



COVERSHEET

Minister	Hon Erica Stanford	Portfolio	Immigration
Title of Cabinet paper	Skilled Migrant Category – Proposals for Change	Date to be published	17 November 2025

List of documents that have been proactively released		
Date	Title	Author
10 September 2025	Skilled Migrant Category – Proposals for Change	Office of the Minister for Immigration
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Information redacted	<u>YES</u> / NO (please select)
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In Confidence

Office of the Minister of Immigration

Cabinet Economic Policy Committee

Skilled Migrant Category: Proposals for Change

Proposal

1. This paper principally seeks agreement to create two new pathways in the Skilled Migrant Category Visa to attract and retain skilled migrants, focusing on experienced trades and technicians.

Relation to government priorities

2. These proposals will improve the attraction and retention of skills and talent that New Zealand needs to grow our economy, supporting Going for Growth and delivering on our Q3 Action Plan deliverable of taking decisions on the Skilled Migrant Category to better attract and retain skilled and experienced trades and technicians.

Executive Summary

3. Residence settings need to balance providing access to the skilled migrants required to support the economy to grow, while encouraging the upskilling of New Zealanders. New Zealand has two key skilled residence pathways, the Skilled Migrant Category (SMC) and the Green List. The SMC is the main residence pathway and operates on a basic points system.
4. In August 2024, Cabinet agreed to review the SMC and the Green List to address skills gaps in residence pathways [ECO-24-MIN-0158]. These proposals relate to the first part of the review, focused on the SMC.
5. Under current SMC settings some skilled migrants, with important skills for the economy and significant work experience, have no residence pathway. SMC settings also require more onshore work experience than comparator countries, such as Australia.
6. I propose a number of changes to the SMC to:
 - 6.1 create two new SMC pathways for skilled migrants with either significant work experience and demonstrated value to the economy (through a higher wage threshold), or in a trades or technician role with a relevant sub-degree qualification and post-qualification work experience;
 - 6.2 increase the points given for New Zealand completed university-level qualifications to support the Government's international education goals;
 - 6.3 make a modest reduction to the length of New Zealand work experience required for some applicants; and
 - 6.4 make minor changes to simplify existing wage assessments.
7. These changes will be implemented in mid-2026. The review of the Green List will follow decisions being taken about the Skilled Migrant Category.

Background

8. The SMC is New Zealand's main skilled residence policy. Its objective is to support economic growth by granting residence to people who can fill medium to long-term skill needs that would be hard, or take years, to fill from the domestic labour market, even under the right conditions. Ensuring that New Zealand businesses can attract and retain the skills they need is crucial to accelerating economic growth.
9. In August 2024, Cabinet agreed to review skilled residence pathways (SMC and Green List) to address skills gaps [ECO-24-MIN-0158]. The first part of the review is complete and included targeted engagement on the proposals with key business and immigration stakeholder groups. This input informed the final design of proposals.

Current SMC requirements

10. The SMC was revised in late 2023 under the previous Government. It is not occupation-specific and operates on a simplified points-based system. To be eligible, applicants must:
 - 10.1 **have a job or job offer in New Zealand:** paid at least median wage in an Australian and New Zealand Standard Classification of Occupations (ANZSCO) Level 1-3 occupation,¹ or paid at least one and a half times median wage in a level 4-5 occupation; and
 - 10.2 **meet one of three minimum skill requirements:** either,
 - degree qualified or above; or
 - earning at least 1.5 times median wage; or
 - holds regulated occupational registration requiring at least 1.75 years training; and
 - 10.3 **reach six points:** with each point roughly equivalent to one year of training or skilled work experience in New Zealand.
11. Applicants that get higher points for skill requirements have shorter New Zealand work experience requirements. However, many migrants need to work in New Zealand for at least three years before they qualify for residence, which is historically high and not in line with comparator countries.
12. Alongside proposed changes to SMC, in my role as Minister of Education I am working to strengthen our vocational educational and training pathways in secondary education in the medium- to long-term, as part of the recently announced proposed NCEA changes. The success of these changes is critical to a future where we have more New Zealanders going into trades and technician occupations to fill skill shortages, reducing our reliance on immigration pathways.

¹ Skill levels are currently based on the Australian and New Zealand Standard Classification of Occupations (ANZSCO) that classifies all roles from Level 1 (the highest) to Level 5 (the lowest) based on qualification and experience requirements for the role. The qualification/experience requirements for each skill level are: Level 1: Bachelor's degree or higher, or at least five years of relevant experience (e.g., professionals). Level 2: at least a Diploma, or three years of relevant experience (e.g., technicians). Level 3: a level 4 qualification, or at least three years of relevant experience (e.g., trades). Levels 4 and 5: a level 1-3 qualification or a short period to one year of relevant experience (e.g., low-skilled).

Some highly experienced and skilled migrants are unable to gain residence

13. Changes to SMC in 2023 removed residence pathways for some highly experienced and skilled migrants, particularly those in trades and technician roles. Many employers see current settings as overly skewed to professional occupations, without a realistic pathway for other skilled roles.
14. Without a professional registration body, or degree-level qualification, many skilled migrants' only pathway is 1.5 times median wage – currently \$50.34 per hour (just under \$105,000 per year). Employers from a wide range of sectors and locations have told us this rate is not realistic– despite migrants employed having crucial skills for businesses and significant experience.

Current settings need to be improved

15. The SMC review has identified several settings which are not fit-for-purpose or could be improved to better align with overall Government objectives. Current settings:
 - 15.1 do not distinguish between qualifications completed in New Zealand and overseas;
 - 15.2 do not recognise valuable sub-degree qualifications for skilled trades and technician roles;
 - 15.3 are not sufficiently competitive with comparator countries (Australia and Canada) on the length of in-country work experience required; and
 - 15.4 have overly strict and confusing wage assessment rules.

A pathway for residence for skilled and significantly experienced migrants

16. I propose creating an SMC pathway for migrants working in a skilled role² in New Zealand with **at least 5 years of skilled work experience**, in either the same role or a directly relevant role, made up of:
 - 16.1 **3 years** of skilled experience from **either overseas or in New Zealand**; and³
 - 16.2 **at least 2 years** of skilled experience **in New Zealand paid at least 1.1 times the median wage** (\$36.92, based on the current median wage).

A pathway to recognise trades and technicians with valuable qualifications

17. I propose creating an additional SMC pathway for migrants in specified skilled trades and technician roles with valuable qualifications. To be eligible, migrants must:
 - 17.1 be working in New Zealand in a specified skilled trades or technician role; and
 - 17.2 have a relevant sub-degree qualification of at least Level 4 and 120 credits; and
 - 17.3 have at least 4 years of **post-qualification skilled work experience**, with at least **1.5 years** of skilled experience **in New Zealand paid at least the median wage** (currently \$33.56 per hour).
18. These requirements will help mitigate the risks previously associated with sub-degree qualifications, where there was growth in qualifications at the lowest standard accepted by the immigration system.
19. Recognising these qualifications and providing a more realistic wage threshold for these occupations will help attract and retain migrants with important skills for the economy. Officials' initial analysis determined around 100 trades and technician roles that could be

² ANZSCO 1 – 3.

³ There is no specific wage rate for this part of the work experience, as wage rates vary significantly across countries.

included in this pathway. I have directed officials to ensure the pathway is targeted to occupations with genuine and widespread use of sub-degree qualifications.

20. I am seeking delegated authority from Cabinet to agree the eligible occupations, in consultation with the Minister for Social Development and Employment and coalition partners. If the final list would result in a significant increase of the estimated volume of principal applicants in paragraph 41, I will return to Cabinet to seek agreement.

High standards of evidence will be required for the new pathways

21. The key design features of the new pathways will be:
- 21.1 a **high standard of evidence** required for offshore work experience. Migrants will need to provide independent documents, such as tax records or certificates of service. While some offshore experience may not be recognised as a result, this is crucial to maintaining the integrity of the new pathways;
 - 21.2 a **strict approach to the relevance** of previous work experience, which will need to be skilled and directly relevant to the migrant's current job. There may be some uncertainty about what work experience will qualify as a result, but this is important to ensure migrants bring relevant skills and experience; and
 - 21.3 the **ability for a migrant to extend** their Accredited Employer Work Visa (AEWV) up to a maximum of 12 months, where migrants have not met the work experience requirement and require no more than one year of work experience at the required wage threshold.⁴

Managing immigration risks and volumes

22. These proposed changes are directed at skilled migrants that support New Zealand's economic growth. It is important the changes do not encourage high volumes of migrants in occupations where, based on previous experience, we know there is increased immigration risk (e.g. fraud, wage recycling, and exploitation).
23. I am proposing to introduce two lists to maintain focus on trades and technician roles through these pathways, to manage immigration risks and overall volumes:
- 23.1 a **red list** will exclude applicants in specified occupations from the new pathways, and require migrants to meet one of the existing skill proxies;⁵ and
 - 23.2 an **amber list** will require applicants in specified occupations to meet additional occupation-specific eligibility requirements.⁶ These requirements will aim to balance mitigating risk, while enabling genuine and skilled migrants to gain residence.
24. I am proposing the following occupations are placed on the red or amber list:

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⁴ This effectively provides eligible migrants up to six years on an AEWV to meet the requirements for the new pathways.

⁵ Migrants will need to have a qualification of Bachelor's or above, have a recognised occupational registration (none of the currently proposed occupations have recognised occupational registrations), or earn at least 1.5 times median wage.

⁶ These roles are not proposed to be eligible for the sub-degree pathway.

were identified based on available data and insights, including from front-line and risk-focused Immigration New Zealand (INZ) staff.⁷

25. I am seeking delegated authority from Cabinet to determine which other roles should be placed on the red or amber lists, the composition of the red and amber lists, and the occupation-specific eligibility requirements for roles on the amber list. Officials will undertake targeted engagement to establish the specific criteria for roles on the amber list. I expect that these lists will significantly reduce the number of migrants eligible for residence within these occupations.

Responding to changes and emerging risks in occupational classification

26. In November 2024, Statistics New Zealand (StatsNZ) released the National Occupation List (NOL), to replace ANZSCO. The NOL provides a New Zealand-focused classification of occupations and will be updated annually from January 2026. The updates to date have reclassified a number of roles from level 4 (lower skilled) to level 3 (skilled), for example kennel-hand slaughterer and pet groomer. The updates have also added new roles (including roles at level 3), such as concierge, aqua exercise instructor and new supervisor roles in the primary industries (e.g. field crop farm supervisor and forestry supervisor).

27. Confidential advice to Government

28. Free and frank opinions

29. The immigration system has already started to recognise some changes to roles in the NOL. Without intervention, this will result in reclassified and new roles at skill levels 1 – 3 having a residence pathway under the SMC. Confidential advice to Government
- to ensure that residence pathways remain for skilled roles needed in the economy, I propose that the red and amber lists will be used to manage new or reclassified roles where it is not desirable for the new pillars to be used as a residency pathway, particularly where these are not trades or technician roles. For example, it is not my intention that the creation of these two new pathways provide residence for roles like pet groomers and exercise instructors.

⁷ In general, these roles had higher rates of declines under previous SMC settings, higher rates of declined Job Check applications under the AEWV and higher volumes of migrants on Migrant Exploitation Protection Visas. This indicates that these roles represent a higher risk of role misrepresentation, wage inflation and fraudulent work experience.

30. I am seeking delegated authority from Cabinet to agree, in consultation with the Minister for Social Development and Employment and coalition partners, which other level 1-3 NOL occupations are placed on the amber or red lists to preserve the intent and integrity of these new pathways.
31. The amber and red lists will be regularly reviewed to ensure that the occupations reflect the most up to date understanding of immigration risk and respond to changes in occupational classification. Responding to changes in the NOL will increase the complexity of the overall SMC design and increase the costs of administering it. Further detail on this is found at the financial implications section at paragraphs 46 – 47.
32. A formal review will also be undertaken two years post implementation (in 2028) to ensure the new pathways are functioning as intended.

Other changes to improve the SMC

Increasing the points awarded for New Zealand completed qualifications

33. Current SMC settings do not distinguish between qualifications completed in New Zealand and overseas. I propose increasing the points awarded for New Zealand completed qualifications. As set out in Table One below, this would:
- 33.1 increase points for New Zealand-completed Masters to 6 points, meaning they could apply straight to residence; and
- 33.2 increase points for New Zealand-completed Honours, Post-graduate Diploma, Bachelor's degree and Post-graduate Certificate to 5 points, meaning they would need to work in New Zealand for 1 year.

Table One: Summary of current SMC points for qualifications and NZ work experience requirements and proposed changes

Points	Current education points	Length of NZ work experience	Proposed change	Length of NZ work experience
6	PhD	Straight to residence	New Zealand Masters	No change
5	Masters	1 year	Overseas Masters AND New Zealand Bachelor's, Honours, Post-graduate Diploma or Post-graduate Certificate	No change
4	Honours, Post-graduate Diploma	2 years	Overseas Bachelors, Honours, Post-graduate Diploma or Post-graduate Certificate, AND Sub-degree qualifications for specified trades and technicians	At least 1.5 years
3	Bachelor's or Post-graduate certificate	3 years	Less NZ work experience	At least 2 years

34. The SMC requires migrants to earn at least median wage. Therefore, many migrant graduates will need to work for a longer period of time to meet the median wage threshold. However, this change, alongside introducing a short-duration work visa for international graduates in sub-degree courses that do not currently qualify for post-study work rights and increasing in-study work rights, will have an important signalling effect.

35. There will be some employers who regard the requirement for a person to be paid at least the median wage to qualify for SMC (and to meet their New Zealand work experience requirements) as being too high. However, a wage threshold is key to managing volumes in the medium-long term. In addition, all migrants, other than those on sector agreements, who had an AEWV visa approved from July 2022 – March 2025 were required to earn at least the median wage. Where an employer is not willing to pay at least the median wage then they will have five years (for skilled roles) to plan for business continuity for when that employee needs to leave.

Modest reduction of the length of New Zealand work experience for some migrants

36. Businesses and migrants have consistently raised concerns with the current length of New Zealand work experience being too long and disincentivising migrants with more labour mobility from coming to (or staying in) New Zealand. Australia and Canada have shorter residence pathways for some of the ‘mid-skilled’ migrants, such as skilled trades and technicians.
37. I propose a modest reduction for:
- 37.1 4-point applicants, from at least 2 years to at least 18 months; and
- 37.2 3-point applicants, from at least 3 years to at least 2 years.
38. The settings for 5-point applicants would remain 1 year and straight to residence for 6-point applicants. These changes are summarised in Table One on the previous page.
39. This proposal will help improve comparability and provide more certainty to migrants with demonstrated skills and experience, while maintaining New Zealand work experience to test migrants’ ability to deploy their skills in the local context.

Simplifying the SMC wage assessments

40. Current SMC settings require migrants to be paid at or above the relevant wage threshold when they start employment and when they apply for residence. I propose to remove the requirement to be at the relevant median wage at residence application. The requirement is unnecessary and not relevant to whether a migrant is sufficiently skilled. Instead, I propose that migrants need to maintain at least the same wage rate throughout their required period of work experience (i.e. their rate cannot reduce below the relevant median wage).

These changes are projected to moderately increase residence volumes with some offsetting reductions in work visa volumes

41. The proposed new pathways require migrants to already be working in a skilled role in New Zealand, earning either median wage or 1.1 times median wage. Therefore, estimated volumes are based on the current cohort of AEWV migrants in New Zealand.

42. Volumes are difficult to predict, particularly as the majority of those who might qualify under current SMC settings will not yet be eligible (as they will still be accruing relevant New Zealand work experience).⁸ These estimates are approximate and uncertain given the lack of information about key eligibility criteria in the potentially eligible population.⁹ Officials have estimated that for the current cohort of migrants on an AEWV, the two proposed new pillars will provide a further 9 –13 percent (a 13,000- 18,800 increase) with a skilled residence pathway (with a most likely scenario of around 16,000 increase).¹⁰

Table Two: Estimated annual SMC volumes, based on reduced New Zealand work experience for existing pathways and new SMC pillars¹¹

Year	Estimated volumes of migrants already eligible but with faster pathway	Estimated volumes of migrants eligible through new SMC pillars	Total	With average family size (1.2 for SMC)
2026	5,100	3,500 – 8,800	8,600 – 13,900	18,900 – 30,600
2027	4,000	3,000 – 7,000	7,000 – 11,000	15,400 – 24,200
2028	4,000	1,600 – 4,000	5,600 – 8,000	12,300 – 17,600

43. Officials estimate that volumes through the proposed new SMC pathways will be partially offset by a reduction in future AEWV applications as migrants will remain in their roles, and not need to be replaced. It is also estimated that there will be a reduction in Green List – work to residence volumes as some occupations will have a better pathway through SMC. Student and post-study work visa applications are likely to modestly increase as a result of providing more attractive pathways to residence for New Zealand tertiary graduates.
44. SMC volumes tend to have an indirect effect on net migration figures, given the majority of applicants will already be onshore on a work or student visa when they apply and there are stronger impacts on net migration from other factors like the economic cycle and New Zealanders departing New Zealand. Employers will still be required to genuinely test the New Zealand labour market before being able to recruit a migrant for a role.

Implementation

45. INZ will implement these changes in mid-2026. I anticipate making public announcements in September 2025, to provide certainty to employers and migrants in roles that will benefit from these changes.

Cost-of-living Implications

46. There is a cost to applicants of up to \$6,450 per residence application. There are no cost-of-living implications for New Zealanders.

⁸ As current SMC settings have only been in place since late 2023, the three-year period of NZ work experience will not have been completed for many migrants.

⁹ For example, prior to 2024 there was no minimum skills and experience threshold so limited information was collected on migrant's previous experience or qualifications.

¹⁰ These estimates are based on an increase of between 4,000-9,000 migrants through the new sub-degree pillar (based on 40-80% of migrants in occupations identified in initial analysis meeting requirements) and 9,000 – 10,000 migrants through the skilled work experience pathway (based on migrants currently in skilled occupations without a realistic residence pathway earning 1.1 times median wage and between 5-40% of migrants in roles identified for the red and amber lists meeting the additional eligibility requirements).

¹¹ Note the numbers in this table are not directly comparable to the numbers in paragraph 41 as some of the current AEWV holders will not become eligible until after 2028, and the table also includes those already eligible but able to apply more quickly.

Financial Implications

47. The proposals in this paper have resourcing implications for the Ministry of Business, Innovation and Employment (MBIE), with some proposals creating efficiencies, and others creating additional pressures. The cumulative impact of these changes will increase processing and verification effort for INZ. It is estimated that in 2026 between 19 –46 additional FTE will be required, with an approximate cost of \$2.7 to \$6.9 million. These roles include a new SMC processing team to ensure that skilled residence processing remains timely and responsive, and several verification officers.
48. Funding for this resource is third party funded (from immigration fees and the levy) and does not require any Crown funding.

Legislative Implications

49. There are no legislative implications from this proposal. I will certify new immigration instructions in line with the decisions taken.

Impact Analysis

Regulatory Impact Statement

50. This proposal does not require a Regulatory Impact Assessment as it has no direct legislative implications.

Climate Implications of Policy Assessment

51. There are no direct climate implications of this proposal.

Population Implications

52. These proposals are focused on skilled migrants, with formal training or significant experience. The changes are intended to supplement employers looking to the domestic labour market, and training and development of the existing workforce where possible, to minimise displacement of New Zealand workers.

Human Rights

53. The proposal does not have direct implications for the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Use of external Resources

54. No external resources were used in the development of these proposals.

Consultation

55. The following agencies and departments have been consulted on and/or informed of the proposal in this paper: the Treasury, the Ministry of Social Development, the Ministry of Transport, the Ministry of Housing and Development, the Ministry of Education, Te Waihanga (the New Zealand Infrastructure Commission), the Ministry for Environment, Prime Minister and Cabinet (Policy Advisory Group), the Ministry for Primary Industries, the Ministry for Women, the Ministry of Ethnic Communities, the Ministry for Pacific Peoples and Te Puni Kōkiri.
56. The following areas of MBIE were also consulted: Sector Workforce Engagement Programme, Labour Market Performance and Policy, Skills and Employment Policy, Small Business and Manufacturing Policy, Economic Development Policy, and INZ.

Communications

57. I intend to communicate decisions in September. The information on new SMC settings will be available on the INZ website.

Proactive Release

58. I will proactively release this Cabinet paper, with any withholdings as appropriate under the Official Information Act 1982 after announcements have been made.

Recommendations

The Minister of Immigration recommends that the Committee:

- 1 note that Cabinet agreed to a review of skilled residence settings, including both the Skilled Migrant Category Visa and the Green List;

Introduce a new SMC pathway for highly experienced skilled migrants

- 2 agree to create a new pathway for migrants in a skilled (ANZSCO 1 – 3) role with at least 5 years of skilled work experience in either the same role or a directly relevant role, made up of:

- 2.1 at least 3 years of skilled work experience obtained either overseas or in New Zealand; and
2.2 at least 2 years of skilled work experience in New Zealand at 1.1 times the median wage;

Introduce a new SMC pathway for skilled trades and technicians, with relevant qualifications

- 3 agree to broaden eligibility of the Skilled Migrant Category by creating a pathway for migrants that:
- 3.1 are in a specified trades or technician occupation; and
3.2 have a relevant sub-degree qualification, recognised by an International Qualification Assessment as being at least Level 4 and at least 120 credits on the New Zealand Qualifications and Credentials Framework (NZQCF); and
3.3 have at least 4 years of skilled work experience in either the same role or a directly relevant role, with at least 1.5 years skilled work experience in New Zealand at the median wage;
- 4 agree to delegate decisions about which trades and technician occupations are eligible for the sub-degree pathway to the Minister of Immigration, in consultation with the Minister for Social Development and Employment and coalition partners;
- 5 note that if decisions made in line with recommendation 3 will significantly change the volume of migrants that may be eligible for residence as indicated in this paper, the Minister of Immigration will return to Cabinet to seek agreement;
- 6 agree that the key design features of the two new pathways will be a:
- 6.1 high standard of evidence for offshore work experience, including requiring independent documents; and
6.2 strict approach to the relevance of previous work experience;

Introduce red (restriction) and amber (additional eligibility requirements) lists

- 7 agree to establish a red list that will exclude migrants in specified occupations from the new pathways, and require migrants to meet one of the existing skill proxies;
- 8 agree to establish an amber list that will require migrants to meet additional occupation-specific eligibility requirements for the skilled work experience pathway;
- 9 agree that, due to increased immigration risk (e.g. fraud, wage recycling, and exploitation), the following roles will be on either the red or amber list: Confidential advice to Government

Confidential advice to Government

- 10 agree to delegate further decisions in 2025 and 2026 about occupations on the red and amber lists and the occupation-specific eligibility requirements for the amber list to the Minister of Immigration, in consultation with the Minister for Social Development and Employment and coalition partners;
- 11 agree to delegate to the Minister of Immigration the ongoing authority to regularly review and update the red and amber lists based on changes in immigration risk and/or changes to the skill classification of occupations on the National Occupations List;
- 12 agree to a formal review of the new pathways in 2028 to ensure they are functioning as intended;

Extending visas for migrants on a residence pathway

- 13 agree that migrants that have not met the eligibility requirements, but could meet these within 12 months, can have their Accredited Employer Work Visa extended for this period;
- 14 note that this will result in extending the current maximum continuous stay on an Accredited Employer Work Visa of five years for eligible migrants;

Other changes to improve visa settings

- 15 agree to increase the points for qualifications as follows:
 - 15.1 6 points for New Zealand completed Masters
 - 15.2 5 points for New Zealand completed Bachelor's, Honours and Post-Graduate Certificate, Post-Graduate Diploma
 - 15.3 4 points for overseas Bachelor's and Post-Graduate Certificate;
- 16 agree to reduce the length of New Zealand work experience required for:
 - 16.1 4-point applicants, from 2 years to 18 months; and
 - 16.2 3-point applicants, from 3 years to 2 years;
- 17 agree to remove the requirement for SMC applicants to be paid the relevant wage at residence application stage, instead requiring them to maintain at least the required wage throughout their required New Zealand work experience;
- 18 invite the Minister of Immigration to issue immigration instructions to give effect to the decisions in this paper;
- 19 delegate authority to the Minister of Immigration to make minor and technical policy decisions to deliver on these proposals.

Authorised for lodgement

Hon Erica Stanford

Minister of Immigration