



**NEW ZEALAND
IMMIGRATION**

THE YEAR AT THE BORDER 2013/2014



**MINISTRY OF BUSINESS,
INNOVATION & EMPLOYMENT**
HĪKINA WHAKATUTUKI

immigration.govt.nz

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Introduction

Working at the border has been the central premise of several reality TV shows over the last few years. The shows portray the border as a fast-moving and dynamic workplace, where anything can (and does) happen from minute to minute. While some viewers may think that this non-stop action is simply the result of good editing, what is portrayed in these shows reflects the day-to-day reality for staff on the ground at New Zealand's international airports and ports. The border is a 24/7 business and the events and incidents shown on the TV shows are encountered by our staff on a daily basis.

However, what the TV shows do not always capture is the enormous amount of work that goes on behind the scenes at the border – including the risk management systems and processes we have in place to support our frontline staff in their interactions with arriving passengers. When you consider that more than five million people cross New Zealand's border every year, the 'background' work of profiling and investigating who is coming into the country is a key facet of managing any security risks.

We could not operate effectively at the border without close collaboration with our key partners – the New Zealand Customs Service (Customs), the New Zealand Police (Police) and the Ministry for Primary Industries (MPI). There is also a substantial international component to our work – key relationships include Australia's Department of Immigration and Border Protection (DIBP), and the many airlines that travel to New Zealand. So while this 'Year at the Border' report highlights some of Immigration New Zealand's (INZ) successes from the 2013/14 year, there is no doubt that these successes are the result of a team effort with our border partners.

Of course our work at the border is not all about managing risk. Our international airports play a crucial role in the first impression of New Zealand

for the millions of passengers that travel to here each year. These passengers include the genuine tourists, international students and skilled migrants that make such a vital contribution to New Zealand's economy. Facilitating their smooth arrival and ensuring their first impressions are favourable is an important part of our work at the border, and we work closely with other parts of INZ to make this happen.

2015 is already shaping up to be a busy one at the border. There are more people travelling to New Zealand than ever before and we host a number of major events this year – not least the ICC Cricket World Cup and the FIFA Under-20 World Cup. There is a huge amount of work that goes on right across INZ to plan for such events, and our border staff play a vital role. I have every confidence that we will rise to the challenge and that our staff will continue to go the extra mile to ensure that visitors' first impression of New Zealand is an extremely positive one, while at the same time managing any risk.

Peter Devoy

Assistant General Manager
Compliance and Border Operations

By the numbers

2013/14

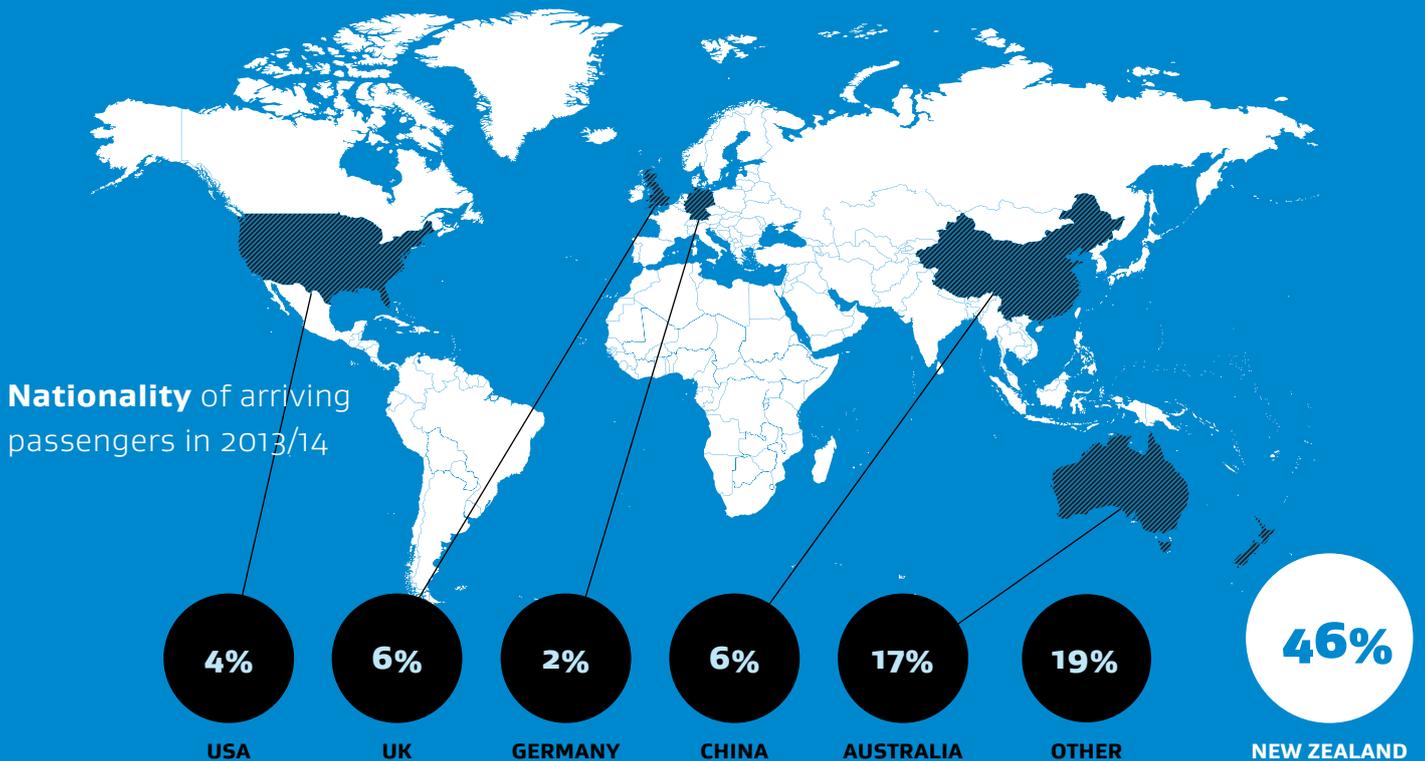
5.2m

Number of arriving
passengers in 2013/14

vs

4.9m

Number of arriving
passengers in 2012/13





1,026

Number of passengers **refused entry** to New Zealand



Top 5 by nationality:

● MALAYSIA	92
● AUSTRALIA	75
● UNITED KINGDOM	69
● UNITED STATES OF AMERICA	62
● HONG KONG	61



1,558

Total number of fingerprint checks carried out by INZ during 2013/14



362

Total number of matches as a result of fingerprint checks

1,743

Number of people **denied boarding**

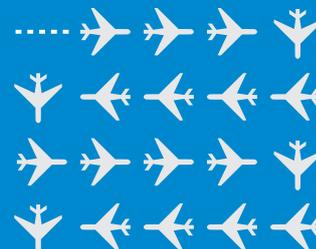


Top reasons for denial:

● NO VISA	895
● ALERTS	347
● ENTRY REQUIREMENTS NOT MET	250
● NO VALID PASSPORT	226
● NO ONWARD TICKET	79
● FALSE PASSPORT OR VISA	25

19

Number of **Airlines** flying to New Zealand





Immigration at the border – a layered approach

INZ aims to manage any risk to our borders at the earliest possible point.

INZ's investment in systems and risk targeting processes means passengers are screened before they board flights for New Zealand. Those identified as presenting an immigration risk or threat, or where character concerns mean they are unable to meet entry requirements can either be stopped from boarding their flight or flagged for further investigation upon arrival in New Zealand. INZ Border Operation's systems and processes operate as a layered approach towards combating risk and enhancing border security.

Our skilled border staff use their expertise and available systems, to ensure that all passengers boarding planes to travel to New Zealand are entitled to do so. Border staff also assess and profile passengers for intervention on arrival at New Zealand's border.

INZ's border staff are based at New Zealand's three major international airports – Auckland, Christchurch and Wellington. Staff also respond to immigration work at smaller international airports around the country and at New Zealand's maritime borders.

Customs processes all arriving passengers at New Zealand's international airports and ports, under delegated authority from INZ. However, Immigration Officers also interact with arriving passengers, particularly those that could be of concern in meeting New Zealand's entry requirements. Immigration Officers will assess and interview then make entry decisions to ensure any risk a passenger poses is managed. If a passenger is refused entry or offloaded, it does not prevent them from applying for a New Zealand visa in the future.

Balancing the management of risk, border staff also play a key role facilitating passengers through the boarding and arrival process. This is particularly important during major events such as the ICC Cricket World Cup, where special visa facilitation arrangements between Australia and New Zealand were in place for the teams, their officials and spectators.





No admittance

**MANAGING
RISK
OFFSHORE**



Authority to travel

Visa Application

Authority to travel is the outermost layer that INZ has in place to manage risk where applicants apply for a visa to enter or transit New Zealand. Approximately 660,000 of the 5.2 million people who travelled to New Zealand were required to apply for a visa. Character, medical, financial and biometric checks as necessary are completed at this stage. INZ's visa decision-making is consolidated into a number of large area "hubs" and smaller specialist market offices around the world.

Airline confirmation

Advance Passenger Processing (APP)

INZ Border manages risk before passengers board their flights to New Zealand through the APP system.

The APP system is used for all passengers and crew travelling to (or transiting through) New Zealand on a commercial aircraft. Passenger and crew information is submitted by the airline before the flight leaves for New Zealand and this data is screened against INZ's database. APP then provides a boarding directive to the airline – 'OK to Board', 'Board with Outward Ticket', or 'Do Not Board' – for each individual.

APP is also connected to Department of Internal Affairs' passport records and will detect non-genuine, lost or stolen New Zealand passports if they are used in an attempt to travel to New Zealand.

The main reasons APP gives a 'Do Not Board' directive for a person include:

- › an alert being recorded against their name/passport number
- › the passenger requiring a visa to travel to New Zealand but not holding one (or the visa has expired/been used)
- › the passport presented is recorded as being lost/stolen/invalidated, or the passenger's identity is in serious doubt
- › the passenger is unable to meet entry requirements for New Zealand

Most people denied boarding in 2013/14 were passengers who did not meet immigration requirements. The remainder were passengers not allowed to board their flight after intervention by INZ's Risk Targeting Programme team, based at Auckland International Airport.



Airline confirmation

Carrier infringements

Commercial airlines flying to New Zealand have obligations under the Immigration Act 2009 and associated regulations. Airlines must ensure they submit correct APP information for every person travelling to New Zealand and check that every person holds the required travel documentation for immigration purposes.

INZ border officials focus on supporting the airlines to meet their obligations. However, sometimes airlines breach their obligations. When this happens, INZ may issue an infringement notice and associated infringement fee to the airline at fault. If an airline commits a serious offence, INZ may choose to prosecute.

During 2013/14, most airlines were compliant, with few infringements. INZ staff actively engage with poor performing airlines to provide training courses, advice and support in an effort to improve compliance.

During the 2013/14 year, two airlines were prosecuted for serious breaches of the Immigration Act 2009. In both cases, the airlines ignored APP directives and allowed prohibited people to board aircraft and travel to New Zealand. On arrival, the people were refused entry by INZ. Both airlines were convicted and fined by the Courts.

INFRINGEMENTS ISSUED TO AIRLINES 2013/14

→ **930**

Total number of infringements issued to airlines 2013/14.

Total number of passenger arrivals in 2013/14 was 5.2 million.



838

Airline did not provide APP information



81

Airline provided incorrect APP information



9

Airline ignored a "Do not board" request



2

No travel document

As airlines increase the number of flights from high-risk countries to New Zealand, INZ and Customs border officials are working closely with the airlines to ensure border requirements for boarding passengers and crew are met.



Pre-departure assessment

Risk Targeting Programme (RTP)

The RTP team profiles and identifies passengers of risk to New Zealand by analysing APP information as people start checking in for their flights to New Zealand. The RTP team also receives Passenger Name Record (PNR) information from airlines (essentially details of a person's travel booking), which helps determine if a passenger poses a risk. The RTP team also uses information from sources such as Interpol and lost/stolen passport databases and works to identify risk from established, intelligence informed profiles that have been developed by INZ's Border Risk and Intelligence team.

This advance information enables early intervention with high risk passengers. When a passenger of risk is identified, the RTP team contacts airline ground staff to intercept the passenger before boarding.

Upon interception, the passenger's travel document will be examined and the passenger interviewed by phone. Those found not to have genuine reason for coming to New Zealand will not be allowed to board their flight.

JUNE

Risk Targeting Programme Helps Identify Drug Smuggler

In June 2014, a South African passenger arrived at Christchurch International Airport from Phnom Penh via Singapore. INZ border staff identified the passenger as high risk and intercepted her on arrival in New Zealand. A baggage and personal search by Customs revealed the passenger was carrying approximately 100 pellets of heroin concealed inside her luggage, on her body and internally. The pellets contained a total of 1.2kgs of heroin, with a street value of approximately \$1.2 million.





Pre-departure assessment

MAY

Profiling Draws Success

In May 2014, INZ prevented a group of 16 Malaysian nationals from boarding a plane to New Zealand. It is the largest ever group to be denied boarding by INZ. The group was identified during routine risk profiling. They came to INZ's attention because six members of the group had previously applied for, then withdrawn, work visa applications. After assessing their explanations and other evidence, INZ concluded the group were attempting to enter New Zealand to work unlawfully. Two of the individuals attempted to travel to New Zealand again the next day and were again denied boarding.

Airline Liaison Officers

INZ works closely with our trans-Tasman colleagues in DIBP. At the border, this is most evident through Airline Liaison Officer (ALO) training provided by DIBP for INZ border staff.

ALOs are stationed at overseas airports and are responsible for physically profiling passengers at check in and at boarding. ALOs examine travel documents and manage passengers who are deemed as potentially high risk. Australian ALOs, especially in ports where travellers begin a journey to New Zealand, are invaluable to INZ.

An example of INZ's close working relationship with Australian ALOs was seen in July 2013, when three New Zealand-bound passengers travelling from Johannesburg were profiled by INZ as potential risks.

INZ contacted the Australian ALO in Johannesburg for assistance. On behalf of INZ, the ALO intercepted the passengers and examined their passports. INZ then spoke with the passengers by phone. INZ discovered that the passengers, who claimed they intended a three month stay in New Zealand, could not provide a reason for travelling to New Zealand and had no idea what they would do in New Zealand. Furthermore, the passengers said they did not know who organised or paid for their travel. Meanwhile the ALO also found the passengers had insufficient funds to support a three month stay in New Zealand.

The ALO accompanied the passengers to the local authorities, where it was discovered they had entered South Africa and gained passports using fraudulent documents. The passengers were not permitted to board the flight to New Zealand and were detained by local authorities for further investigation.





**MANAGING
RISK
ONSHORE**



On arrival assessment

After an APP check has been completed, INZ systems generate a directive that is sent to Customs, advising how each passenger should be processed when arriving at the border. The system will advise Customs whether a passenger should be referred to INZ for assessment before being granted permission to enter New Zealand.

INZ also receives passenger referrals from Customs and MPI (and vice versa), who during their own processing find passengers that could be of immigration interest. In these cases, the passenger is sent to INZ border staff for assessment.

Following assessment by border staff, passengers will either be allowed to enter New Zealand or they may have their visa revoked and be denied entry into New Zealand. Border facilities at Auckland airport include interview rooms, comfortable overnight accommodation where people refused entry can wait for the next flight out, and a specialist forensic document examination laboratory.

Attached to the laboratory is a reference library of specimen passports sourced from countries around the world. Having this reference library located with the laboratory allows swift comparisons of passengers' travel documents with genuine passports, enabling forged or altered passports to be identified immediately.





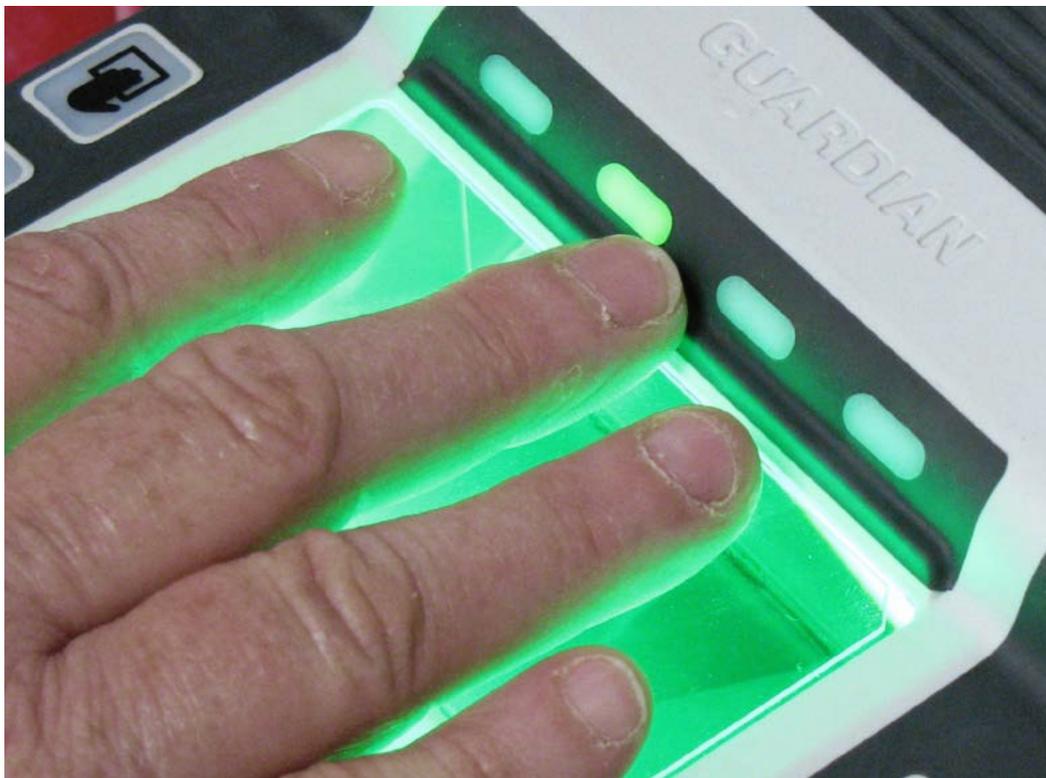
On arrival assessment

Biometrics

All passengers formally interviewed by border staff on arrival are fingerprinted. The fingerprints are used to confirm identity and prevent people who are refused entry to New Zealand from returning under another identity. The fingerprints are also checked against records held by our Five Country Conference partners – Australia, Canada, the UK and the USA.

A total of 1,558 fingerprint checks were carried out by INZ during the 2013/14 year, resulting in 362 matches. In 95 cases, the checks returned adverse information on the passenger, including: criminal convictions, drug use, undeclared deportations, instances of being refused entry to other countries, fraudulent asylum claims and use of false identity documents.

A new identity system under development at INZ will include biometric capture (face image or fingerprints) and matching capabilities, enhancing the risk assessment capability of border staff. The system will enable automatic real-time fingerprint and face matching against INZ's records, and allow real-time fingerprint searches of records held by Australia, Canada, the UK and the USA.





2013/14

The Benefits of Biometrics

The cases below highlight the benefits of using biometric information when making immigration decisions at the border.

In September 2013, a passenger carrying a South Korean passport was refused entry to New Zealand. Biometric matching uncovered that in the UK she had applied for entry as a North Korean national under a completely different identity.

A Filipino national was identified and interviewed on arrival in February 2014. At the interview she revealed that she had been declined a visa to Australia, something she had not told INZ at the time she had applied for a visa. The biometric check also divulged that she had been previously deported from the UK in 2012, under another identity.

A Brazilian national was spoken to on arrival by a Border Officer in February 2014. A biometric check revealed he had been previously deported three times from the USA, in 1993, 1994 and 1998. He was refused entry as he had not declared his immigration history as required and he was not considered to be intending a genuine visit to New Zealand.

In April 2014, a Latvian national was unable to enter New Zealand because she had previously breached the conditions of her Australian visitor visa by working. A biometric check also discovered that she had attempted to enter the USA twice and Poland under different identities.

In May 2014, a Romanian national was refused entry after an interview with a Border Officer where he admitted being deported from Spain in 2001. A biometric check revealed he had also been deported from the UK under a different surname in 2007.



On arrival assessment

Genuine Travel Purposes

INZ border staff make sure passengers arriving in New Zealand have genuine reasons for their travel. A number of visa holders were assessed as not being bona fide visitors to New Zealand during 2013/14. Many of these visa holders advised border staff that they were not intending to do what they had originally told INZ they would do when they applied for their visa.

IT'S NOT JUST VISITORS...

A student visa holder was refused entry when he revealed to border staff that he intended to run his New Zealand registered business and not actually study.

MAR

Late for Fair

A Pakistani passenger had declared his reason for visiting New Zealand was to attend a product fair being held in March 2014. However, when the passenger arrived one month after the fair was held, INZ border staff questioned the passenger's real travel intentions. The passenger could not provide a reason for visiting New Zealand and was refused entry.

JAN

Anniversary Date Mix-Up

A Filipino passenger was issued a limited visa (a visa issued for a specific purpose of travel) to attend a wedding anniversary celebration. The passenger arrived three months after the anniversary and was promptly sent home by INZ border staff.

MAR

Illegal Workers Nabbed at the Border

In March 2014, two Hong Kong passengers were refused entry at Auckland International Airport. Customs referred both passengers to INZ border staff to assess whether they were bona fide visitors. Border staff suspected the passengers were seeking to work unlawfully in the NZ sex industry. Both individuals became violent, physically assaulting a police officer and threatening to kill the border staff. Both passengers departed New Zealand under Police escort. A fingerprint match with United Kingdom authorities revealed one of the passengers had previously used two different identities and had been deported from the UK. Records in Canada indicated the other passenger was known by four different identities.



MAR

Passport Examination – False Passport Identified

In March 2014, a passenger arrived at Auckland International Airport on a flight from Colombo, Sri Lanka via Singapore. The passenger presented a Sri Lankan passport at Passport Control which contained a visa for New Zealand. When the processing Customs officer entered the passport details into their system, the visa type in the immigration system was different to the visa label in the Sri Lankan passport.

The passport and the passport holder were referred to INZ. INZ border staff confirmed the visa type noted in the computer system was different from the visa label. When questioned about this, the passenger declared that he was not the person named in the passport.

The passport and the visa label were both examined at INZ's forensic document examination laboratory. The passport was discovered to have been extensively altered. The New Zealand visa label was a complete counterfeit.

The passport had been altered in order to 'clone' the passport details of an existing approved visa-holder. This had been achieved by gluing a counterfeit biographical details page over the top of the genuine page and inserting both beneath the original laminate. Extensive alterations had been made to most parts of the passport where the passport number appeared (the perforations through most of the booklet and the letterpress characters on the first page). The alterations were extensive and skilled with very careful attention to detail.

The passenger was arrested by the NZ Police for using a false passport in an attempt to enter New Zealand illegally.



Delivering outstanding facilitation services

Major Events

Work at the border is not just about managing risk. INZ also aims to deliver outstanding facilitation services as a trusted partner.

One example of this is INZ's work at the 5th Western Pacific Naval Symposium, hosted by the Royal New Zealand Navy (RNZN). The Symposium included participants from New Zealand, Australia, Canada, the USA, Chile, China, Indonesia, Malaysia, Peru, Singapore, Thailand, Japan and the Republic of Korea. Nearly 600 naval personnel travelled to New Zealand to attend, along with navy vessels and equipment.

INZ worked with the organisers of the Symposium informing them of requirements for travel and facilitating the travel of high-ranking navy personnel from around the world. The RNZN was very appreciative of INZ's assistance.

INZ border staff also provided invaluable service for the Third International Conference on Small Island Developing States held in Apia, Samoa. INZ was advised that many conference attendees would transit through New Zealand on the way to the conference.

Many conference attendees were not able to obtain the required transit visas in time. INZ border officials, knowing the importance of the conference, engaged with external agencies and INZ's visa processing centres to ensure these attendees could transit through New Zealand and on to Apia.



**PARTNERSHIPS &
COLLABORATION**



Working in partnership



Working with Customs

Since July 2013, passengers arriving in New Zealand who need to be seen by border officials but are considered to be “routine” referrals are assessed by Customs rather than INZ. This could include a passenger travelling with a visa in an old passport or a visa that is not showing in Custom’s system.

This new way of managing relatively routine referrals has seen approximately 12,000 fewer referrals to INZ over the course of the year. This means not only less disruption for low risk passengers – who can now deal with one agency rather than two – but greater capacity for INZ border staff to focus on higher risk passengers, such as those with character issues or those who may not have a genuine reason for travelling to New Zealand.

A Customs Officer has been seconded to work as an Immigration Officer at Christchurch airport. This was the first inter-agency secondment at the border. The first seconded officer began a six month term with INZ in April 2014 and a series of rotational short-term secondments across INZ and Customs is underway.

INZ also works with border agencies at the 24/7 Integrated Targeting and Operations Centre (ITOC), located in central Auckland. The ITOC is the first centre of its kind outside the USA. The ITOC brings together the New Zealand Customs Service, Ministry for Primary Industries, Immigration New Zealand, Maritime New Zealand, New Zealand Police and the New Zealand Security Intelligence Service in one location. It connects New Zealand to the world 24 hours a day, seven days a week, and uses the power of technology and collaboration to identify threats to New Zealand.



Ministry for Primary Industries Manatū Ahu Matua



Working with MPI

During the year INZ staff provided training to MPI officers at several regional ports and airports around New Zealand. The training enabled the MPI officers to be warranted as Immigration Officers, allowing them to make standard immigration decisions at ports of entry.

Operation Pacific Shield

Operation Pacific Shield is a multi-agency operation involving INZ, Customs, the Police and their Australian counterparts. As part of this operation, INZ receives notification of Australian registered sex offenders travelling to New Zealand.

Operation Pacific Shield aims to provide information to INZ so registered sex offenders can be prevented from entering New Zealand. In 2013/14, 33 Australian registered sex offenders were refused entry to New Zealand as part of Operation Pacific Shield.

SEPT

Op Pacific Shield in Action

In September 2013, INZ was notified as part of Operation Pacific Shield that a 44-year-old Australian national was arriving in Auckland on a flight from Sydney. The man had been sentenced in 2009 on two counts of producing, disseminating or possessing child pornography. The man failed to declare his convictions on his arrival card. He was refused entry to New Zealand and returned to Sydney the following day.

Case by case

Profiling of two Latvian nationals

In October 2013, two Latvian passengers arrived in New Zealand. INZ border staff identified the passengers as high risk. The United States authorities confirmed one passenger had been involved in criminal fraud and that both passengers had been deported from the USA in May 2013. Both passengers were refused entry to New Zealand.

Caught out!

In November 2013, an Afghan national using an altered Malaysian passport was stopped from travelling from Bangkok to Auckland. The passenger was identified after trying to board moments before the gate closed. An INZ ALO discovered the passport information page was substituted. His true Afghan passport was found in his clothing.

Travellers on counterfeit passports stopped

In June 2014, a family of three Iranians travelling on Spanish passports were stopped at Incheon, South Korea. The family claimed they saw tourism information about New Zealand and booked tickets to New Zealand the same day. Further investigation revealed the Spanish passports were counterfeit and their true Iranian travel documents were located in their luggage.

Scammer stopped

In September 2013 INZ profilers identified a Ghanaian national travelling to New Zealand on a visitor visa. Border staff obtained information that showed he had not declared in his visa application that he had had multiple declined visas applications for the UK, USA, Australia, and Czech Republic. Further information obtained also indicated he had links to a group of Ghanaian on-line scammers. The passenger was offloaded from his flight in Tokyo.

Sex offender prevented from arriving

In September 2013 an Indian national was refused entry when INZ discovered he was a convicted sex offender in Australia.



Scams and tricks

A Chinese passenger arrived at the border and presented a Chinese passport containing a genuine New Zealand visa. However, on closer inspection, border staff noticed the page of the passport with the passenger's photograph and personal information had been altered. The passenger was refused entry to New Zealand.

Suspected imposter offloaded

In September 2013, INZ identified a suspected imposter travelling to New Zealand on a French passport. The passenger was in transit in Hong Kong, destined for Auckland. Airline staff contacted the local French ALO, who determined that the passenger was not a French national and he was offloaded from his flight to New Zealand.

Scams and tricks

A Fijian woman, who had previously overstayed her visa in New Zealand and twice been deported from the country, attempted to enter New Zealand by changing her name. Under her new name, she had obtained a new passport and was granted a New Zealand visa. However, she was identified by INZ border staff and refused entry to New Zealand.



Our Mission

Responsive and agile teams providing expertise, information and services to manage risk and protect our borders.

SMART SOLUTIONS TO INFORM AND PROTECT

HOW CAN YOU HELP?

To report immigration fraud call
Crimestoppers anonymously on 0800 555 111

Or complete an online Crimestoppers message
form www.crimestoppers-nz.org



