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Chair
Cabinet Social Policy Committee

Anzac Day 2015: Gallipoli Centennial Planning

Purpose

1. This paper provides a further update on planning for 2015 Anzac Day services at Gallipoli and seeks agreement to the proposed criteria for the allocation of New Zealand attendance passes. It also seeks approval and funding for Veterans' Affairs New Zealand (VANZ) to tender jointly with the Department of Veterans' Affairs Australia (DVA) for a contractor to provide and manage the Gallipoli attendance ballot system.
2. The Minister for Arts, Culture and Heritage will soon provide this Committee with further papers relating to the First World War Centenary.

Executive Summary

3. The Turkish Government has confirmed the maximum capacity of the Anzac Commemorative Site (ACS) at Gallipoli is 10,500. Under the agreed ratio, New Zealand will be entitled to 2,000 places, Australia 8,000 places and 500 places will be reserved for Turkish and official representatives from participating countries. As previously agreed the New Zealand and Australian places will be allocated by separate ballot. New Zealand and Australian officials have sought to harmonise the recommendations to their respective Governments regarding the criteria for the allocation of attendance passes.
4. There is considerable uncertainty as to the likely demand for New Zealand attendance passes. Officials estimate that it will probably be up to twice the number of available passes. It is proposed that only New Zealand citizens or Permanent Residents be entitled to apply for New Zealand attendance passes, and each person successful in the ballot be eligible for two passes (including their own).
5. It is proposed that the significant majority of passes be available to all New Zealanders rather than restricted to a small group which is not representative of modern day New Zealand. This will disappoint the descendants of soldiers who served at Gallipoli who considered they should receive a significant preferential entitlement even though they make up no more than five percent of the New Zealand population. The proposed allocation is:
 - 10% (200 passes) by ballot to direct descendants.
 - 10% (200 passes) by ballot to veterans of all conflicts.
 - 75% (1,500 passes) be made available by ballot to all New Zealanders (including descendants and veterans who were unsuccessful in their specific ballot);

- 5% (100 places) be reserved for allocation by the Government to special groups such as young New Zealanders and children of Gallipoli veterans or others where balloting is not appropriate.

6. It is proposed that New Zealand and Australia use the same ballot and ticketing provider. This will simplify processes, avoid duplication, reduce the risk to both countries from operating separate systems, and reduce the overall costs. [1],[9]

7. [7]

8. [9]

Background

9. In May 2012 Cabinet agreed that the sequence and general format of the ceremonies on 25 April 2015 at Gallipoli should look and feel like the current format. All visitors will have the opportunity to attend the Dawn Service at the ACS, and then either the Australian Service at Lone Pine or the New Zealand Service at Chunuk Bair [Cab Min (12) 18/5 refers].

10. In September 2012, Cabinet agreed that public attendance passes to the Anzac Commemorative services at Gallipoli in 2015 be allocated through a ballot system jointly managed by Australia and New Zealand. The ratio of attendance passes for New Zealand and Australia was confirmed at 1:4. A public consultation process was agreed to seek public feedback on the criteria for the allocation of attendance passes [CAB Min (12) 34/11 refers refers].

11. [1]

12. [1]

Public Consultation Process

13. A total of 882 people responded to the NZ Gallipoli 2015 survey which was conducted between 21 September and 25 November 2012. Over 50% of the respondents were either descendants or veterans. The key outcomes from the survey were:

- Over 80% of respondents considered there should be a number attendance passes reserved for special groups of New Zealanders, and that these special groups be allocated between 20-40% of the total attendance passes.
- The strong preference was that direct descendants should have priority over any other special group. However, 75% of respondents considered it important or very important for NZ veterans to receive a special allocation of attendance passes.
- The overwhelming preference was for each individual who is successful in the ballot to receive two attendance passes (inclusive of their own).
- Only one third of the respondents indicated they were planning to travel to Gallipoli and most of these were yet to make any travel arrangements.

14. [1]

15. This suggests the public consultation has missed part of the target group that is likely to want to attend Gallipoli 2015. It caught the group who are in a position to plan and pay for their travel, and who wish to attend for strong personal reasons. [7]

Criteria for Allocation of New Zealand Attendance Passes

16. Cabinet agreed in May 2012 that the New Zealand attendances passes should be: free; allocated to named individuals; released as early as possible; and closely managed to ensure that as many as possible of those allocated an attendance pass actually attend (CAB Min (12) 34/11 refers). Individuals successful in the ballot will remain responsible for their own travel and accommodation arrangements and meeting all their own costs.

17. The proposed approach to balloting is that individuals who are successful in the ballot will receive an entitlement to an attendance pass to attend the Dawn Service

at ACS, and either the Australian Service at Lone Pine or the New Zealand Service at Chunuk Bair. Passport details will be required to confirm the entitlement and an attendance pass will be issued at specified locations in Turkey on a passport check. This is designed to limit the opportunity for scalping of tickets.

18. There are a number of key decisions to be made by New Zealand on the criteria for the allocation of attendance passes. While the New Zealand and Australian Governments will make their own decisions on the criteria, officials from New Zealand and Australia have sought as much as possible to harmonise recommendations to their respective governments.

19. There remains significant uncertainty over just how many New Zealanders will enter the ballot for attendance passes to Gallipoli. Officials estimate that with current interest the demand for New Zealand attendance passes may be up to twice the number of available passes. This suggests the odds are probably about 50/50 of someone being successful in the ballot.

Eligibility

20. It is proposed that only New Zealand citizens or New Zealand Permanent Residents be eligible to enter the ballot for New Zealand attendance passes. This will exclude the descendants of New Zealand Gallipoli Servicemen who are not New Zealand citizens.

Number of Attendance Passes

21. It is proposed that those successful in the ballot be eligible to receive two attendance passes including their own. The second attendance pass may be given to any other person, with the proviso that that person must be a New Zealand citizen or New Zealand Permanent Resident or an Australian citizen. This second attendance pass would also be transferable as long the citizenship criteria are met and the transferee's details are registered.

Transferability of Attendance Passes

22. It is inevitable that a number of individuals successful in the ballot will not be able to attend the commemoration. In principle, both their attendance pass and that of the person accompanying them should be returned and reissued to the next person on a wait list. This is potentially controversial, given the likelihood that the second individual may have made personal and financial commitments to attend.

23. It is proposed that the Minister of Veterans' Affairs, in consultation with his Australian counterpart, be authorised to establish policy guidelines for the return, or in exceptional cases, the transfer, of New Zealand attendance passes. This will give the Minister flexibility to address compelling compassionate circumstances or together with his Australian colleague take a joint approach to managing any variations to the policy.

Entitlement for Special Groups

24. There was strong preference expressed in the consultation process for two special groups to have a separate allocation of attendance passes to attend the commemoration. These were descendants of those who fought at Gallipoli and living veterans of all conflicts.

25. It proposed that New Zealand attendance passes be allocated as follows:

- 10% (200 passes) by ballot specifically to direct descendants.
- 10% (200 passes) by ballot specifically to veterans of all conflicts.
- 75% (1,500 passes) be made available by ballot to all New Zealanders (including descendants and veterans who were unsuccessful in their specific ballot).
- 5% (100 places) be reserved for allocation by the Government to special groups such as children, children of Gallipoli veterans, and others where it is not appropriate to ballot. None of these passes would be available to official representatives.

26. The First World War Centenary Advisory Panel has strongly argued that all the First World War commemorations should be put into the context of modern day New Zealand society rather than that of 1914-18, and made relevant to all New Zealanders so that the memory will be carried forward. At best, descendants of Gallipoli veterans make up 5% of the population and are very much representative of the make-up of New Zealand society of 1914-18. Additionally, from year to year, it is likely that most of the New Zealanders who visit the commemoration are not descendants, but rather New Zealanders who want to visit because it is an important part of our history.

27. Descendants of Gallipoli veterans and veterans of other conflicts will still have two opportunities to obtain an attendance pass – firstly as part of the ballot for their special group, and subsequently the open ballot. As a result they should have a better than 50/50 chance of obtaining attendance passes in the ballot.

Descendants

28. It is estimated that there are 30-40,000 living New Zealand direct descendants of Gallipoli veterans, while approximately five percent of the New Zealand population (several hundred thousand) can claim an indirect family link. Officials from both Australia and New Zealand propose that only direct descendants of a soldier who served at Gallipoli be eligible to apply for an attendance pass in this group. The survey preference was also for direct descendants to be given priority over indirect descendants. Obviously, however, this will result in very few of the soldiers killed at Gallipoli being represented by their descendants in this special group.

Veterans

29. There is wide recognition that veterans should be represented at the 2015 commemoration. They are a form of “descendant” of those who fought at Gallipoli, and Anzac Day is a day to recognise the service and sacrifice of all those who have

fought for New Zealand. While there is no single definition of veteran, the entitlement for this category should be linked to the NZ War Service Medal 1939-45 and the New Zealand Operational Service Medal 1945- which covers the service of all eligible veterans.

Special Attendance Pass Allocation

30. The proposed special attendance group might include the winner of the RNZRSA/National Bank Cyril Bassett VC Speech competition, a representative group of secondary school children together with their chaperones, children of Gallipoli veterans who are fit to travel, a representative from families of significant New Zealanders involved in the campaign and a number of spouses or partners of New Zealanders killed on operations.

31. An important aspect of the Gallipoli centenary is the “passing of the memory” of events 100 years ago to new generations of New Zealanders – providing the link between the past, present and future. This group of young New Zealanders would also participate in proposed friendship activities between Turkish, Australian and New Zealand school children. This youth group could be selected through a competition or some other activity that promotes a greater understanding of New Zealand’s contribution to the First World War or a related theme.

32. There is an unknown number of children of Gallipoli veterans still alive. Very few of them will be aged less than 75 years. These children have a stronger case than any other descendant to attend the commemoration, but for most their age and health status will preclude them from attending in a public capacity and overnighting at ACS. Allocation of tickets for this group should be managed outside the ballot.

33. It also seems appropriate that spouses and partners of Service personnel killed on operations be represented at the commemoration. This group would need to be representative across several generations.

34. As a matter of principle the descendants of Gallipoli veterans should be treated as equitably as possible as they are just that – descendants – and have no special status in their own right. Even so, there are several notable New Zealanders who were significantly involved in the campaign, and it is suggested they are represented at the commemoration by their descendants. The most notable of these is Cyril Bassett, the only New Zealand VC winner in the campaign.

Turkish and Official Representation

35. [1]

36. [1]

[1]

37. [1]

38. [1]

Balloting Process

39. It is proposed that New Zealand and Australia use the same ballot and ticketing provider. This will simplify processes, avoid duplication, reduce the risk to both countries from operating separate systems, and reduce the overall costs. [1]

40. It is intended that the ballot will be conducted in March 2014 with the successful applicants notified in April 2014. Registration would be open for at least three months and close on 28 February 2014. Prior to the commencement of ballot registration, it is proposed that there will be an extensive advertising and media campaign, both in New Zealand and Australia as well as New Zealanders in the UK and Europe, to encourage those wishing to attend the 2015 Anzac Day commemorations to register.

Tender for Contractor

41. It is proposed that VANZ be authorised to enter into joint tender with DVA to engage a contractor to provide the ballot system, conduct the ballot process, and the subsequent management and distribution of attendance passes including on-site ticket verification and entry procedures.

42. [1],[9]

Balloting and Ticketing Costs

43. The current cost sharing arrangement for Gallipoli is that each country meets the costs for its own national service, and other costs are apportioned on the same 1:4 ratio that attendance passes will be allocated in the ballot.

44. [9]

45. [9]

Managing Attendance

46. One of the risks around balloting attendance is there is no certainty that everyone who has an attendance pass will attend. Informal advice from ticketing providers is that normally up to 10% of ticket holders will not attend an activity even though they have paid to attend it. This risk is increased by the distance from New Zealand, and the cost of travel and accommodation, while the long lead times make it more likely individuals' circumstances may change over time, preventing their attendance.

47. It is intended that VANZ will maintain a relationship with individuals successful in the ballot to confirm they have made travel arrangements and that they still intend to attend. Failure to provide this information is likely to result in the entitlement to attendance passes being cancelled and the entitlement being reissued to the next person on the wait list.

48. Notwithstanding this, however, it is almost certain that for any number of last minute reasons, a small number of those with attendance passes will not attend the commemoration. While it is possible to increase the number of attendance passes issued in expectation that a number of people will not turn up, this is likely to create a negative public reaction and is not recommended.

49. [1]

50. [1]

[1],[7]

Consultation

54. The following Departments and agencies have been consulted on this paper: Ministry for Culture and Heritage, Ministry of Foreign Affairs and Trade, the New Zealand Defence Force, Veterans' Affairs New Zealand, the Ministry of Defence, Department of Prime Minister and Cabinet, Te Puni Kokiri, Treasury, and WW100 Programme Office.

Financial Implications

55. VANZ currently receives funding of NZ\$1.09m to conduct the annual Gallipoli commemorations. VANZ will require additional funding to meet the costs associated with balloting and attendance pass management as well as one-off costs of the 2015 commemoration. Vote Veterans Affairs – Defence Force cannot absorb significant additional costs within its baseline.

56. Cabinet noted in September 2012 [CAB Min (12) 34/11 refers] that to meet the costs of conducting a ballot and any one-off costs associated with the 2015 commemoration, it was likely there would be a requirement for additional funding.

[9]

57. [9]

58. [9]

Human Rights

59. The proposals in this paper are consistent with the Human Rights Act 1993 and the New Zealand Bill of Rights 1990.

Legislative Implications

60. There are no legislative implications to this paper.

Regulatory Impact and Compliance Cost Statement

61. This paper does not require a Regulatory Impact Analysis because the proposal contained in it are of a minor nature, and do not impact on business, consumers or the public.

Gender Implications/Disability Perspective

62. The Anzac Commemorative Sites are difficult to access for individuals who require special assistance. Assisted mobility passes are provided so that individuals requiring special assistance are seated in the assisted mobility stands, and have seats on the assisted mobility shuttles. These shuttles move between all the Anzac Commemorative Sites. The level of this support will be increased for 2015 to take account of the likely increased numbers of people requiring special assistance.

Publicity

63. It is proposed that both the New Zealand and Australian Governments make a coordinated announcement regarding the allocation of attendance passes and the ballot process for Gallipoli 2015 close to Anzac Day 2013. This will be coordinated through the Office of the Minister of Veterans' Affairs.

Recommendations

64. The Minister of Veterans' Affairs recommends that the Committee:

1. **note** that the Turkish Government has formally agreed to an attendance cap of 10,500 visitors at the ACS at Gallipoli on Anzac Day 2015;

2. **note** that under the agreed ratio of 1:4 for the allocation of attendance passes New Zealand will receive 2,000 places, Australia 8,000, and 500 places will be reserved for official representatives from Turkey, New Zealand and Australia, and other countries that participated in the Gallipoli campaign;
3. **note** that a public consultation on the allocation of New Zealand attendance passes for Anzac Day at Gallipoli in 2015 was conducted between 26 September and 25 November 2012 and 882 people responded to the online survey accompanying the consultation document;
4. **note** that while there is considerable uncertainty as to the likely demand for New Zealand attendance passes, officials estimate that it will probably be approximately twice the number of available passes, giving individuals a 50/50 chance in the ballot;
5. **agree** that only New Zealand citizens or New Zealand Permanent Residents be eligible to enter the ballot for New Zealand attendance passes;
6. **agree** that each person who is successful in the ballot receive two attendance passes inclusive of their own, and that the second attendance pass may be given to any other person with the proviso that the person is a New Zealand citizen, New Zealand Permanent Resident, or Australian citizen;
7. **agree** that New Zealand attendance passes (inclusive of the plus one attendance pass) be allocated as follows:
 - (1) 10% (200 passes) by ballot to direct descendants;
 - (2) 10% (200 passes) by ballot to veterans of all conflicts;
 - (3) 75% (1,500 passes) be made available by ballot to all New Zealanders (including descendants and veterans who were unsuccessful in their specific ballot);
 - (4) 5% (100 places) be reserved for allocation by the Government to special groups such as children, and children of Gallipoli veterans and other cases where balloting is not appropriate.
8. [1]
9. **note** that all individuals successful in the ballot will be required to make their own arrangements and fund their own costs for attending the commemoration;
10. **authorise** the Minister of Veterans' Affairs to establish policy guidelines on matters relating to the allocation of New Zealand attendance passes;

11. **note** that it is proposed that the ballot for Gallipoli 2015 attendance passes be conducted in March 2014;
12. [9]
13. **agree** to authorise VANZ to enter into a joint tender with DVA to engage a contractor to provide the ballot system, conduct the ballot process, and the subsequent management and distribution of attendance passes including on-site ticket verification and entry procedures;
14. **agree** that no decision be made regarding the management of visitors who arrive on the Gallipoli Peninsula for Anzac Day 2015 without an attendance pass until late 2014;
15. [9]
16. **note** that VANZ is not funded for the additional 2015 Gallipoli commemoration one-off costs and cannot meet these from within existing baselines; and
17. [6]

Hon Michael Woodhouse
MINISTER OF VETERANS' AFFAIRS

March 2013