strategy or economic opportunities to attract Niuean living in New Zealand to return.

⁵ From Statistics Office and SPC Report 1998

Retaining Niueans on Niue

Key reasons for not staying. Encouraging Niueans to stay in Niue is difficult--many Niueans do not like the physical work that agriculture requires. A number feel that community contributions are too high (while often voluntary, peer pressure can make them seem compulsory). Similarly with housing--there are no longer any community housing activities, as in the past. Obtaining loans for housing was reported as taking up to five to seven years; this is believed to have improved. Encouraging Niueans to stay will require the 'breaking' of the habit of encouraging young Niueans to actively consider migrating to NZ: Saying such as 'the school is better there', 'the [physical] standard of life is higher there', etc., need to be eliminated.

Human resource development. Scholarships to countries other than NZ might be problematic, given that scholarship funds usually come from NZ or Australia, but they could be looked at if the government wanted. The government is working on an HRD plan, but that--given the many uncertainties about where Niue might go over the next generation--will have limited value. More important than an HRD plan would be a functioning system of communications between departments and private sector entities (whether for profit or NGO) concerning education (including training) needs.

Suggestions to reduce emigration. Suggestions heard by the mission included:

- cut off NZ government to Niue government aid; encourage government to make an economy work so that it (government) can extract from the economy (through taxes and fees) all the revenue it needs for public services.
- lower income taxes, compensate with a VAT or GST, customs duties, license fees, or simple retail sales tax.
- compare Niue with Norfolk Island. Look more closely at Norfolk Islands arrangements (i.e., no income tax); for small, non-dual, economies, this approach may work better than it does in (e.g.) dual economy Vanuatu.
- reduce barriers: Islanders don't want to come home empty-handed, but there are duties on their personal effects (incl. vehicles, etc.) which are really domestic cargo from NZ rather than international imports (NZ and Niue have same citizenship).
- if population declines to far, it is likely to stimulate drastic or dramatic actions--including the surrender of sovereignty or the seizure of sovereignty (whether by immigrants or a Niuean elite); people need to be aware of this.
- if immigration increases much from current rates, this will strain or alter the core of Niue's culture; people need to be aware of this.
- encourage and support local businesses (Niue Trading's income is now 20% of what it was in 1990, yet it has managed survived--albeit by re-organising, making vacant positions redundant, defining new posts, and hiring immigrants for them who will work for lower wages).

Selective Immigration

Repatriation of NZ-Niueans

A systematic approach to recruiting returnees. Niue's basic population policy has been to encourage Niueans in New Zealand to return--this is a turnaround from earlier government advice to NZ Niueans to the effect that "If you are comfortable in New Zealand, stay in New Zealand. Life is short." Niuean leaders have, once or twice a year, made trips to NZ to try to encourage return migration, but these *individual events are not part of any systematic approach*: There is no supplementary information, etc., available for NZ-Niueans to look at

after they have been stimulated by such visits. Politicians and parents could do more to encourage Niueans to recognise the island's quality of life (and, hence, for them to not migrate out, but to live their lives on Niue). This same partnership could be effective in encouraging NZ Niueans to return, whether they were at their retirement age, were younger, NZ-born Niueans, or whether they had only worked about half of their career.

Recruit needed staff in both Niue and NZ. Job vacancies in Niue are advertised in Niue; they could also be advertised in NZ. Other encouragements to return that might be given to NZ-Niueans might include, for instance, the payment of expatriate salaries for the first two years of their return (as a compensation for the costs of re-locating). While such compensation might be abused--recipients could turn around and leave after two years, written commitments could be obtained (and enforced if breached). The New Zealand government could greatly assist in this effort through the recruitment at full NZ salaries of qualified Niueans who are based in or are willing to be based in Niue.

All citizens are created equal, but some are more equal than others. NZ's pension-superannuation restrictions have been acknowledged as a significant inhibitor to NZ-Niueans returning in their retirement to Niue. NZ, unlike most OECD countries, has not permitted retirees (citizen or not) to collect their pension outside the core territory of NZ--the associated states of Niue, Cook Islands and Tokelau (whose people are NZ citizens) are considered to be outside the core territory. The NZ government did not allow them to be portable because they perceived portability as having a significant foreign exchange implication--even though that implication was estimated to equal less than 1/3 of one percent of NZ's national budget. Recent enactments in NZ now permitted people with at least 20 years work credit to retire to these territories and other Pacific Islands and still collect their pension-superannuation. While this result will help NZ-Niuean retirees, New Zealand should move to make their pensions fully portable anywhere in the world; there are other financial and monetary tools available to handle foreign exchange risks.

Social, cultural, logistics and emotional support for returnees. Repatriation yields a 'reverse culture shock' which may be greater than the original shock of entering NZ society. In NZ, when they arrived, there was a broad range of social welfare services available to them to help them find a job, housing, etc. In Niue there are no such services, making it difficult to encourage returnees to stay. Niuean communities could organise volunteer "welcoming committees" to assist returnees. These committees could use methodologies (and persons) from the Peace Corps to support re-orientation. A key 'reverse culture shock': Returnees often find that Niue is not a cheap place to visit--its hotel and meals costs compare with Vanuatu's (living costs, though, are much lower than in Vanuatu). Niueans who return from NZ tend to be the poorest of the Niueans living in NZ--those who don't 'make it' in NZ; in such instances Niue becomes the baby-sitter for the failures. This last event needs to be minimised; a trained and supportive welcoming committee can help such people to assume a life in Niue that is at least constructive and hopefully productive.

Immigration

Reason for upgrading. The government is undertaking an in-depth review of the costs, mechanics, and benefits of various immigration options because the other approaches that were tried over the preceding two-plus decades had not worked.

Impacts of existing emigrants. Immigration stimulates fears. There is no cultural memory of the earlier migrations to Niue; people tend to feel uncomfortable when people stay longer

than anticipated. However immigrants can provide useful distractions from other problems, and be a 'yeast' for the society. Skills and resources of immigrants who have arrived to date appear to be adequate. There has been no significant legal-judicial trauma due to immigrants from other PICs; this is not true for immigrants from farther away, but that trauma was not severe. Some of the Tuvaluans who have come to Niue can trace at least one of their ancestors back to Niue. There have been six families brought to Niue under the scheme set up to help Tuvaluans who were being both crowded and threatened on their home island--crowded by population growth, and threatened by climate-related sea-level rise (all of Tuvalu is only two or three metres above the high tide). The Tuvaluans who were not sponsored by an employer took a while to find employment, but most are now working. Many Tuvaluan families were sponsored by Vaiea villagers. Some of the Tuvaluans in Vaiea have rented housing and land; rental payments are often no greater than the care that the tenant takes of the property belonging to absent Niueans. The immigrants received one workshop on Niuean culture; there was no follow up, nor any counseling. The workshop focused only on the immigrants and not on their hosts, yet both groups could benefit from such advice.

Existing regulations. Immigration and labour requirements do not appear to be major obstacles, and the revisions reported to the mission as being drafted are generally quite good. Some observations and recommendations on the general character of immigration regulations that Niue should consider are presented in an Annex to this Report.

Cultural preferences for immigrants. An serious consideration for immigration is Niueans' desire that immigrants be genuinely interested in Niue, rather than interested merely in transiting Niue ('using it as a stepping stone') on their way to NZ. Immigrants from within the Pacific Region tend to be most acceptable; others (e.g., Asians, Ukrainians) are less acceptable. Cultural differences are the determinants: New Zealanders and Pacific Islanders are felt to be culturally closest to Niueans. Incentives for immigrants need to be balanced with deterrents against undesirable immigrants. Immigration that is points-based is good. Business migration can be encouraged this way, too--investment in Niue in exchange for the opportunity for another passport. Immigrants should be varied--a mix of complementary skills, rather than all of one skill area; this can be planned for, especially regarding technical skills, and administered through the allocation of quotas. .

Income tax. A key inhibitor for potential immigrants (and for returning migrants) is Niue's income tax. It is at a rate of 50% for all income over NZ\$35,000 (US\$17,000). US taxpayers don't even begin to pay income tax until about that household income level. There are discussions going on about the idea of making Niue an income-tax free area, as is the case in Norfolk. A Niue team visited Norfolk recently. The mission feels that Norfolk's regime (which exempts all income from taxation) may be potentially useful in Niue; the fact that Norfolk's leaders and citizens had the patience to persevere through a decade or so until the regime started producing real benefits needs to be noted by Niueans, as there is often a 'can't wait' attitude amongst people here. Niue currently exempts foreign earned income that is subject to a tax (no matter how small) in another country. This mission feels that, at the very least, that the first NZ\$150,000 of foreign earned income should be exempt from taxation even if it is not subject to tax in another country (as is the case for US taxpayers). A better arrangement would be the exemption from Niue income tax of all foreign earned income.

Access to services in Niue. Immigrants should have equal human rights as do Niueans, but access to schools, health services, and similar social services should be on a fee basis or on a cost-recovery basis. The government (or NZ's government) might screen a health insurance

scheme that could provided coverage for immigrants at group rates. Some would like to see Niue build up its physical and administrative infrastructure before immigration is encouraged. Of special importance are land registration and management systems, and cultural orientation-support services for both immigrants and Niueans.

Immigration level. In the long run, Niue can handle more migrants. This implies that rates be kept small; the rates of immigration into USA from 1880-1920 were considered as guiding by the mission. At the peak, the USA's immigration did not exceed 5% of the population--and that population was already multi-ethnic. This 5% figure is recommended for Niue; it is slightly higher than recent rates of immigration to Niue.

Stepping stone to NZ. It is desirable to minimise the cost to Niue of immigrants using Niue as a stepping stone for migration to New Zealand. Eliminating this risk would reduce Niue's attractiveness to some potential immigrants, and is therefore not advised. As immigrants can obtain Niue 'permanent residency' after 3 years, and then use that 'PR' status to migrate to NZ (and eventually obtain NZ citizenship), the Cabinet was thinking of extending the period from 3 to 10 years (with Cabinet being authorised to reduce that time if NZ concurs and if migration levels are under quota). The mission feels that the time period should be increased, but only to 5 years--this time period is the same as most countries require for applying for citizenship. However, the mission also feels that only citizens should have the right to vote, otherwise the benefits of citizenship are significantly reduced.

Sponsorship. Immigrant sponsorship is designed to ensure that immigrants do not become a public burden in Niue. Sponsors are required to guarantee the expenses of the persons they sponsor, and they can only sponsor one immigrant family at a time (once the immigrant obtains 'Permanent Resident' status, the sponsor is free to sponsor another immigrant). Sponsors' awareness of the worries, needs, etc., of the communities where immigrants live is often limited: Welcoming introductions by the sponsor to the community (and the return of such an introduction) is not done. Many villagers have expressed concern; some thought that immigration should be allowed only through government rather than through private sponsorship. As traditional jurisprudence favours private sector rights, and as the government has plenty of other policy tools to bring to bear, the mission does not support such a limitation. However, sponsorship should be done with a fuller public awareness and transparency than are currently experienced.

Resettlement

How many and why? Movements of people in overseas societies, in particular from the Pacific, have resulted in migration or resettlement in Niue. Resettlement has been primarily in the villages of Vaiea, Alofi and Avatele, from 1950s to the present. These people reported 4 main reasons for resettling in Niue:

1. Religion
2. Economic and political considerations (improved quality of life)
3. In search of their genealogy
4. Climate change and sea level rise impacts, natural disasters and environmental changes.

The draft 1997 census report shows that of the 2,000 people then in Niue, 15% were non-Niueans. Approximately 110 of these were 'palagis' (Caucasians) and the remaining 150+ non-Niueans were from other Pacific Islands (Tuvalu, Tonga, Fiji, Samoa and Cook Islands).

Results. From 1993 until now more than 5 families from Tuvalu (more than 30 people) have resettled in Niue under the government's resettlement scheme (for one or more of the 4 main reasons above); these people now live in the village of Vaiea. There is respect, peace and integration of cultures and traditions amongst Niuean (15 people) and Tuvaluan families living in this village. The Tuvaluan's have adapted well into their new environment with the help and encouragement from the Vaiea community and government, and are contributing to economy of the country, by, for examples, building boats and fishing.

Constraints. The criteria for the resettlement scheme developed between the Governments of Tuvalu and Niue is simple and useful for the present; the scheme has proven to be successful. However, if the door were to be opened to the global market, with economic considerations as a priority, then new criteria will need to be developed, especially in light of land tenure and cultural conflicts for the country. Land tenure situations have a crucial impact on resettlement scheme. Questions of whether a relocated group has rights to use the land or resources are of great importance. For example, if a relocated group were, in the homes of origin, heavily dependent on marine resources, that group may be inclined or feel forced to poach marine resources from their new location. Particular constraints to the successful operation of the program yet need to be identified and responded to in detail, but the mission found that they include:

- political influence and a failure to give priority to moving people from the most populated, land short and drought prone islands;
- infrastructural problems such as inadequate transport and communication, medical services, school facilities, transit housing, land-use planning and lack of provision of tools and equipment;
- administrative problems such as absence of written selection criteria or guidelines, lack of clarity over land ownership and lack of administrative facilities; and
- significant financial constraints, including a halt to government/private sponsorship or contributions prior to the completion of the program.

Opportunities. There are opportunities in resettlement. These include the creation of jobs, the promotion of self-reliance, exchange of expertise and technologies (e.g., in the building of boats), improved wealth distribution, and expansion of the semi-subsistence sector. It was noted that despite the cultural difficulties, infrastructure is now being improved in these resettlement communities, especially Vaiea village. The importance of contributing to and supporting the economic activities of resettlers is now being realised.

Success factors. Requirements for successful resettlement activities were enumerated and include:

- good criteria for the selection of settlers
- capability assessment and consultations with villages and their leaders to be settled
- good established infrastructure
- socio-economic and environmental impact assessment of the resettlement scheme for both source and receiving islands/villages.

Results of resettlement to date. Niue's resettlement scheme has used gradual processes and it has so far not led to bitterness or resentment but it has continued to aid the development of the country's aspirations and ambitions. The Niue-Tuvalu resettlement scheme highlight the need for a range of information. This information includes:

- comprehensive environmental assessment of the resettlement location;
- documentation of the social, economic and environmental reasons underlying the decisions to resettle people;

- socio-economic and cultural impact assessments for the area to be used and at the original locality;
- infrastructure needs in the resettlement area;
- economic development potential; and
- availability of funds and other resources to assist with the resettlement process

Emigration to New Zealand

Why migrate to New Zealand? Niueans are New Zealand citizens and their migration to New Zealand is not restricted under the New Zealand constitution. It is interesting to note that since the opening of the Hannah International Airport in 1970, approximately 50 people each year leave Niue for New Zealand to live there permanently. It has been perceived by Niueans that it is far more advantageous to migrate to New Zealand for better opportunities in the economy, education, and health, and also improved quality of life for Niuean living in Niue as stated in the New Zealand constitution. Today, several generations of Niuean live in New Zealand. In fact, 66% of ethnic Niueans are born in New Zealand; only 28% are born in Niue. The 1996 NZ census indicates that 9 times more (18,500) Niueans live in New Zealand than in Niue (2,000).

Challenges of emigration. The Niue Government has realised that the continued migration of its people to New Zealand and elsewhere at a rate of 50 or more people annually must be real challenge for sustaining the economy, for building the nation's capacities, for developing human resources, and for the management and planning of day-to-day governmental and administrative activities. Exacerbating this is Niue's need to maintain a political and national identity in the eyes of the world and the Pacific.

Possibilities for reducing emigration. The mission found that the rate of outmigration need not be reduced to zero in order for Niue to benefit. In fact, if emigration were reduced only by about half, Niue's population would (without immigration) stabilise at around 2,000 people. In dealing with Niue to New Zealand (and hence, Australia) migration issues, the following suggestions and ideas would make sense in providing some answers and opportunities:

1. Re-visit the Niue-New Zealand constitution relationship so as to allow unemployed Niueans in Niue to receive unemployment benefits payments and other inequities between NZ citizens in Niue and in (e.g., Auckland) so as to encourage people to stay on the island,
2. New Zealand's ODA and/or Technical Assistance (TA) budgets could be another source of funds for unemployment benefits,
3. Continue a resettlement scheme with a targeted group of people and improve the selection criteria with economic and cultural focused. Such in-migrants can both add to Niue's economy and society.
4. Develop tourism as a priority by getting Air New Zealand to fly to Niue 2 times a week. Use the ODA and TA to assist with this arrangements. This would stimulate economic development and attract Niueans to live and tourists to visit the island.

Quality of Life Issues

Overview. Niue is going the way of many small towns. For instance, in the USA small rural towns shrank from the 1930s until the late 1980s. However, in the 1990s, as telecommunications and basic infrastructure (piped water, paved roads, schools and health centres) reached even the most remote areas, many of these small towns began to grow again. Closer to home, rural NZ towns have continued to shrink. Will the nadir be reached in NZ in

the near future, as telecommuting becomes possible? Or will it not be reached for another 10 or more years? When it does happen, the high quality of small town life will be recognised, and the population decline will cease and perhaps revert.

Perceptions. Niue's quality of life issues are not advertised as deeply or as broadly as they might. While one elder reported to the mission that he feels that Niueans (and people generally) should be satisfied with what is available--he was mental-spiritual driven rather than materialistic, he was an exception. Most people reported feeling that "government has to learn how to look after its people" in the twenty-first century. This was explained to mean the creation of an infrastructure and service environment (water, screens, health and medical services, phones, etc.) that would encourage NZ Niueans to return to Niue and Niueans to make their lives in Niue. A woman reported that when she visited relatives in NZ, she found that their perceptions of Niue were based on memories of Niue in the 1960s and 1970s--before the roads were sealed, the airport built and upgraded, and piped water supplies were widespread. Given that Niueans in Niue benefit from workshops (a form of continuing education), easy opportunities to go fishing or swimming, etc., and because of the smaller, less-specialised economy, they are more well-rounded and better people. The quality of life in Niue is high--it is even better to play computer games in Niue than in NZ, because you can easily go fishing or do something else; in NZ, the need for money (to ride the bus, to see a movie, to have the things the neighbours have) constrains these activities.

Education

Overview. The Niuean education system is, according to most measures, one of the best in the Pacific Forum countries. Education in Niue is good, however it is fairly general, and it is heavily biased towards academic subjects. This high quality system, which one respondent referred to as an 'education industry', is also a key source of encouragements for Niueans to migrate to NZ: The system has taught several generations of Niueans the Knowledge-Skills-Abilities (KSAs) needed for working and living in NZ. Many, indeed most, of the KSAs needed for living in Niue have not been ignored, but that they have not been covered completely. One cannot, of course, turn the clock back; many of Niue's present social and cultural elements, have been adapted from NZ. Nonetheless, Niue, in its 1994 Strategic Plan recognised that the development of human resources that are compatible with Niue's economic needs and capacities must be a key element of its economic development efforts. Acting on this recognition has been problematic:

- Link[s between] education and training agencies [and] the [1994] Niue Strategic Development Plan are not apparent. There is also poor communication among these agencies with the result that each is unaware of what the other is doing.
- [People] would like to see the education system (including parents) attach [a] higher profile to, and place more emphasis on, vocational and [pre-]professional qualifications, as well as [on] the workings of business and the market economy.
- Despite [a] majority [of] private sector representati[ves] on the National Training and Development Council, education and training awards remain heavily biased towards the public sector.⁶

Primary and secondary. While use of NZ curricula has enabled Niue to educate its citizenry to 100% literacy and access to a form 5 education, continued use of that curricula is not realistic, as it is an imprecise match for 'the requirements of the economy', as stipulated in the 1994 Niue Strategic Development Plan, discussed above. Moreover, recent assessments of New Zealand's education systems indicate that their curricula is no longer sufficiently

⁶ Mullins, Michael; "Niue: Private Sector Development", Forum Secretariat, Suva, 12 January, 1999.

effective even for New Zealand: “The Education Review Office tells us that one in four youngsters leave school unable to read and write properly”; and “...the Organisation for Economic Cooperation and Development⁷ ...says four out of 10 adult New Zealand workers are below the minimum level of literacy competence required for everyday life.”⁸. An implication of this is that Niue might benefit from looking more at its own ‘KSAs’ and developing and implementing a curriculum to address them. Re-orienting primary and secondary curricula is, however, not a priority, as Niue society still prefers administrative and governmental work rather than private sector and ‘blue collar’ work. One small step towards rectifying this would be to make it compulsory for secondary students to take economics and/or accounting, as is done in Japanese and American secondary schools. Another small step would be the resumption of the Youth Enterprise Scheme at the High School--even if its resumption required the recruitment of a Volunteer (PCV, VSA, VSO, AVA, AESOPS, UNV) coordinator.

Tertiary education. Encouraging people to stay in Niue by, e.g., improving education, is difficult; skills development opportunities are limited. Specific skills are difficult to obtain in Niue. Systems and practices need to be put in place for the upgrading and maintaining of professional skills. The National Training and Development Council coordinates perhaps twenty or so tertiary-level scholarships and other education and training awards each year. However, the NTDC has yet to shed its heavy bias towards government personnel (90% or so of awards were for persons destined for government or quasi-government service. While their task is complicated by the lack of a national labour market analysis, the NTDC could do much more to elicit submissions from business associations--or even community associations--for persons who are interested in private sector work. The NTDC might be better able to focus on private sector awards, if the Department of Administrative Services, which provides in-country training for public servants, were authorised by the NTDC to select a limited number of public sector awardees. The Niue Development Bank, with a Peace Corps Volunteer trainer cum business adviser, provides training in small business as an adjunct to its lending programs. As long as this training is kept separate from the bank’s lending activities (e.g., by not funding borrowers’ training), conflicts of interest can be minimised. More important, though, is that such training should be augmented through either in-house or on call consultant expertise for prospective and beginning entrepreneurs; such expertise should be provided on a fee basis, even if that fee is subsidised or given as a percentage of future business. The Niue Tourism Office provides industry training through courses organised to fit the work schedules of private sector employers.

Regional tertiary institutions. Regional tertiary institutions are not seen by the average Niuean as an option for themselves or their children--even the USP Centre on Niue is perceived as being a provider of general education rather than the development of specific skills. However, most of the university graduates who remain in Niue were those who went to a regional institution. This trend could be taken advantage of by transferring awards for study at NZ or Australian institutions to awards for study at regional institutions. If so, then more of the ‘return on investment’ would reside in Niue. An reason regional institutions are perceived as not as good as NZ institutions: Students who go to one of USP’s three campuses often have to do additional studies in order to become NZ certified as a result of non-tariff barriers to trade in which NZ (like other countries) is unwilling to give equal recognition to the degrees granted by Pacific Island institutions. An expressed fear of life in

⁷ Also known as the OECD, this is the organisation of the world’s 20 or 30-odd ‘developed’ countries.

⁸ Both quotations from: Barber, David; “Developed NZ May Be, But Educated It Is Not”, *Pacific Islands Monthly*, January, 1999, p. 55.

other PICs also needs to be eliminated: One woman told the mission that she kept her child from Honiara Technical Institute (now SICHE) because she thought life in the Solomons was too harsh. The mission assured her that this was not the case, that even recent reports of violence against students were comparable in number to similar reports from NZ--and indeed were common in University towns around the world.

Health

Health. Data on admitted patients and outpatients is collected, but there is no citizenship data collected. Data could be obtained on citizenship. Doctors at Niue Hospital come from Fiji (via NZ), from the Philippines, and from Burma. Nurses come from NZ and Tuvalu as well as Niue. Niuean doctors working in Oz and NZ don't want to take the cut in pay (and less technically skilled) work in Niue. Patient loads are down, reflecting out migration, but costs have increased. There is some worry that the island's health facilities and systems might be seriously strained by infectious diseases brought in from overseas; this is a problem common to the Pacific Island Countries. There is no information provided to the health department on new immigrants; there are no "Green Cards" given which distinguish them from Niueans; there is no health briefing (including orientation to facilities and staff) given to new arrivals. The health department could use resources for inputting their data (c.NZ\$10,000?).

Community

Community. Social cohesion is important for a small group (or a small society) to be effective. Family disputes are a continuing problem in Niue; the small size of the nation means that they have more of an impact on the larger community than in larger societies. Leadership in communities is difficult; leaders have to help the community see the full potential of a new activity, such that they will join in (or support) the accomplishment of the activity. Cooperation between clans is breaking down about in parallel with pervasiveness of the cash economy.--

Planning & resource allocation. Communications between the nation and its villages is two way: Village Councils have basic planning and decision-making responsibilities at their level, which are then referred to the appropriate National office (or the Planning & Development Office) for inclusion or (in cases where the national government feels an activity is not appropriate for national level action) for referral back to Village Councils. Village Councils are advised of and have an opportunity to comment on national development plans. Village Councils also have authority under certain national legislation to issue by-laws.

Community development funds. Village capital development is one tool for encouraging people to remain in Niue--it helps keep authority decentralised, thus giving people more control over their own lives. Each financial year, villages are allocated NZ\$20,000 on a \$ for \$ village subsidy scheme (up to a maximum of \$5,000/village). In addition, NZ\$15,000 is available to stimulate (pump-prime) activities which mobilise the community--such as for a meeting space, or for a band--also on a \$ for \$ matching scheme. While some feel that such schemes are 'old hat' the mission feels that the mobilisation of local resources for local projects is a better idea than the simple granting of budgets upon application. (There are too many instances in the Pacific of local governments that collapsed because of abuse of unrestricted grants.) These programs are separate from other CA programs in villages. Based on experience in other countries, and considering costs in Niue, these amounts appear

to be very small. The Department of Community Affairs must be prepared to follow-up successful initiatives with subsequent funding if such is requested for a feasible activity.

Village Councils. Village leaders are provided a token compensation or honorarium; this compensation is sometimes provided to civil servants, as they are often elected to leadership roles in their villages. The fourteen Village Councils operate under 1967 Village Council Ordinance. The Ordinance has been reviewed recently, and a Bill to amend it is now in its second reading. The Bill reportedly keeps the general framework of the Ordinance but changes the composition of the Councils to reflect changes over the past thirty years, gives them increased autonomy (VCs can now initiate capital projects), and increases their allowances. In addition, VCs can, in discussion with government, put limits on zoning approvals and business license issuance.

Key community components--Families, Youths. In Niue a family is the extended family that traces its ancestry to a common ancestor. In the past, a village might have had ten families; many now have only a handful (or even one). The head of Community Affairs estimates that there are perhaps 40 - 50 families now on Niue. In many families, elders are encouraged to share their traditional skills knowledge with youths. The Niue Youth Council has expanded its centre near the airport; two new buildings inherited from US Navy Seabees joined the original converted house, so they now have both classroom and dormitory facilities. The Niue Youth Council has 19 member groups, mostly church-related, but some which are sports organisations. NYC's primary activities are social (including some recreational sports) and usually focus on fund-raising.

Communities and immigrants. Immigrants reportedly often fail to attend village meetings or even to go to church. Village councils occasionally do not invite immigrant residents to meetings and some immigrants, although invited, don't attend village council meetings. The implication of this is that orientation needed for immigrants and for Niueans as well. Such orientation will have double benefit: It is important that Niueans who depart Niue understand the value and quality of life here--and that immigrants will be the beneficiaries of Niueans' legacy if the population decline is not halted. In Vaiea, an almost abandoned village at the south end of the island, there are more Tuvaluans than Niueans. While the Tuvaluans generally live and work separately from the Niueans, they share many of the same patterns of behaviour. However, Tongans are felt to be a more discomfiting as they often fail to show respect for the local cultures.

Maintaining a Distinct Niuean Culture

Niue's culture is felt to have benefited from Niue's connections with NZ. However, NZ Niueans too often do not understand or know their culture and have insufficient pride in keeping it alive or interest in migrating back. A community 'welcoming committee', mentioned elsewhere in this report, could be developed (even in Auckland communities) from or by a community group which knows the local traditions and customs. The 'welcoming committee', having had their skills developed by the community's 'experts' might encourage and begin the training of immigrants and younger Niueans in various skills--and for linking those 'experts' with interested 'students'.

Work & Play

Employment. There are few job opportunities for Niue's youth. As youths are oriented by Niue's educational system towards white collar-type employment, there are few youths who are able and willing to make their own job. A recent NZODA report on Niue recommended

a re-thinking on migration, including using the public service to encourage people to stay; nonetheless, that report stressed that *long-term sustainable jobs would be predominantly in the private sector*. Global experience demonstrates that governments are inefficient creators of jobs, but excellent for setting the. Despite this, talk is yet on the creation of jobs to keep people more than on helping people to create their own jobs (or to at least see them in the future so that they do not leave). Government has been looking at short term solutions such as re-hiring people, but too often such people go ahead and leave anyway. Ergo, this is not the answer (except perhaps in special cases). Some employers feel "Why try hiring citizens when you'll end up hiring foreigners?", because they miss the point that cross-cultural support is important for both Niueans and immigrants.

Unemployment. Unemployed NZ citizens who are actively searching for work and who are living in the core territory of New Zealand are entitled to a 'dole' equal to NZ\$121/week (NZ\$6,292/yr) for single workers or around NZ\$250/week (NZ\$13,000/yr) for married heads of households. It is the mission's thinking that if New Zealand were to make this payment available to its unemployed citizens residing in Niue that many young people might be encouraged to find a life for themselves in Niue rather than dreaming, planning, and working to migrate to the North or South Islands. Young Niueans, if they remain in Niue would perhaps prove less (or at least no greater) of a burden on New Zealand than they do when they are idle in, e.g., Auckland. Importantly, such income transfers directly to individuals would be an income stream that could be developed by the Niue government, through taxation, for public purposes in Niue. While such high rates of 'dole' may be appropriate for Auckland, they would have a serious impact on wages paid in Niue (see Table later in this report). The mission believes that some fraction, perhaps around one-third, of the amounts provided in Auckland would be appropriate for Niue without seriously affecting local wage rates. Such a level would not encourage 'dole' collecting: If data given the mission is correct, such a level would be around 40% of the level of Niue's minimum wage.

Leisure Activities. Niue's leisure time activities range from community feasts to physical fitness contests to coastal and deep sea fishing. Snorkeling and Scuba diving attract tourists. Swimming is problematic, as there are no streams in Niue and as there are few beaches. Camping is an activity that tourists might do which could provide income for villagers who provide camp sites and/or cooking and washing facilities. Internet connections are, at this writing, limited to e-mail, but plans are afoot for full "Web" access during the first half of 1999. The biggest single problem with providing leisure-time activities is people's wanting instant gratification--it is difficult to wait for things to get done.

Physical Facilities (Infrastructure, Housing)

Infrastructure. PWD provides bulldozers for farmers to assist with bush clearing, and this has helped them to continue to produce taro (despite population decline) but this process has created a lot of conflict through the destruction of landmarks. The jetty at Alofi, recently extended by the US Navy Seabees, saw the extension destroyed by storms in early 1999. All of the main roads are tar-sealed; other roads are of a good standard. The runway is asphalted to a standard capable of handling 767 jets. The Airport terminal is roomy for today's traffic, but would be hard pressed to handle a full 767.

Housing. Old traditions meant that the community (not just the family) helped a young couple with the start of their house, and provided them with their initial garden land. Today, communities aren't always able to help young couples--the NZ building codes adopted in Niue require qualified carpenters, etc. Perhaps there is a role here for a community-focused

NGO like Habitat for Humanity? “HfH” has experience in helping a wide variety of urban and rural communities to build, renovate, and upgrade housing. Habitat for Humanity (headquartered in Georgia, USA; Jimmy Carter is a Director; a representative is based in Suva) could meet with communities to see if a community-based program can be developed.

Natural Resources (States and Pressures)

Environmental Management

Overview. As part of a desire to satisfy high and rising material aspirations, there is a trend towards decreased dependence on natural resources and increased dependence on imported resources.⁹ These natural resources enable Niueans to provide themselves with a subsistence existence. Despite a declining population and concomitant loss of traditional and customary knowledge governing the exploitation and conservation of living and non living systems, there is still considerable pressure on Niue’s environment due to the use of destructive resource exploitation technologies such as guns, bulldozers, fishing nets, traps and chain saws.

Likely impacts. The impacts of repopulation of Niue are expected to be minimal, provided immigration is carefully planned and management regimes are enhanced as discussed below. However, maintenance of the environmental quality of Niue will depend on land use planning, technologies, product mixes, population size and structure, and changes in consumption patterns, among other things. Changes in environmental quality may not be noticed immediately. The problems may be chronic or acute. Without an adequate and verifiable information base, anecdotal information and a precautionary approach¹⁰ may be the only available basis for making decisions.

Management considerations. Population pressure requires management regimes for coastal and terrestrial resources. Judgments must be based on clear understanding of ecological implications relating to biodiversity and sustainable use. Managers must evaluate the areas at risk, quantify the risk and assess the recoverability and consequences of use and the risk arising from use. To this end, questions to be addressed include:

- What geographic area will be affected by activities of migrants?
- What is the present value of Niue’s natural attributes?
- How much activity will reduce the present value?
- What are the areas prospects for recovery?
- What is the likelihood of natural disturbance causing equivalent damage within 1. 5, 10 year time frame?

Population and environment. Niue’s population policy should be implemented in concert with the South Pacific Biodiversity Conservation Project at Hakapu, comprehensive environmental planning legislation, elements of the National Environmental Management Plans (NEMS) and a process of strategic planning for sector development within the Strategic Plan. The national objectives under the new strategic plan should promote the conservation of environment and sustainable utilisation of a viable agriculture, fishing and forestry industries. Most of the conservation issues in Niue can be dealt with through the implementation of these plans and associated management regimes including new environmentally friendly technologies, fiscal measures, awareness raising, best practice management techniques and regular monitoring programs. New management measures

⁹ Government of Niue, 1995

¹⁰ c.f., the ‘Precautionary Principle’ in environmental management.

include the ISO14000 environmental management framework and resource planning using GIS. A State of Environment (SOE) report was prepared on Niue's terrestrial environment, marine resources, cultural and archaeological resources and socio-economic environment.¹¹ Additional information is presented briefly here in the context of population pressures.

Forestry/Agriculture

Most households still obtain some type of natural product from the forests. Forest wood is used for handicrafts, decoration, firewood, fences and for medicine. Most of the current forest loss is due to agricultural purposes with a limited amount due to forest logging. An increase in housing or gardens may affect the primary forests, secondary forests, shrubs and herbs growing beneath the trees. Formerly the most common crops grown in Niue included passionfruit, lime, coconut and taro. Yields are affected by rainfall or access to water, rates of soil rejuvenation and variations in soil quality. In this shifting cultivation system, land is cleared and taro and other temporary root crops are grown for one cropping season (1 year). The land is then left to fallow for seven to ten years, before the land is cropped again. Plantation style agriculture plots have been established using bulldozers and discing. Research is being undertaken on using hydroponics to grow vegetables.¹²

Water

Water. Most fresh water is pumped up from the below ground lens through bores. Water draw-down is being tracked. Management regimes may be needed to avoid contamination of ground water, particularly along the lower terrace, which does not generally support bores. Water is generally not filtered nor treated. No drop in the water lens has been noted; this is closely monitored. However during dry spells the water lens in some areas is prone to contamination. At present there are 13 tanks built around the 13 villages with capacities ranging from 500,000 litres (Alofi) to 60,000 litres. On average, daily consumption rate is 320-350 litres/day. Rainwater catchment facilities (e.g., tanks) provide an alternative source of water, but their use could be expanded. The capacity on the island to manage water is limited due to high turnover of staff. Current water use is in the neighbourhood of 200 l/person/day--which is perhaps double what it was several years ago. Higher consumption rates stimulated a leak-eradication program (which included video) that was quite successful. These water conservation efforts appear to have resulted in a 30% reduction in the cost of electricity for pumping, but data on electricity costs per liter or hectolitre--which is vital for comparing efficiencies--were not available. The video programs are still available for Niue TV to broadcast. The Director of works feels that the current water production might be good for a population of 10,000 at current rates of consumption, however reticulation to the higher villages on the western side of the island would require more investment than might be available.

Sewerage. Many of the nation's septic systems are old and pre-date the time when construction standards were monitored. There are no design standards for septic fields, or even for the 'long drop' pit toilets. Such may result from an upcoming AusAID effort. There is no data on the rate of households switching from 'long drop' pit latrines to flush toilets, but this is happening. There have been no studies of the infiltration rates of septic effluent into and through the ground. However, the Health Department does check for coliform and other bacterial contaminants, and so far have reported no changes. There is no monitoring for chemical contaminants. AusAID has a one-year-plus sanitation program under proposal. It

¹¹ Lane, 1993

¹² Government of Niue, 1995

is expected to address the data shortcomings as well as improve infrastructure and its management. Sewage disposal at sea is uneconomical; because of cultural inclinations, waste disposal at sea is felt to be a bad idea (satisfactory experiences elsewhere notwithstanding).

Fauna

A key feature of Niue is the indigenous bird population. The most common terrestrial mammal is the flying fox or peka. Coconut crabs are in danger of being overexploited and protected under the Fisheries Act. Marine fauna include humpback whales, dolphins, Hawksbill turtles, giant clams, sea cucumbers and sea snakes (Government of Niue, 1995). Turtles have spiritual significance. Humpback whales and Hawksbill turtles are protected under CITES and other international conventions. Estimates compiled from household surveys suggest that 76 - 93% of households in some villages catch coconut crabs, 48% catch pigeons and 45% catch flying foxes (Government of Niue, 1995).

Coral Reefs

The reef environment. Reefs are susceptible to pollution and sedimentation. Apart from extreme weather events such as cyclones, only a negligible amount of terrigenous sediment reaches the coastal marine environment, the bulk of which comes from erosion of the coastal cliffs and headlands. Karst geomorphic processes, however, result in the precipitation of dissolved carbonate material in the coastal marine environment, limiting the growth of coral. Most rainfall not picked up by the vegetation, or retained in the soil, easily penetrates the porous and fissured ground to reach the fresh water lens that underlies the island. Ground water flows into the marine environment via caves and springs along and below the shoreline, and inhibits coral growth at such points. Wharves and access pathways to the sea and storm water drainage bring with them increased opportunity for increased sedimentation of the reef flats, and consequent damage to the reefs.

Situation report. Niue shows the beginnings of conflict between tourist diving and fishing, with certain spots sought after by both interests.¹³ Either activity is impeded by the other, especially when occurring concurrently. As with the closure of sea caves, the conflict over this issue can only intensify as government policies for repopulation and encouragement of the tourism industry take effect.

Fish

Resource management. Niue's fish resources are governed by local customs administered by the Village Councils and Niue Department of Agriculture, Forestry and Fisheries (DAFF). The Fisheries Division's current efforts are directed at extension work, installation of FADs (fish aggregating devices), training in post harvest fisheries, especially for women. The Marine Resources and Fisheries Act, administered by DAFF, is designed to protect and conserve fringing reef resources including fish (particularly big eye scad, juvenile goatfish, bait fish uligea), shellfish, hawksbill turtle, three species of crayfish, corals and seasonal closures for the Coconut crab (Uga). This Act is published in a 'guidelines for visitors' pamphlet that is available from the Visitors Bureau and DAFF. These guidelines, together with information about appropriate fishing methods and most economical boat and engine sizes, and information about the environment of Niue, should also be provided to immigrants before they come to Niue.

¹³ Cornforth, 1994

Resource stocks and conservation. A fish and marine resources survey was carried out by SPC and FAO in July 1990. The report¹⁴ documents catch per unit effort data and other statistical information for fish catch rates, trochus, coconut crabs and giant clams. Clam stocks are protected by legislation as there are no customary taboos on harvesting clams other than a complete ban on fishing the reef adjacent to a village where a person has died.¹⁵ A Marine Reserve has been introduced on the western side of the island to preserve the biodiversity of fish stocks. Increasing pressure from population growth may warrant the establishment of other reserves and refuges. New immigrants need to be made aware of customary taboos. In addition, the decision to integrate or separate migrants may have important implications for village laws.

The industry. Full time fishing is only pursued by a few individuals, most catches are made by people with an alternative income source.¹⁶ Estimates of total fisheries production from Niue's fringing reefs are on par with other Pacific reefal systems.¹⁷ Most of the catch is sold for home consumption but a greater proportion is shared and sold.¹⁸ The gross income from fishing in 1990 from Niuean fishers was about NZ\$14,000/annum.¹⁹ However, long term regular monitoring in conjunction with other studies would be needed to verify these estimates. Fishing activities are constrained by access points (location of ramps etc.) and weather conditions. Access to the sea is by footpaths and ramps. The nature and universality of the coastal cliffs limits vehicle access to boat ramps at three locations (Avatele, Alofi and Namukulu) where the size of the facilities limits the size of boats able to be used.²⁰ The sea conditions on the eastern side of the island are often too rough to allow fishing. Access to sea entry points may be important to those immigrants who are dependent on fishing as a way of life. Catch rates of bottom fish do not vary much throughout the year.²¹ Catches of pelagic fish are highly seasonal,²² and are dependent upon, amongst other things, seasonal events such as ENSO.²³ Intensive fishing pressure as a result of increased fishing effort may not allow stocks to recover after seasonal events.

Technologies. Most fishing is carried out by handline (36%), rod and line (38%) and trolling (10.3%).²⁴ Set nets and spears are rarely used by Niueans but are used by immigrants from other Pacific Islands such as Tonga and Tuvalu.²⁵ Such methods are non selective and may have an impact on sought after stocks of squirrel fish, coronation trout and cod. About half of the catch is taken from the reef and the balance from offshore.²⁶ Nevertheless, this trend will change with the introduction of more dinghies and placement of boat ramps and other access points to the fishing grounds. For example, during the period of public sector reform

¹⁴ Dalzell et al., 1993

¹⁵ Ibid

¹⁶ Pasisi, Pers. Comm., 1999

¹⁷ Dalzell et al., 1993

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ Cornforth, 1994

²¹ Dalzell et al., 1993

²² Ibid.

²³ Pasisi Pers. Comm. 1999

²⁴ Dalzell et al., 1993

²⁵ Pasisi, Pers. Comm. 1999

²⁶ Dalzell et al., 1993

in the early 1990s fishing pressure was reportedly higher as a result of more people taking up fishing to supplement their income. Fishing pressure has since stabilised.²⁷

Game and sport fishing, particularly focusing on Wahoo and to a lesser extent tuna, sailfish, marlin, dolphin fish, is a recent phenomena for Niue. Most of the fishers are drawn in from New Zealand and Australia. This type of fishing is conducted in accordance with international sport and game fishing rules.

Other fishery resources. The fish resources at Beveridge Reef situated 280km to the south-east of Niue, and within Niue's 200 nautical mile EEZ, may support small scale fisheries.²⁸. It is not known whether there is any significant ecological linkage between the offshore reefs and the fishery of the Niue seamount. Scientific investigations (e.g. genetic studies) will be needed to determine if this reef acts as a source of recruitment for other reef organisms such as giant clams and species of fish and (especially), given their very limited mobility, corals.

International agreements. Bilateral agreements with distant water fishing nations for licenses to fish tuna stocks are not expected to generate significant returns due to Niue's location outside of the warm water equatorial pool where most of the Pacific's tuna stocks are located. Nevertheless, the proposed Commission for the Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific Ocean currently under negotiation and its requirement for distant water fishing boats to carry a satellite-based vessel monitoring system, should at least ensure that those stocks are conserved for the maximum benefit of Niueans, regardless of population pressures.

Climate Change

Average air and sea temperatures are expected to increase as a result of global warming. Niue has been subject to severe cyclones on the average of once a decade.²⁹ With regional increases in temperature, cyclone intensity and frequency is predicted to increase.³⁰ There are two distinct hot and wet seasons. Most of the rainfall occurs during the hot season. The pattern of rainfall is likely to change and incidence of droughts is likely to increase. The coupling of climate change and climate variability (e.g. ENSO³¹) has caused severe droughts in the region and Niue. This has affected, and is expected to effect, a range of important sectors such as water, agriculture, fisheries, coral reefs and infrastructural damage (e.g., US-built main wharf extension in December 1998).

Land and Land Management

Land regime. All land in Niue is either Crown Land or Niuean Land. Currently Crown land occupies approximately 98% of the total land area of Niue. Land ownership and land use rights are complex in Niue as evidenced by the number of disputes that have gone to the Courts, many of which remain unresolved. Owners have significant rights over what they do with their land. Government intervention is generally limited to acquisition for public purposes. Absentee landlords, and the tradition of leaving land management to the discretion of the 'leveki magafaoa', may create difficulties for the government in trying to manage land and or resolve land disputes. The Department of Lands and Survey is currently developing a

²⁷ Pasisi, Pers. Comm., 1999

²⁸ Dalzell, 1993

²⁹ SPREP, 1993

³⁰ SPREP, *Climate Change and Sea-level Proceedings*, 1997.

³¹ ENSO= El Niño Souther Oscillation.

computer based geographic information system for mapping and storing land information. Such information will be an important tool for environmental planning and management.

Land management concepts. Land tenure, use, management questions are the key issues related to immigration. Much of Niue's culture is related to land. All Niueans living in Niue, including Premier Lui, have garden plots. Seniority in society implies increased value from those gardens (and the sea). Is seniority wrong in today's world? No, but other needs cannot now be ignored, and must constrain seniority. Granting PR status has enabled political participation by immigrants, but this right should be restricted to citizens. PR status can be perceived as providing security of land use rights (for housing or production). Government has Crown leases for residences which Special Permanent Residents can access. Immigrants can (and do) lease native land. But their security is lower than with Crown land, as native land management systems are much less formal: If a lessor's agent (Leveki) dies, other clan members might then evict a tenant--or a tenant not surrender his/her rights. If the immigrants are NZ Niueans whose families have been absent from Niue for more than one generation (c. 25 yrs.), additional problems creep in because of memory loss and, often, the elimination of boundary markers. Niuean land use rights were, traditionally, not inheritable; this practice should be continued in the modern world: Only Niueans actively using the land should be able to obtain land use rights, and those rights should not be able to be 'willed' to one's heirs. From a development standpoint, village councils (not the Niue government) needs to look at taxing land as a way of generating revenue for village efforts. A good number of vacant dwellings are unsafe and derelict; the village council could use the proceeds of such a tax to demolish them. Government must also continue to implement its program for surveying, titling, and managing the land, even though this is progressing at only 1/2% of available land each year.

Economic Environment

Utilities

For a discussion of water and sewerage services, see the discussion under the Physical Environment, Fresh Water Resources.

Electricity. The cost of utilities is perceived to be a major inhibitor to migrants (especially business investors). The current rate for electricity in Niue is around 16¢ US per kwh. This is about two thirds of the rate which applies in Vanuatu, and is about one third higher than the rates prevailing in Fiji. While rates in Niue appear high in comparison with NZ, it is competitive with other PICs' costs. Electricity capacities were not specified, but are believed to be sufficient for a doubled population. Electricity reticulation is adequate in the Alofi area for extending to new construction with minimal other work. Reticulation to more remote villages could need to be upgraded if there were a sizable increase in housing and/or business.

Telecommunications. Niue has 42 people/100 lines; or between 700 and 900 lines for the total population. Its infrastructure is valued at NZ\$4,000,000. There are 16 international circuits (256Kb/512Kb), but only four are used (a total of 64Kb). These circuits could be doubled within existing chassis. Telecom is trying to market the excess capacity; their rates are (relative to other Pacific Island Countries) inexpensive: NZ\$1.90 peak/\$1.30 off-peak per minute to connect with NZ; less than NZ\$4/min. to connect to Oz. Because the SEC in the US has ruled that PITA rates are too high, this will result in a cost shift from the US to

(inter alia) Niue. Telecom does not handle Internet services; these were transferred by the government to a private firm. While done in the spirit of privatisation that is now current, it appears to have been done without any competitive bidding. Equally important, Niue's rights to the ".nu" domain may be rented to that firm, but the sale of those rights would be contrary to international legal practice (hearings concerning the sale of these rights are likely this year). Telecom has already begun to address the future. Capacities exist for the rapid handling of up to a doubling of demand. Telecom is ready for people to create, see, and/or seize income generating opportunities. However, the capacity of the Telecom's' reticulation outside of the Alofi area is reportedly of a lower standard--implying that Internet access outside Alofi will be problematic. Both distance education and telemedicine have been tried and found workable in Niue. Niue Telecom's rates and regulations, etc., are reviewed by the government's "Bills Committee". This is less transparent than the regulatory systems in Western Australia or the US.

Private Sector Involvement

Private sector development in Niue is a relative unknown; for at least two generations the nation's development has been led by a paternalistic government generously funded by New Zealand. The Niue government--even in colonial times--was never encouraged to rely on the local economy as a source of revenue. This is another reason for the need for a paradigm shift: Economies develop most from private capital that is channeled through private channels. The public (i.e., government) should regulate an overall economy and public investments should be limited to necessary projects that can not or will not be undertaken by the private sector without jeopardising the economy.

Privatisation

The government of Niue is working, slowly, to corporatise a number of agencies, including Telecom. This effort is moving slowly and needs to be accelerated, because for many of the agencies involved, corporatisation will only be the first step towards privatisation. As many of the agencies to be corporatised are those which provide a public utility, and because public utilities should be operated on as nearly a commercial basis as possible (subsidies should go to needy individuals, not to all users), the mission has appended to this report an example of how such utilities might be regulated by government even though ownership rested in private hands. (Additional details--e.g., for different types of industries can be sought from ESCAP/POC.)

Based on experience elsewhere and on likely expectations of immigrant investors, the government should pursue a corporatisation-privatisation program that places as much operational management responsibility as possible on the agency itself. This means that corporatised agencies should be managed by persons who do not hold political office. Government's role in ensuring that such agencies do not charge exorbitant fees nor pay exorbitant salaries or fees should be limited to regulation by a public utilities commission along the lines laid out in the annex.

Business skills development

Developing business skills. Business is a new concept to Niueans; they will need training in it, especially in (e.g.) resisting frauds and (e.g.) being socially responsible. And that business skills need to be taught with the 'wantok environment' of Niue in mind, so that business people are not taken advantage of by (nor take advantage of) their wantoks. Too, it might be worthwhile for the government to codify moonlighting by civil servants. Niue needs to break

the "white collar focus" or 'fiafiafu' that has pervaded it for over a generation. Yes; such thinking is in line with global thoughts about the 21st Century, where work will not be white collar or blue collar but more multi-skilled. Individual's drive to achieve is dampened by NZ citizenship and all the (relative to Niue's economy) high economic benefits that that implies.

Investment encouragement

Investor concerns. Until recently, Niue's economic management was primarily focused on government action and was not seriously focused on enlisting investment. The government have yet to provide a significant demonstration of their capabilities for attracting investment from domestic or external (NZ and foreign) sources. Governments' best tool for attracting investment is a stable and supportive policy and legal environment. The foreign exchange risk of investment in Niue is shared with NZ; this is seen as an plus for attracting investors. As research³² has shown that items like tax breaks are the last of ten principal concerns for investors, after quality of life, education, a supportive policy and legal environment, labour availability, suitably serviced sites, infrastructure for bringing in inputs and for marketing outputs, etc. Smaller, short-term, investors to Niue will be concerned about shrinking domestic markets; others will be interested in Niue's competitive position vis-a-vis New Zealand and the islands of the Pacific. Niue does not want garment manufacturers such as in the Commonwealth of the Northern Mariana Islands.

Investor visas. Attracting investors in support of the nation's economic development is the number one concern of government. There was a special interest in North American investors; the numbers being discussed were 'up to 250 families/yr', under a scheme similar to the NZ program. As explained above, the mission felt that such a number was well beyond the capacity of Niue to absorb; immigration should be limited to 100 people/year for the next five years. Passport sales were also being discussed, but this option did not have as broad support. The government needs immigration laws which are flexible enough in design individual responses for some potential investors; however the mission feels that flexible laws must be accompanied by clear transparency procedures for all aspects of the process. A thirty day public notice period before an immigrant visa would be issued is an example of such transparency.

Strategic response. Government should announce an ambitious long-term strategy to transform the economy into an international or regional hub for knowledge-driven exportable services by 2010. This suggestion arises because Niue's population is literate both in the traditional sense and in terms of computers; there are over 200 computers on the island. Too such services would be likely to support salary levels somewhere between Niue's current salaries and those of Auckland. Such services would include: telemarketing; provision of accounting services (data entry, etc.) to companies located elsewhere (much as CARE moved its accounting service from New York to Manila ten years ago to take advantage of lower labour costs); provision of data entry for (e.g.) libraries, publishers, marketing businesses, etc., which wish to convert old records from paper or microfilm/microfiche to digital format.

³² Personal correspondence with Gus Comstock, Director of Economic Development, Chillicothe, OH, USA, 22 Oct 1997.

COMPARISON OF COSTS OF WORKING AND DOING BUSINESS IN VILA, SUVA, AND NIUE

Item	UNIT	VILA (6/98)		SUVA ³³ (6/98)		NIUE (9/99)	
		Vatu	USD ³⁴	FJD	USD ³⁵	NZD	USD ³⁶
Office Rent	Sq. m./mo.	1,200	9.48	17.92	9.05	\$9.29 ³⁷	\$5.02
Electricity	Kwh (incl. Tax)	29.37	0.23	0.2209	0.1116	\$0.30 (com'l)	\$0.16
Water	cu. m.	44.18	0.35	\$0.12-0.35	\$0.06-0.174	\$0.20 ³⁸	\$0.11
Driver-Messenger	wage/yr. ³⁹	998,448	7,888	\$3-7,000	\$1,515-3,535	\$6,000	\$3,360
Sec'y	wage/yr. ²	1,470,219	11,615	\$4-9,000	\$2,020-4,545	\$7,000	\$3,920
Executive Sec'y	wage/yr. ²	2,571,886	20,318	\$8-16,000	\$4,040-8,080	\$11,000	\$6,160
Technical Ass't	wage/yr. ²	2,696,977	21,308	\$20-30,000	10,101-15,152	\$12,000	\$6,720
Phone Line	mo.	1,000	7.90	\$5.32	\$2.69	\$10.00	\$5.60
	Local=3min/unit	17	0.13	12¢/call	\$0.06	2¢-10¢/min.	<0.06/min
	Nat'l/1 min	17	0.13	\$0.16-0.48	\$0.08-0.16	\$1.30	\$0.73
	World/min	523	4.13	\$2.67	\$1.35	\$4.20	\$2.35
Internet	Single user/mo.	2,000	15.80	\$22.00	\$11.11	Free	0
	Web search/min.	20	0.16	0.12	\$0.06	not available	yet
Letter Mail (10 - 20gms)	Zone A	75	0.59	0.31	0.16	\$1.00	\$0.56
	Zone B	95	0.75	0.44	0.22	\$1.50	\$0.84
	Zone C	125	0.99	0.63	0.32	\$2.00	\$1.12
Cinema	Show	100	0.79	\$4	2.02	None	0
Videotape	Day	300	2.37	\$2	1.01		
Public Library	Adult/yr.	1,500	11.85	\$20	10.10		
Manager's Desk	One (hardwood)	78,600	621	\$650	328.28		
Chair (Exec.)	One	45,000	356	\$350	177		
Bookshelf	One (4 Shelves)	24,000	190	\$500	253		
Filing Cabinet	One (4 drawer)	40,000	316	\$360	182		
Photocopy Paper	Ream (500 pp)	490	\$3.87	\$7.50	\$3.79	\$4.30	\$2.41
Photocopier ⁴⁰	One	916,900 ⁴¹	7,244	\$20,000	10,101		
Office Supplies	Lever Folder	1,075	8.49	\$8	4.04		
	Marker Pen	200	1.58	\$1.70	0.86		
	Ball-point Pen	95	0.75	\$0.90	0.45	\$1.20	\$0.67
Hotel, Top (std room)	<i>Meridien, Centra, Matavai</i>	14,400	113.76	\$140	70.71	\$150	\$84
Hotel, Mid (std room)	<i>Melanesian, Berjaya,</i>	11,000	86.90	\$120	60.61	\$90	\$50
Hotel, Low (std room)	<i>Kaiviti, Townhouse, Niue</i>	7,950	62.81	\$45	22.73	\$66	\$37
Staff Lunch	Snack, soft drink	350	2.76	\$5	2.53	\$5	\$2.80
Food Items	Rice (1 kg)	100	0.79	\$1.50	0.76	\$2.40 ⁴²	\$1.34
	Tin fish (80 gm)	150	1.18	\$1.20	0.61		
	Fresh fish (1 kg)	680	5.37	\$6	3.03	c.\$7.00	\$3.92
	Beer (375 ml)	200	1.58	\$1.25	0.63	\$1.50	\$0.84
Bus Fare (city)	per trip	100	0.79	\$0.40	0.20	\$1.00	\$0.56
Diesel fuel	litre	91.7	0.72	\$0.76	0.38	\$1.15	\$0.64
Petrol	litre	95.9	0.75	\$0.96	0.48	\$1.15	\$0.64

Source: Data on Vila and Suva from "Investigation of cost Options for Siting the Pacific Islands Broadcasters' Association" by ESCAP/POC, June, 1998. Data on Niue collected by this study, Jan., 1999.

³³ Data provided by UNDP/Suva from most recent UN post differential survey.

³⁴ Vatu are converted to USD at the UN Operational Rate of Exchange of 126.58 for June 1998.

³⁵ Fiji Dollars are converted to USD at the UN Operational Rate of Exchange of 1.98 for June 1998.

³⁶ NZ Dollars are converted to USD at USD\$0.56 to NZ\$1.00.

³⁷ Estimated from rent paid by Government Solicitor's office (\$150/wk for approx 70 sq. m.).

³⁸ Based on NZ\$2/mo, residential charge and avg. 10 cu/m/mo/residence.

³⁹ Avg. base salary plus supplements for ESCAP-POC (incl. NPF, etc.). Source: Compensation Survey Results, ADB South Pacific Regional Mission. February 1996.

⁴⁰ 40 Copies/Min Model MITA DC4060 with 20-bin sorter, duplex and auto reverse features.

⁴¹ Duty Free in vatu.

⁴² Only small size packets could be priced (\$2.40 for 500 grams).

Tourism

Good location and culture. Niue's sub-tropical climate makes it an ideal tourism destination, but lacks other attributes associated with such locations, such as safe swimming lagoons and beaches. However there are some unique geographical natural sites that are attractive to some markets. Its other obvious attractions include its safe and friendly Polynesian lifestyle, together with modern services and conveniences. Niue's tourism potential and infrastructure have been poorly used so far, mainly due to lack of marketing and promotions of its resources. Tourist infrastructure is undeveloped and unprofitable, which in turns discourages any new investments. In addition as transport (air and oceans) links improve, and more tourists can be accommodated adequately, the chance of attracting visitors will increase.

National priority. Tourism is considered a priority economic sector with the potential for sustainable development through co-operative efforts between the government and the private-commercial sector linking this with environment, agriculture, fisheries, and handicraft productions, all of which have not received a co-ordinated attention. Today the tourism sector has developed little since 1992, but the capacity in supporting facilities (accommodation, fishing, cars etc.) is adequate for the rate of visitors to the island at any one time. Interestingly, the a number of shops that have closed and restaurants facilities are not adequate. Fresh agricultural produce is erratic and at times expensive, added to this is that imported goods are also expensive. Capacity building and training are also areas of much improvement if the Niuean tourism is to strive in a sustaining manner under a proposed 5 years tourism strategic plan.

SCENARIO ANALYSIS OF FINDINGS

Presented in this section are projections of Niue's environmental, social, and economic situations based on the mission's findings. Each projection, or scenario, describes what Niue will be like with a given population, starting with the current (c.2,000), then with 4,000, and finally with 16,000 people. These scenarios have been prepared to help Niue's decision-makers to better understand the management implications differing levels of population. Preceding these static population scenarios are two descriptions of the dynamics of how Niue might move towards such population levels. These descriptions have been prepared to help Niue's decision-makers better understand the preparations that will need to be allowed for or made so that there is a minimum of social and economic and environmental trauma.

50-100 Immigrants/year, continued Niuean emigration

Over the past two years, Niuean emigration has ranged from 80 to 120 persons. The net rate of natural increase in the population is -1.2%. If between 50 and 100 immigrants were admitted each year for the next five years, this would result in a net population increase of near zero. Such a population would imply a need for an unchanged number of primary and secondary school slots, and no new dwellings. In addition, this stable population would require no additional water or electricity. Most importantly, this stable population would need perhaps 10 to 20 new jobs annually to overcome unemployment; some 60% of these jobs could be self-generated (mixed subsistence and cash) through the use of Niue's terrestrial and marine resources.

50-100 Immigrants/year, reduced Niuean emigration

Over the past two years, if Niuean emigration decreases to between 30 to 60 persons annually, with a continued rate of natural increase in the population of 1.2%, then Niue's

population would stabilise at around 1,700. If, on top of this, between 50 and 100 immigrants were admitted each year for the next five years, this would result in a net population increase of 375. Such a population increase would imply a need for approximately 90 primary and secondary school slots, approximately 80 dwellings (approx. 20% from vacant stock, approx 40% from housing which has been upgraded and approx 40% of new housing). In addition, this extra population would require an additional 131,250 litres/day of water and approximately 15,000 Kwh/month in electricity. Most importantly, this extra population would need perhaps 85 to 95 new jobs annually; some 50% of these jobs could be self-generated (mixed subsistence and cash) through the use of Niue's terrestrial and marine resources.

IMPLICATIONS OF POPULATION INCREASES ON NATURAL RESOURCES/ENVIRONMENT

Resource	Current Scenario	Scenario 2	Scenario 3
Water	Existing level of exploitation sustainable appear adequate with current management measures <ul style="list-style-type: none"> Niue Public Health Ordinance 1965 Niue Act 1966 (NZ) Draft Water Bill 	Rainwater catchment and header tank systems at the household and/or village level. Awareness raising of conservation measures at household level Better management of solid and chemical waste including oil spill contingency planning Disposal facilities/transport of hospital, chemical and hazardous wastes	As for Scenario 2 Desalinisation units under climate change Alternative human waste treatment systems
Forestry/ Agriculture	Existing level of exploitation sustainable appear adequate with current management measures <ul style="list-style-type: none"> SPBCP Conservation Area 	Land clearance is controlled and biodiversity is monitored. Monitoring of chemical use and disposal Intellectual property rights Replanting of forest timbers of 100ha/yr Control of disease vectors	As for Scenario 2 Shifting cultivation systems limited to cleared land. Hydroponic systems.
Coral Reefs	Existing level of exploitation sustainable appear adequate with current management measures <ul style="list-style-type: none"> Marine Pollution Act 1974 	Disposal facilities/transport of hospital, chemical and hazardous wastes Monitoring and reporting program	As for Scenario 2 Larger scale monitoring and reporting programs Full scale studies of reefal connectivity, thresholds and bioconstruction values Identification of on site ecological disturbance factors (e.g. predators, competitors, diseases) Coral Bleaching studies
Fish	Existing level of exploitation sustainable appear adequate with current management measures <ul style="list-style-type: none"> Marine Resource and Fisheries Act Territorial Sea and Exclusive Economic Zone Act 1978 	Monthly ramp surveys of catches and annual fish and benthic monitoring programs Establishment of more marine reserves and/or conservation areas More reliance on the Fono for controlling modern exploitative fishing techniques Monitoring of exports and sales of fish, lobsters and coconut crabs	As for Scenario 2 Enhanced compliance and enforcement measures for conservation areas and regulations. Patrol of EEZ Enforcement of foreign vessel fishing licenses
Fauna	Existing level of exploitation sustainable appear adequate with current management measures <ul style="list-style-type: none"> Wildlife Ordinance 1972 	Stricter controls on hunting of pigeon (lupe). Management controls on coconut crab	As for Scenario 2 Conservation Areas

Environment	<p>Existing level of exploitation sustainable appear adequate with current management measures</p> <ul style="list-style-type: none"> • Niue Act 1966 (NZ) • Sector specific legislation • SPOCC Agency Assistance Programs • International Environmental Treaties • Niue Strategic Plan • Planning Documents (SOE report, NEMS) 	<p>Monitoring and reporting systems Capacity building and strengthening of environmental management unit Establishment of sectoral co-ordinating mechanism Enactment of Environment Management Bill Environmental educational campaigns EIA of major developments Planning under ISO14000 standards Land tenure delineated Building codes to cope with climatic changes Planned tourism Suitability mapping (AusAID project)</p>	<p>As for Scenario 2 Remedial/rehabilitation measures in some cases Biogeographic classification system Clean Development Mechanism Renewable energy Establishment of Integrated Coastal Management Site hardening measures for conservation areas</p>
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ANNEX: ANNOTATIONS TO POPULATION COMMITTEE'S IMMIGRATION HANDBOOK

What follows below are some observations (generally phrased as suggestions; bracketed--[]--when not) on the Population Committee's draft Immigration Handbook. Our observations may imply amendments to immigration legislation.

Introduction

Niue welcomes applications from people wishing to visit, study, work or live in Niue. Applications for such purposes need to be made to the Niue Immigration Services. The Niue Immigration Services (NIS) is a service unit within the Department of the Premier.

The job of the NIS is to administer Niue's immigration policies. This means that we will help you if you need:

- Information on the rules about permits to be in Niue
- To apply for a visa to come to Niue as a tourist, visitor, student, or to settle
- To obtain a new permit to stay longer or if you wish to change the type of permit you have in Niue.

Niue's immigration policies are designed to encourage people to visit our country and to encourage a mix of people to settle here. For settlers, our policies emphasise 'quality immigrants'--those who are young and have skills, and who will also bring capital and energy which will increase domestic demand and provide employment opportunities. A guaranteed job is not necessarily a requirement for residence approval.

Visitors

Visitors are people who are in Niue for a specified amount of time, and who must leave at the end of that time, unless they have obtained a further permit. Visitors include:

- Visitors – people coming to this country as tourists for example, or to visit friends or family.
- Students – those who come to Niue specifically to undertake a course of study of three months or more. Could be less – University students.
- Temporary Workers – people with a work permit, enabling them to be employed in a specified type of work for either all or part of their stay.

Immigrants

Categories

Immigrants are those who apply to settle in Niue and take up residence here. Prospective immigrants between the ages of 18 and 55 (inclusive) may apply for permanent residence under four major categories:

- General Category – applicants are assessed and awarded against a number of standard quality criteria.
- Business Investment Category – applicants are assessed on the basis of their skills, work or business experience, and their ability to transfer investment funds of a specified amount to Niue for a specified time and purpose.
- Family Category – applicable to those who wish to migrate to Niue because they are related to, or have a genuine relationship with, a Niuean citizen or resident.

- Humanitarian Category – for people whose circumstances are exceptionally difficult and can only be resolved by being granted residence in Niue, ~~and who have a close family connection with Niue.~~ [Discussed below.] Some exceptionally difficult circumstances that have been recognised by Niue’s government include:
 - Sea-level rise - Tuvalu, an atoll nation with no spot more than 5 meters above mean sea level, has been granted special consideration for humanitarian purposes.
 - Refugees - Persons who are refugees from an island country which is a member of the Pacific Community and who are recognised as refugees by the UN High Commission for Refugees (UNHCR), and who will be fully supported by the UNHCR.

[Immigrant numbers are subject to a total quota of 100 persons per year, however that number can be increased by up to 5% to avoid the breaking up of family units. Each category is subject to a quota within that overall total quota: General: 40; Business Investment: 30; Family: 20, Humanitarian: 10.]

Immigrant Priorities

General Category

The emphasis of the General Category is on assessing the overall calibre of the applicant, with migrants being allocated points for attributes and then periodically ranked. Those scoring the highest number of points will be eligible for an immigrant visa, provided they satisfy standard immigration health and character requirements.

The main areas to be assessed are:

- Employability – this is a major element, and will relate to qualifications and work experience. When asked, you need to supply original or certified true copies of your qualifications and evidence that you were employed in the occupation and for the time stated.
- Age – points are given for applicants between 18 and 49, with the highest scores available being for those between 25 and 29. Persons over 55 will not be considered.
- Ability to settle – this takes into account settlement funds, the existence of a sponsor, investment capital and an offer of employment in a skill that is needed in Niue.
- Language – a minimum level of English language will be required. You must be able to conduct a simple conversation in English about yourself, your work and family, about shopping and other everyday things.

Business Investment Category

Niue’s government recognises that business migrants can contribute significantly to the economic well-being of Niue, and as a result consideration will be given to applicants with substantial capital and demonstrated skills in business, especially those which create jobs and enhance development. The category will be open to business people of all ages, and will require a minimum level of English language ability on the part of the principal applicant or their spouse, or a child over 18 years of age.

Applicants in this category will be required to bring in a minimum of NZ\$250,000; they may be required to bring in up to NZ\$500,000 if their investment is in a passive activity that does not create comparable employment, for example. Independent certification of these investments will be required. While business migrants will generally be allowed to place their money in investments of their choice, a residence visa will not be granted until funds

have been lodged in a Niue investment; if those funds are not kept there for at least two years, the residence permit may be revoked. Applicants must be able to show that the business investment funds are the direct result of their own business or professional record over a period of at least three years and that their business or professional record extends over a minimum period of 10 years.

Family Category

This category covers three situations:

- Marriage to a Niue citizen or resident
A legally married spouse of a Niue resident or national may qualify for residence. Approval is not automatic, and an interview with both partners may be held before residence is granted.
- A de facto relationship with a citizen or resident
De facto partners of Niue nationals or residents may be considered for residence. Once again, approval is not automatic, and an interview with both partners may be held. The couple will need to show they are living together in a stable, lasting relationship.
- Parents, dependent children, and unmarried adult brothers, sisters and children
If you are a parent, you are eligible to be reunited with your adult children in Niue ~~(provided all your adult children are living permanently outside your home country, or you have an equal or greater number of adult children lawfully permanently resident in Niue than anywhere else).~~ **[This provision is an intrusion by the state into the way a family chooses to share its burdens. It is well known that some parents cannot/will not live with some of their children. Why should the state force them to?]** Limited provisions exist for parents with dependent children. Single adult brothers, sisters and children of Niue nationals or residents (including persons who are divorced or widowed) are eligible for residence provided they have no children and have no immediate family in their home country. Unmarried dependent children under 18 are eligible for residence if they:
 - have no children of their own
 - were declared in their parents application for residence, and provided their parents are lawfully and permanently living in Niue.

People applying under family reunification will need an affidavit of sponsorship or support from the Niue based relative.

Humanitarian Category

This category provides for the entry into Niue of people whose circumstances are exceptionally difficult. ~~Applicants under this category must have at least one close relative who is a Niue citizen or resident, and who supports the application.~~ **[This provision, if not omitted, would merely re-state the same criteria as for a Family Category visa. Ergo, delete it as indicated.]** Applicants will be assessed under the following criteria:

- their circumstances must be such that they, or a Niue party, is suffering serious physical, economic, or emotional harm, and
- ~~their application is supported by a close family member who is a Niue national or resident, and~~
- they produce evidence to show why their situation can only be resolved by their being granted residence in Niue, and
- it would not be contrary to the public interest to allow the applicants to reside in Niue.

~~A close family member is defined for the purposes of the Humanitarian Category as a parent, sibling or child, aunt, uncle, nephew, niece, grandparent or a person who has lived with, and been part of, the applicant's family for many years.~~ **[This definition is slightly different from the Family Category, but the Family Category could be interpreted to cover these relatives, and amended to include 'person who has lived with, and been a part of, ...'.]**

Immigrants will need to cover their own costs

Immigrants are expected to provide their own livelihood and to not place a burden on the public of Niue. For this reason, all immigrants will need to ensure that they can meet their living expenses, such as the following.

Educational costs:

The kinds of educational costs that immigrants will need to pay will include: Exercise books, writing materials, book fees, examination fees, school and sports uniforms, non-residential school fees (fees higher than that for Niueans), school bus fees, etc.

Health costs:

The following items will be charged to immigrants. If an immigrant's insurer has an agreement with the Niue Health Service or a Niue-based licensed medical practitioner, then these charges may be billed to the immigrant's account with that insurer.

- Medicines, including contraceptives
- Out patient's charges
- Surgery
- Hospital stay
- Dental
- Optometry costs
- Referrals/humanitarian grounds

Rent and Utility costs:

Immigrants will need to pay to the provider of a utility (e.g., power, phone, water) any deposit required and any connection fee as well as the monthly use charges incurred by them for those utilities. Deposits and connection fees charged to immigrants will be the same as those charged to Niueans and permanent residents. Immigrants will of course be liable to pay all the rent costs for their dwelling (if rented by them) and its land (as land can only be rented in Niue). Immigrants will be required to fulfill any land use or land lease for land the use for growing crops.

Household effects

Immigrants will need items such as the following for their residence. Table, chairs, mats, refrigerator, iron, toaster, electric jug, cooking stove (if electric, it should not draw more than 10 amps), beds and mattresses, dressing tables, bedding, linen, washing machine, microwave, TV, lawn mower (or brush cutter). Immigrants should be prepared to demonstrate that they have acquired, or can and will acquire, these or similar items.

There is no public transport on Niue so you will require transport, either a bike, motor cycle, pick up, van or truck. Duty is payable on all motor vehicles and boats. **[This provision should be changed as shown if Niue wants to compete for quality immigrants; few countries charge duty on immigrant's or returning citizens' household effects--including one vehicle, if the vehicle has been in their use and possession for, e.g., longer than one year.]**

Relocation expenses

Immigrants will be required to pay full duty on non-personal items they bring in [give some examples of 'non-personal items'--if this includes household effects, see note above], as well as the port, service, and delivery charges related to the importation of their possessions

Cultural practices to be observed

As Niue is a small society, it is important that harmony be maintained. Immigrants will be expected to abide both the laws of Niue and to respect Niue's cultural traditions. Some of these include:

- No fishing nets--casting, set, or drag--are to be used on Niue unless their mesh size exceeds 75mm
- No fishing will be done on Sundays
- Certain species of fish are protected by law and custom, in season
Refer to "Visitors' Guidelines on the Marine Resources and Fisheries Act", available from the Department of Agriculture, Forestry, and Fisheries, or the Visitors' Bureau, Niue
- Following local fishing protocols and customary fishing practices
- Respecting village committees and leaders

Like most countries, Niue, in order to maintain a safe and healthy environment for its people, requires that certain tasks meet certain standards. This is often accomplished through permits. For instance, permits are required for any work on:

- Building construction
- Electrical wiring
- Water and waste plumbing

Similarly, Niue requires annual licenses to be obtained for:

- Shotguns
- Boats
- Motor vehicles
- Businesses
- Dogs
- Schools
- Driver's license

Immigrants are not entitled to public support

Immigrants, as persons who are neither of Niuean descent or permanent residents of Niue, are not entitled to benefit from support that is provided for Niue citizens and permanent residents, such as:

- Child allowance
- Old age pension
- Hardship benefit
- Niue Development Bank housing or business loans
- Official Development Assistance agencies serving Niue, their contractors, or their grantees
- Overseas education or training awards granted on basis of residence in Niue ~~in any capacity~~ [Please note: If a gifted student is privately granted by an overseas body an education award based on their abilities, but not on their residence in Niue, then it is not a state's right to interfere. It may also be a violation of their civil and human rights]

- Travel funded by the Niue government

Immigrant status is revocable.

Persons who commit certain criminal or repeat offenses shall be liable for deportation.

Sponsor's responsibilities

Only a Niuean or permanent resident may sponsor a person or a family. For this purpose, a family consists of a Mother, a Father and their natural or adopted daughters and sons who are under eighteen years of age. Grandparents and persons over eighteen are not included as members of a family. A sponsor may only sponsor only one family at any given time, and cannot sponsor a second or subsequent family until that earlier family has obtained permanent residency on Niue, or has permanently left Niue.

A sponsor shall be responsible for all debts incurred by the immigrants and for their return fares. If the sponsor intends to leave Niue then the sponsor must deposit in the Niue Government account the return airfares for the family, or arrange with the government and with another Niuean family for the transfer of the sponsorship.

Sponsors shall provide or ensure that the person sponsored provides:

- Livable dwelling for sponsored immigrants with the following:
 - Metered power and light fittings in all rooms and at least three power points
 - Piped water supply inside or outside
 - Toilets inside or out; flush, or sealed with a septic tank
 - Laundry area
 - Shower
 - Cooking area and patio
 - Two external doors; all external doors lockable
 - All window openings fitted with louvres
 - Non-leaking roof
- A registered lease for the dwelling and land
- A registered lease/or written agreement for use of agricultural land

Reading

The following Acts that should be read by all parties:

- Entry and Departure Act 1966, its amendments and regulations
- Labour Relations Bill 1998
- Domestic Fishing Act 1996

Niue Governments responsibilities

The Niue Government shall not be held responsible for any funding, accommodation or land. Niuean nationals have first priority for all Government Corporations and employment. **Please note that changes may have to be made to our Entry and Departure Act to allow for the proposed policy below.**

Visas and Permits

Overview

Visas and permits can be applied for in the following categories:

- Visitor's visa/visitor's permit
- Student visa/student permit
- Work visa/work permit
- Immigrant visa/residence permit
- Returning resident's visa

Visas

A visa is an endorsement placed in your passport or certificate of identity before your departure for Niue that indicate that the holder has permission to travel to the country. Visas allow travel to Niue until a specified date. They do not give permission to enter, but do indicate that the issuing office knows of no reason why a permit should not be issued on their arrival in Niue. In the vast majority of cases, visas are issued overseas. It is possible that even a person with a visa will not automatically be granted entry to Niue. The major exception to this is visas issued in Niue for re-entry purposes.

Permits

A permit gives the holder permission to be in Niue for a specific purpose. It lapses when the holder leaves the country, obtains another permit, or the permit is revoked for some reason. Permits can only be granted within Niue.

Australian Citizens and Australian Permanent Residents

Australian citizens traveling on Australian passports do not require visas of any kind and are exempt from permit requirements provided they are not prohibited migrants (see Grounds for Refusal). Similarly, Australian permanent residents, with current Australian resident return visas endorsed in their current passport on arrival in Niue, do not require visas either, and are granted residence permits on arrival.

Grounds for refusal

The Entry and Departure Act defines classes of people who are not eligible for a permit or a visa. These include those who:

- Have been convicted and sentenced to prison for five years or more
- Have been convicted and sentenced to prison for 12 months or more in the past 10 years
You are likely to be refused relating to conviction continue to apply even if the conviction has been taken off the record. [Typographical error? CHECK the wording!]
- Have been deported from any country or convicted of any immigration offense
- Have been removed from Niue and whose removal warrant or order is still in force
- Are suspected by the authorities of being a terrorist, or a person who is likely to commit a crime or be a danger to Niue

If you are in Niue unlawfully, you are not eligible to apply for residence unless the transitional provisions of the Entry and Departure Act apply to you. [Can you outline those provisions?]

Visas for visitors

Visa-waivers

Niue has a visa-waiver policy which applies to a number of countries. If you are a citizen of one of these and intend staying for less than 3 months, then you need only apply for a visitor's permit on your arrival in Niue. This is providing you are visiting Niue:

- As a tourist
- On business
- To see friends or relatives
- To play sports or perform in cultural events (without pay)

Currently, visa-waiver countries are:

Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Iceland, Indonesia, Ireland, Italy, Japan, Kiribati, Liechtenstein, Luxembourg, Malaysia, Malta, Monaco, Nauru, Netherlands, Norway, Portugal, Singapore, Spain, Sweden, Switzerland, Thailand, Tuvalu, USA, South Korea and Brunei. **Commonwealth countries and those with visa agreements with New Zealand.** [This last item needs to be reviewed as some of the countries in the earlier list are members of the Commonwealth. Too, some Pacific Forum members would not be listed in either group (e.g., Marshall Islands).]

Visas for Visitors

If, on the other hand, you are not from a visa-waiver country, or if you wish to undertake any of the following activities, then you will need to apply for a visa:

- you want to study
- you want to work at a job you have already arranged
- you are sponsored for a visit by a relative or friend in Niue
- you want to get medical treatment

Three months is the standard period for a visit to Niue for visitors whether they are from both visa-waiver and visa-required countries. British citizens can only receive a six-month visitor's permit on arrival. If you know you wish to visit Niue for more than three months before you arrive, then you should apply for a visa to stay the length of time you require up to 12 months before traveling to Niue – no matter whether you are from a visa-waiver or visa-required country.

If you wish to extend your visit, you must demonstrate viable means of support or other good reasons before a further three-month permit will be granted. You may also apply for a further visitor's permit if there are good personal reasons why you cannot leave Niue, or if you are a genuine tourist. Visitors who do not apply in advance for a longer stay are usually only permitted to be in Niue for a stay of up to six months in any 12 month period.

A visitor's permit lasts for the time shown on it, unless you leave Niue before the expiry date in which case, the permit expires then. It is very important you check your permit and take careful note of the expiry date. If you stay in Niue after that date without being granted a further permit, you will be here unlawfully and will be liable for removal. All visitors are required to stay outside Niue for a period equal to the period of their approved visit.

Applying for residence while in Niue on a temporary permit is not sufficient reasons for securing a further permit. A further temporary permit will only be given under exceptional circumstances while awaiting the outcome of a residence application.

Visas for Students

There are many different courses available in Niue to students from overseas, but it is very important that you first find out whether you are eligible to study in Niue. To do this, contact the Niue diplomatic or consular office which serves your home country. If there is no such office, you can get the information by writing to: the Director, Department of Education, Alofi, Niue. (This address applies for primary and secondary schools and the University of the South Pacific Niue Centre.) The only undergraduate and graduate distance education is at the University of the South Pacific Niue Centre.

Every person overseas who wishes to study at a Niue educational institution or come to Niue for training of any kind must apply for a student visa unless the course is for three months or less. A visa gives you the length of stay (up to a maximum of four years) which will be shown in your student permit. It will also specify:

- the course of study you may undertake
- the name and location of the institution at which you may study.

To apply for a student visa, in addition to the standard visa requirements you will need to supply evidence of your acceptance into an approved course of study or training in Niue, together with evidence of payment of, or exemption from, tuition fees [and of sufficient funds for your living and school-related expenses while you are in Niue]. All letters of acceptance must show the length of your course.

Your visa will normally be good for a single journey only if your course of study is less than six months. If you are studying for a longer period than that however, you may be able to use your student visa for as many journeys into Niue as you wish while the visa is current. This is called a multiple entry visa.

Visas for Temporary Workers

Everyone who arranges a job before arriving in Niue or intends to come into Niue to work must apply for a visa and work permit, even if they are from a country which has a visa-waiver arrangement with Niue. Do not make final arrangements for your departure until you have been advised in writing that your application has been approved. The period of time you are allowed to stay in Niue will be written on the visa, and later on the permit. A visa may also limit:

- the kind of work you may do
- the place where you may work
- the person or organisation you may work for

Work visas can be issued for one journey or multiple journeys to Niue. If you intend to travel overseas during the time you are in Niue, ask for a multiple entry visa when you make your application and explain why you need it.

Work Permits

As the purpose of work permits is to enable employers to fill short-term skill shortages, all applications will be tested against the Niue labour market in the following ways:

- by the prospective employer, who must supply evidence in each case that the position offered to an overseas worker cannot be filled locally (“case made” basis) and/or
- by the Niue Immigration Service offices, both in Niue and overseas, which will check an offer of employment through the Niue Administrative Department.

You may not work unless you are granted permission to do so by the Niue Immigration Service. If you obtained a work visa before you came to Niue, your work permit will be granted for the time given in your contract, from one day up to a maximum of three years. Normally, unskilled applicants will be refused visas or permits.

If you obtained a visitor’s permit on arrival in Niue, and subsequently apply for a work permit, that permit would normally allow you to remain in Niue for a total stay of up to six months (the normal maximum visit). **[It would be good to stipulate why the limit is six month rather than three years.]** If you received a student permit on arrival in this country, a work permit (or a variation of the conditions of your student permit) may be granted. This will enable you to gain practical experience on completion of a three-year course of study, or over the summer vacation.

Immigrant visa requirements

Note: A member of family should endeavour to visit Niue to meet their sponsor, sort out employment opportunities and available housing, etc.

In-country requirements

Each member of a family shall procure in their country the following (copies/originals) documents:

- Current passport with at least three (five) years before expiry date
- ~~Medical records for the last three (five years)~~ **[Not really needed--see note below concerning the medical certificate.]**
- Employment history **(detailed CV [identifying employer, earnings, employers address, dates of employment, supervisors, accomplishments, reasons for leaving, and listing at least three professional references])**
- Marriage Certificate
- Birth Certificates
- Police record and clearance
- **[Certificates, degrees, diplomas, and transcripts](school reports) for the last two years of schooling [or the last degree earned, whichever is more recent].**
- Financial records **[Bank certification of monthly average minimum balance and activity for the past three years for cheque accounts and certification of deposits and terms for term savings; or, certified true copies of income tax returns for the previous three years.]**
- Religion **[e.g., notarised declaration of affiliation or lack thereof, baptismal certificate or certificate of membership in a parish.]**
- Medical certificate within three months of their arrival **[This medical certificate should be similar to that required by the US INS--X-ray, Basic Blood Chemistry (CBC, VDRL, presence of banned substances), existence (present or past) of communicable diseases, and physical fitness for living in a tropical environment.]**

Documents required from Niue

Applicants must obtain the following from Niue Immigration before arrival to take up permanent residence on Niue (these may be carried out after a visit to Niue as suggested in the 'Note', above).

- Application for Entry Permit together with fees
- Application for Work Permits together with fees
- **Note:** At least one adult member of the family must have an agreement of employment on Niue.
- Signed sponsorship form for family
- A signed lease for your dwelling and its land
- A signed agreement for crop and agricultural land use
- A signed contract for employment
- A detailed CV of the person applying for a work permit which shows skills and primary experience with dates of starting and ending, lists employers and their addresses, and shows earnings for the work listed
- Documentary evidence that the applicants can use conversational English for communication
- Police permit for any shotgun(s) intended for use in Niue (No other firearms are allowed)
- Appointment for arrival (this may cover a period of time not exceeding three months)
[Three months is the time window many OECD countries give for immigrant visas.]

Appeals

There are two appeal methods which can review visa applications which have been denied. Provision is also made in the Entry and Departure Act for the reconsideration of a refusal by an immigration officer to grant a temporary permit. The Niue Court will provide unsuccessful applicants with an opportunity to have the decision independently reviewed. The Court may approve cases where it is satisfied they fall within policy. There is also a provision for appeals on questions of law to be taken to the High Court. The Niue Court also has the power to squash a removal order where there are exceptional humanitarian grounds for allowing the person to remain in Niue, or where a person has been determined not to be an overstayer.

How to get more information

For further information about applying for residence in Niue, phone the nearest Branch of the Niue Immigration Service. This can be found in the Niue phone book under "Premier's Department"; or, if you are overseas, by contacting the nearest Niue diplomatic or consular representative.

In addition to this publication, we also publish a number of leaflets that will give you further information on immigration. These leaflets may be obtained from the Niue Immigration Service Offices or from Niue Government offices overseas, for a nominal fee.

For Visitors

Visiting Niue

Getting a Visitor's Permit

Getting Medical Treatment in Niue

Information for Yachts visiting Niue

For Working

Getting a Work Visa

Getting a Work Permit

For Immigrants and Residents

- *The Application for Residence in Niue Self-Assessment Guide.*

A Returning Residents Visa

General

Niue Immigration Fees

Immigration for Crew Members

Information for Armed Forces Personnel

ANNEX: SAMPLE UTILITY REGULATORY AGENCY ORGANISATIONAL RULES

(This would be the first of several Chapters--e.g.: Chapter 100--Organisation, Chapter 200--Electrical, Chapter 300--Water, Chapter 400--Telecoms, Chapter 500--Gas, Television ... Radio, Chapter 1200--Customer Relations)

CHAPTER PUC 100 ORGANIZATIONAL RULES

PART PUC 101 PURPOSE STATEMENT

PUC 101.01 Purpose Statement. **The primary purpose of the commission is to act as the arbiter between the interests of the customer and the interests of the regulated utility.**

PART PUC 102 DEFINITIONS

PUC 102.01 "Adjudicative proceeding" means the procedure to be followed in contested cases, as set forth in the Act and the rules of the commission.

PUC 102.02 "Applicant" means any person on whose behalf an application is filed with the commission.

PUC 102.03 "Application" means a submission filed with the commission for the purpose of seeking the approval, determination, consent, certification or authorization of the commission.

PUC 102.04 "Commission" means the public utilities commission appointed under the Act, its commissioners and employees.

PUC 102.05 "Commissioners" means the public utilities commissioners appointed under the Act.

PUC 102.06 "Complainant" means any person on whose behalf a complaint is filed with the commission.

PUC 102.07 "Complaint" means a pleading filed with the commission which complains of anything done or omitted to be done in violation of any law, rule, regulation, or order administered or promulgated by the commission.

PUC 102.08 "Contested case" means a proceeding in which the legal rights, duties, or privileges of a party are required by law to be determined by the commission after an opportunity for hearing.

PUC 102.09 "Defendant" means any person subject to the laws, rules, regulations and orders administered by the commission against whom any complaint is filed.

PUC 102.10 "Document" means any paper or electronic record relating to a proceeding, including but not limited to any application, complaint, petition, motion, prepared testimony, data request, data response, exhibit, brief, written communication or correspondence.

PUC 102.11 "Hearing" means the opportunity for any party, intervenor or interested person to present such written and/or oral testimony or comment, in accordance with commission rules.

PUC 102.12 "Issue date" means the date of an order or other material issued by the commission.

PUC 102.13 "Motion" means a request to the commission to take any action or to enter any order after the initial pleading or after commencement of an investigation by the commission, or an order issued by the commission opening an adjudicative proceeding, or non adjudicative process.

PUC 102.14 "Non adjudicative processes" means all commission procedures and actions preceding the commencement of an adjudicative proceeding.

PUC 102.15 "Order" means the whole or part of the commission's final disposition of a matter, other than a rule, but does not include a commission decision to initiate, postpone, investigate or process any matter, or to issue a complaint or citation.

PUC 102.16 "Person" means any individual, partnership, corporation, association, governmental subdivision, or public or private organization of any character which appears before the commission for any purpose.

PUC 102.17 "Petition" means a pleading other than an application filed with the commission for the purpose of seeking the approval, determination, consent, certification or authorization of the commission.

PUC 102.18 "Petitioner" means any person on whose behalf a petition is filed with the commission.

PUC 102.19 "Respondent" means any party subject to the jurisdiction of the commission to whom the commission issues notice instituting a proceeding or investigation or inquiry of the commission; any party in interest or person ordered before any pending proceeding of the commission.

PART PUC 103 DESCRIPTION OF THE AGENCY

PUC 103.01 Commission Functions.

(a) The commission is an administrative agency created to regulate utilities. As an administrative agency, the commission has executive, legislative and quasi-judicial functions.

(b) The commission performs an administrative or executive function, for example, when it investigates service and safety standards.

(c) The commission performs a quasi-judicial function when, for example, it holds hearings, examines evidence and makes decisions.

(d) The commission performs a legislative function when, for example, it prescribes the rules of conduct for a company and itself, such as the handling of confidential information.

PUC 103.02 Rule making Authority. The following is a list of certain statute-granted substantive and/or rule making authority and a summary of what the statute would need to provide:

(a) The site evaluation committee and the commission shall jointly issue such rules and regulations as may be necessary;

(b) The commission shall establish guidelines regarding plans for bulk power supplies;

(c) The commission shall from time to time set rates per kilowatt hour of limited electrical energy producers;

(d) The commission shall adopt rules, in consultation with the departments of public safety and agriculture, pertaining to the development or utilization of electric or natural gas vehicles;

(e) The commission shall establish reasonable classifications of public utilities and assess proportionate share of commission expenses to utilities;

(f) The commission shall adopt rules relative to:

(1) The conduct of its hearings, including alternative processes in hearings and other forms of alternative dispute resolution;

(2) Standards and procedures for streamlined review or other alternative processes to enhance the efficiency of

- the commission and respond to the needs of the utility's rate payers and shareholders;
- (3) Standards and procedures for the creation, monitoring and evaluation of alternative forms of regulation;
 - (4) Standards and procedures for the handling of confidential information;
 - (5) Standards and procedures for filing requirements for tariffs, engineering, accounting, and other commission matters;
 - (6) Standards and procedures for franchise terms and conditions, including extended area telephone service;
 - (7) Standards and procedures for safe and reliable utility service and termination of service;
 - (8) Standards and procedures for matters related to the proper administration of utility relations with affiliates;
 - (9) Standards and procedures relative to a reasonable amount of the short-term notes, bonds or other evidences of indebtedness based upon the amount of the utility's respective plant investment which each utility shall not exceed without first obtaining the approval of the commission;
 - (10) Standards and procedures for determination and recovery of rate case expenses;
 - (11) Standards and procedures for the conduct of investigations authorized under this title; and
 - (12) Procedures necessary to provide for the proper administration of and to further the purposes of this title;

(g) The commission may ascertain, determine and fix adequate and serviceable standards for the measurement of quality, pressure, initial voltage or other condition pertaining to the performance of its service or to the furnishing of its product or commodity, by any public utility, and prescribe reasonable rules for examination and testing of such service, product or commodity, and for the measurement thereof;

(h) The commission may fix reasonable rules, specifications and standards to secure the accuracy of all meters and appliances for measurement;

(i) Any consumer may have any appliance, such as a meter, used for the measuring of any service, product or commodity of a public utility, tested by the commission, and the commission may establish requirements regarding payment of fees for testing;

(j) The commission may establish a system of accounts and records to be used by public utilities, may classify them and may prescribe the manner in which said accounts shall be kept;

(k) Every public utility shall conform its depreciation account to such rules and forms as the commission may prescribe;

(l) The commission may specify operating, accounting or financial accounts, records, memoranda, books or papers of public utilities which may, after a reasonable time, be destroyed, and may prescribe the length of time the same shall be preserved;

(m) The commission shall promulgate rules relative to authorizing the providing of telecommunication services, including local exchange services, by more than one provider, in certain service territories;

(n) The commission shall promulgate rules as to the form and filing of utility personal injury accident reports;

(o) The commission shall adopt rules to govern the underground utility damage prevention system;

(p) The commission shall adopt rules establishing procedures regarding the filing and public inspection of schedules showing rates, fares, charges and prices for services rendered by public utilities;

(q) The commission may determine the rates, fares and charges to be used by utilities engaged in joint services and may adopt rules relative to rates, fares, charges and classifications; and

(r) The commission may adopt rules relative to the division of joint rates, fares, charges, and classifications between telephone utilities engaging in joint services whenever the divisions shall not be made by agreement.

PART PUC 104 REQUESTS FOR INFORMATION

PUC 104.01 Public Access to Information.

(a) To the extent required or permitted by Law, the commission shall permit members of the public to examine and copy the public record.

(b) The commission shall permit examination and copying of the public record, as follows:

- (1) On the commission premises;
- (2) During commission business hours; and
- (3) Within the time-frames set forth in PUC 204.05.

(c) Any person may direct a request for information in writing to the commission.

(d) Any person who seeks to examine or copy the public record shall:

- (1) Provide the name(s) of the proceeding(s) in which the information requested is contained; and
- (2) Describe the information requested sufficiently in detail to allow the commission to identify the information requested.

(e) This section shall not require the release by the commission of information determined to be:

- (1) Confidential; or
- (2) Not part of the public record.

(f) The commission shall charge for copies of the contents of any part of the public record at the actual cost of providing the copy.

ANNEX: TERMS OF REFERENCE⁴³

The TORs for a Socio-Economic & Environmental Impact Study of Population, Resettlement and Migration in Niue are:

Objective: Determine the

- * impacts created by immigrants and resettlers on government financial resources, including the areas of education, health, social services, and land use;
- * potential economic, social, environmental, and political benefits, costs, risks, and constraints for Niue as a whole;
- * consistency between expected socio-economic impacts and the Government's Repopulation Development Policy/ies;
- * extent to which planned immigration can be expected to mitigate the depopulation of Niue; and
- * understand the cultural and traditional impacts of the resettlement scheme on the both Tuvalu and Niuean communities in Niue.
- * Where possible make recommendations or report to government on the resettlement initiative scheme for future cause of action.

Scope & Focus:

1. Review and analyse the socio-economic impacts paying particular attention to the following aspects:
 - * current government development plans and programs for immigrants; and,
 - * the risks and management strategies already identified in those plans or programs.
2. Assess the socio-economic impacts of immigrants on resources, based on an analysis of the inputs, activities, and outputs, needs, priorities and capabilities of communities involved. This will include an assessment of institutional requirements, including relevant structures, capacity, skills, and human resource development.
3. Economic, environmental and social impact analyses
 - * Economic analysis will include an estimation of the costs and benefits of measures to avoid and/or mitigate negative social and environmental impacts.
 - * Review the environment and economic reasons underlying the decision to resettle the people.
 - * identify adaptations options in relation to the impacts of “new” environment on the resettlement program/people.
 - * assess the cultural and traditional impacts on both Tuvaluans and Niueans through migration and resettlement and recommend ameliorating actions where indicated.
 - * Social analysis which includes:
 - i) an evaluation of immigrant activities to determine their potential differential impacts on all sectors of the community;
 - ii) identification of mitigation and avoidance measures of negative impacts; and
 - iii) recommendations on possible indicators for monitoring social impacts.
4. Confer and liaise with the following organisations and individuals in Niue:
 - * relevant government agencies;

⁴³ These TORs result from the merger of the overlapping SPREP and ESCAP assignments; working drafts of the report did not contain the merged TORs due to a disk problem and related lost file.

- * key people in government organisations including Ministers, SOG, HoDs;
- * Niue Population & Development Committee;
- * immigrant communities including Tongans, Tuvaluans, other; and,
- * local groups, e.g., youths, women, village councils.

Method or Approach:

- * Consult with the organisations and groups in Niue as listed above;
- * Visit sites to assess the potential economic, social, and environmental impacts;
- * Review relevant Niuean sectoral and national reports; and,
- * Review/summarise the experience of other small island nations in relation to such immigrant communities.

Persons Met

Hon. O'Love Jacobsen, MP, Deputy Prime Minister
Hon. Terry Coe, MP, Minister of Works
Hon. Aokuso Pavihi, MP, Minister of Finance
Hon. Hofe Vilitama, MP
Michael Pointer, NZ High Commissioner to Niue
Hunuki Saletogia, Private Secretary to the Prime Minister
Bradley Punu, Secretary to Government
Gloria Talagi
Togia Sioniholo, Secretary for Justice
Warner Banks, Government Solicitor
Fifita Talagi, Director, Administrative Services
Crossley Tatui, Director of Community Affairs
Kupa Magatogia, Director, Education Department
Dave Talagi, Director for Works
Keiti Hetutu, Nursing Officer, Department of Health
Christine Ioane, External Affairs Officer, Premier's Department
Richard Hipa, Director of Niue Telecoms
Lofa ---, Niue Telecoms
Lofa Rex, Director, Niue Tourism Office
Maha Tahafa, Act'g Chair, Niue Council of Women (and about twelve other NCW members)
Niue Youth Council President
Peter Warner, Niue Trading Co.
Kauapi Luteru, Elder of the Tuvalu immigrants
Sifa Ioane, ----
Hiva Levi, Economic Planning & Development Unit
Kerry Burridge, Economic Advisor, Economic Planning & Development Unit
Brendon ---, Fisheries
Matt McIntyre, Resource Planner, AusAID project; Justice, Lands, and Survey Department

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