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## Introduction

In the past financial year, Immigration New Zealand (INZ) managed the entry of more than 6.8 million travellers into New Zealand.

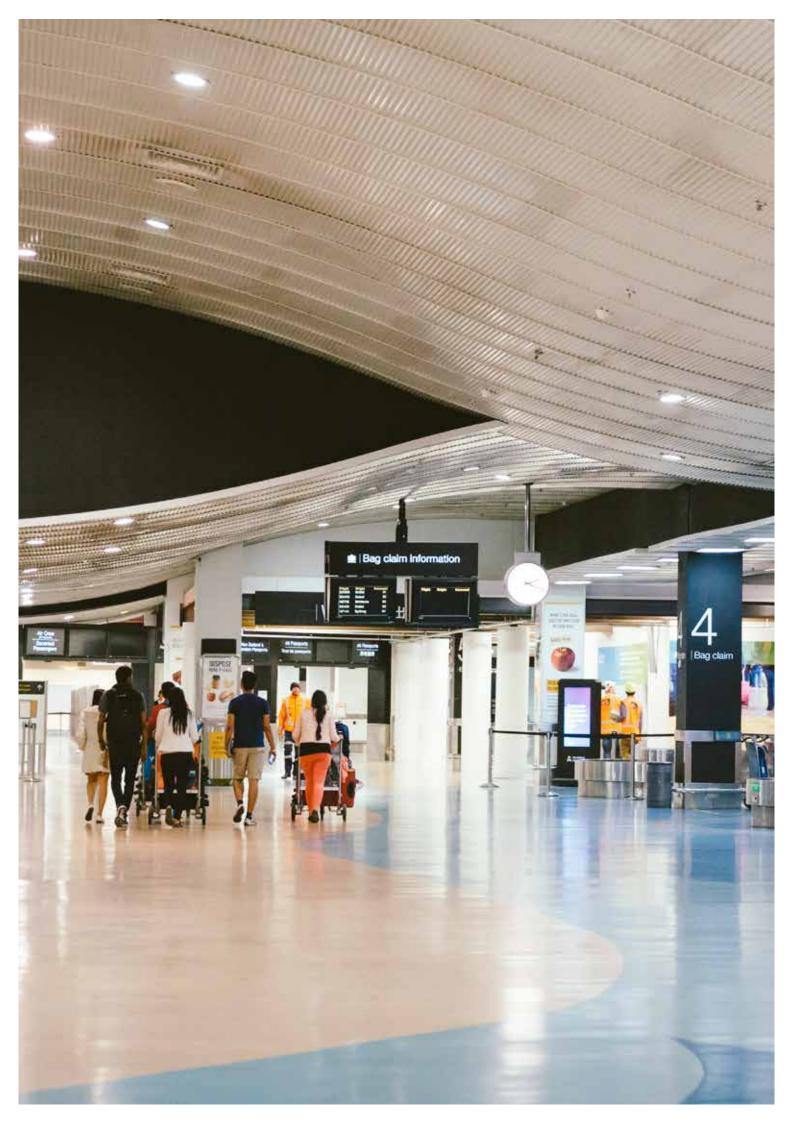
INZ has seen a steady increase in the number of people travelling to and from New Zealand, both by air and by sea. The increasing volume means we have had to enhance our ability to understand and prevent the risks this may present, while ensuring genuine travellers still have as close to a seamless border experience as possible. INZ recently obtained funding to increase staffing levels to help manage smaller border ports and to increase the number of flights we screen. But we cannot undertake this work alone. We work closely with our partners, New Zealand Customs Service, Ministry for Primary Industries and New Zealand Police, to effectively manage New Zealand's border.

Between July 2017 and June 2018, INZ screened millions of non-New Zealand citizens travelling to our country and made 4,579 decisions to either prevent a passenger from boarding their flight to New Zealand or to refuse an arriving traveller entry to New Zealand. Future advances in screening technology will mean we are able to more easily identify and interact with passengers of interest. Looking to the future and in keeping with our M5 partners, the announcement of the Electronic Travel Authority (ETA), to go live in 2019, will mean that we will have more information about visa waiver travellers coming to New Zealand by sea and by air. The new ETA technology and processes will mean more efficient and accurate identification of passengers of interest. The ETA security and facilitation measures will better assist INZ to manage risk and facilitate the legitimate passenger.

Like many of our colleagues at the border and in the public service, our ongoing challenge is to strike the balance between effectively managing the increasing demand on our border protection services while ensuring genuine travellers are seamlessly facilitated to enjoy their stay in New Zealand.

We hope you enjoy this year's edition of The Year at the Border.

**Nicola Hogg** General Manager Compliance Risk and Intelligence Services **Stephanie Greathead** National Manager Border Operations



# **The border** – a multifaceted, intricate network

The act of crossing a modern border is no longer the simple act of presenting a passport and stepping across a line on the ground. Rather, crossing New Zealand's border is a process that begins before a traveller arrives at the airport at their point of origin.

New Zealand's border is more than its vast coastline of 14,000 km or a fabled line at each of its international airports. The New Zealand Government has implemented processes, networks and technology that mean the border extends globally to every passenger's point of origin before they travel. INZ increasingly interacts with passengers either through the visa application process or from the time a passenger checks in at the overseas port.

The visa application process is often the first point of interaction for passengers coming to New Zealand. Visa applicants and the vast majority of travellers from the 61 countries and jurisdictions with which New Zealand has visa waiver agreements are unaware of the work that is being done behind the scenes by INZ (and other border agencies) as they apply for their visa, check in for their flight, travel to and arrive in New Zealand.

New Zealand's border is protected by several government agencies including INZ, New Zealand Customs Service (Customs), Ministry for Primary Industries (MPI), Maritime New Zealand, Aviation Security Service (Avsec), New Zealand Police and New Zealand Security Intelligence Service. Together, these government bodies control the flow of people and trade through New Zealand's multi-faceted border.

In reality, the New Zealand border is an intricate network of government agencies, commercial enterprises and diplomatic relationships underpinned by many pieces of technology and legislation. To cross this complicated, multi-layered border a traveller will consciously and, at times, unknowingly transact with the many layers before entering the arrivals hall at one of five international airports in New Zealand.

INZ staff work across the world in this network of systems, processes and relationships. This network facilitates ever-increasing numbers of legitimate passengers across New Zealand's border annually, whilst managing unacceptable immigration risk. This network represents a layered global risk management approach.

However, in the ever-changing nature of the global security landscape, new threats present themselves. INZ must remain agile and respond to ever-growing and diversifying immigration threats. It must protect the integrity and security of New Zealand's air and marine border by using existing networks and being clever about using new technologies and relationships. INZ works closely with other governments, New Zealand government agencies, airlines and other stakeholders to ensure the efficiency of the border for the legitimate passengers, while making it increasingly more difficult for those who present risk.

# 2017/2018 by the numbers

850,000

VISA APPLICATIONS INVOLVING 1.1 MILLION PEOPLE



487,000

**VISITOR VISA APPLICATIONS** 



**230,000** 

**WORK VISA APPLICATIONS** 



**105,000** 

STUDENT VISA APPLICATIONS



23,000

**RESIDENCE APPLICATIONS** 



3,378

PEOPLE PREVENTED FROM **BOARDING AIRCRAFT FOR NEW ZEALAND** 



PEOPLE DENIED ENTRY AT NEW ZEALAND'S BORDER

# Keeping the risk offshore

Alongside facilitating the legitimate passenger, INZ's purpose includes keeping risk offshore wherever possible and at the earliest possible point. INZ staff assess travellers *offshore* prior to travel, and *onshore* upon arrival. Passengers are assessed to determine whether they are likely to meet New Zealand's entry requirements.

In the 2017/18 financial year, 3,378 passengers were prevented from boarding their New Zealand-bound flight at their point of departure.

INZ can interact with passengers before departure or on arrival. Advance Passenger Processing (APP) at the check-in process and airline provision of Passenger Name Record (PNR) data allows INZ to screen travellers before they depart their point of origin. INZ's Risk Targeting Programme continues to be a success, allowing INZ to effectively manage risk offshore while permitting legitimate passengers to travel to New Zealand. When a passenger presents a character or identity risk, or if there are doubts as to a traveller's intent, INZ contacts the offshore airline staff who then enable a phone discussion with the passenger. The discussion will help determine whether the border officer will permit their onward journey, flag them for further interaction upon arrival, or prevent them from boarding the plane using New Zealand legislation. This does not apply to New Zealand citizens.

The border officers also support airlines in their day-to-day work by troubleshooting the use of the APP system and facilitating legitimate travellers who may find themselves in extenuating circumstances.



Our Airline Liaison Officers (ALO) offer opportunities to identify offshore risks and assist airlines at key ports. Being located at large hub airports, such as Dubai, represents significant opportunities to help manage the risks presented from the passengers travelling through these hubs. Being at the airport, the ALOs can provide direct support to airlines on the ground. There are benefits to the airlines being able to support the New Zealand border in terms of being the 'eyes and ears' for INZ, both in terms of preventing and investigating non-genuine travel and facilitating genuine travel.

#### **SMUGGLED PASSENGER STOPPED EN ROUTE**

At the request of a border officer, a Middle Eastern national was referred to the ALO at the departure gate in Dubai. The passenger said that he was travelling for a holiday, but when the ALO asked to see any documents the passenger was carrying in order to verify his story, the ALO found the contact details of a known people smuggler. Given concerns that this passenger was himself being smuggled into New Zealand, the border officer based in Auckland prevented the traveller from boarding the flight and he was advised that he was required to obtain a visa before attempting to travel again.



3,378

PEOPLE PREVENTED FROM BOARDING A PLANE TO NEW ZEALAND

1,727

NO VISA

908

**ENTRY REQUIREMENTS NOT MET** 

436

SUBJECT TO ALERTS

204

NO VALID TRAVEL **DOCUMENT** 

FALSE PASSPORT/ **ID CONCERNS** 

#### **DO I HAVE THE RIGHT BOARDING PASS?**

In an attempt to circumvent the visa application process, three Chinese passengers (China being a visa-required country) attempted to travel from Kuala Lumpur on fraudulent Taiwanese passports (Taiwan being a visa-waiver country). The passengers had used the method of a boarding pass swap. This boarding pass swap did not evade detection as the passengers had already been identified by INZ and were refused boarding. They tried again, this time in Denpasar, but were offloaded by border officers a second time.

#### I DON'T KNOW MY DATE OF BIRTH

Two Afghan travellers attempted to transit Auckland with fraudulently-obtained Indonesian passports. When the passengers were questioned by INZ over the phone, neither passenger knew anything about Indonesia, which called into question how they obtained their passports. They also struggled to give their correct dates of birth. The border officer instructed the airline to deny boarding to the pair.

#### **MURDER CONSPIRATOR CHANGES HIS NAME**

After an Israeli man was sentenced to seven years' imprisonment for conspiracy to commit murder, he attempted to travel to New Zealand. INZ had information about this conviction from previous dealings with the passenger and he was denied boarding. It appears he had changed his name in an attempt to circumvent New Zealand's border controls because he had previously attempted to travel to New Zealand under another name. He had also been prevented from boarding on that occasion.

### **FORMER BRAZILIAN VISITOR OFFLOADED**

In 2010, a Brazilian man living in New Zealand had overstayed his three-month visitor visa by nine months. He attempted to travel to New Zealand again in 2018. INZ prevented him from boarding his Auckland-bound flight as there were doubts that he was likely to be a genuine visitor. He advised INZ that he thought this decision was unfair, given that he had left voluntarily and that he "really loved New Zealand".

### **INDIAN VICTIM OF A SCAM**

While at Suvarnabhumi Airport in Bangkok, an Indian traveller attempted to check in for his flight to New Zealand. Border officers could find no record of his visa despite him claiming to have paid around \$14,000 (more than 90 times the cost of a visitor visa application fee) for a visa to an agent in India. It was established that the visa was false and he was prevented from boarding his flight.



#### **AMNESIA IS GREEK FOR FORGETFULNESS**

Two Greek passport holders, claiming to be a father and son, were bound for New Zealand and had travelled from Madrid to Doha. When airline staff in Doha commenced the check-in process for New Zealand, INZ's automated systems triggered an Interpol alert against one of the passports which had been reported stolen. When INZ staff interacted with the 'father' he revealed that he did not know who had booked their tickets and he could not remember his 'son's' date of birth. They were not permitted to travel.

#### **WANTED CHILEAN MAN OFFLOADED**

When a Chilean man attempted to check in to his flight from Santiago to Auckland, an Interpol alert was triggered stating that the man was wanted for murder in the United States and that he was potentially part of a South American criminal gang. The airline sent a photo of the passenger and his passport allowing INZ to confirm a positive match to the Interpol notice. INZ declined to let him travel.

#### **MEXICAN BORDER JUMPER FAILS ENTRY REQUIREMENTS**

After routine screening, a border officer stopped a Mexican man attempting to board a flight at Narita airport. Open source searches revealed he was a known drug courier and had previously been convicted in the United States and imprisoned for illegally crossing the border. He was prevented from boarding his flight as INZ considered it unlikely that he was a genuine visitor. Moreover, he did not have an outward ticket so failed the basic entry requirements as a visitor.

O TOP FIVE COUNTRIES WHERE PASSENGERS WERE OFFLOADED

**482** CHINA

302 INDIA 193 SAUDI ARABIA **147** FIJI

125 SOUTH AFRICA



• TOP FIVE PORTS WHERE PASSENGERS WERE OFFLOADED

238 KUALA LUMPUR 94 HONG KONG 86 DUBAI **72**GUANGZHOU

58 SINGAPORE

# **Managing risk onshore**

## - on arrival assessment

As someone passes through the border crossing process and comes closer to New Zealand, more information is available about their circumstances and they come into sharper focus. Sometimes the earliest appropriate interaction with a traveller will be when the passenger arrives onshore.

INZ's border officers are based at four key airports (Auckland, Christchurch, Queenstown and Wellington) and interact with passengers on arrival. Shortly after arrival, border officers will speak with passengers of interest to determine whether the passengers meet entry requirements. Doubts can stem from any number of circumstances, but in the past year INZ refused entry to 1,201 passengers for failing to meet various entry requirements.

While in INZ's care, passengers are requested to submit their fingerprints and have their photograph taken. Where the appropriate agreements are in place, this biometric information is checked against our partner countries' databases to determine whether they are persons of interest in other countries. Border officers interview passengers to determine their intentions while in New Zealand and then decide whether to grant entry permission or to turn around the passenger on the next available flight.

Passengers may come to the attention of INZ staff through the Risk Targeting Programme or through a referral from a partner border agency, such as MPI or Customs.



210 MALAYSIA **168** BRAZIL

83 CHINA

71 TAIWAN **70** AUSTRALIA



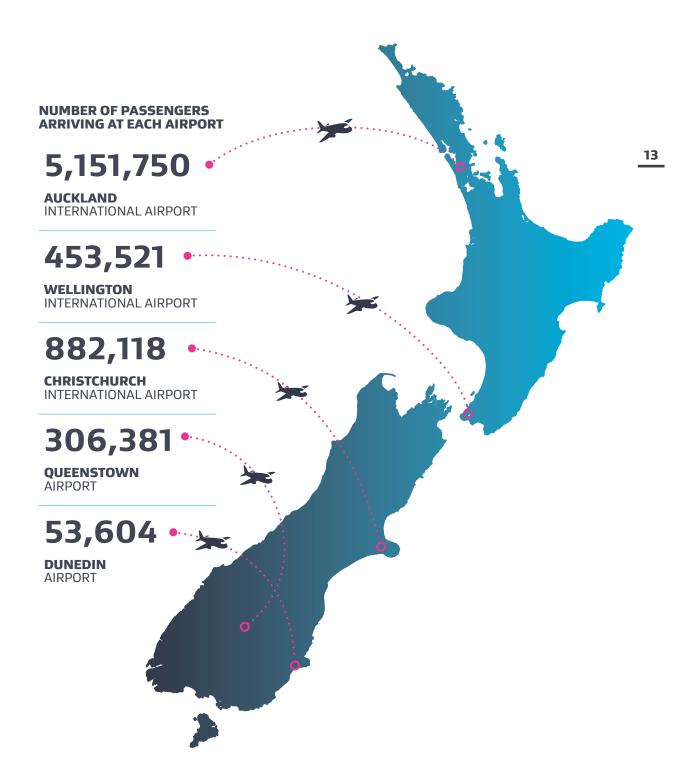


6,859,483

TRAVELLERS, UP FROM 6,542,421 (UP 4.8% ON LAST YEAR)

IMMIGRATION NEW ZEALAND

THE YEAR AT THE BORDER





# 37,652

INTERNATIONAL FLIGHTS ARRIVED IN NEW ZEALAND IN 17/18. THAT'S MORE THAN 100 A DAY, ON AVERAGE.

## **TOP TEN PASSENGER ARRIVALS BY COUNTRY**

2,848,419	NEWZEALAND
1,083,867	AUSTRALIA
579,235	C H I N A
374,538	GREATBRITAIN
359,855	U S A
145,383	I N D I A
125,388	G E R M A N Y
118,673	SOUTH-KOREA
116,895	J A P A N
114,053	FRANCE

#### **LESS-THAN-CANDID CAMERA CREW CAUGHT**

Six members of a Spanish film crew arrived into Queenstown Airport as visa-waiver travellers. The group came to the attention of Customs who noticed several pelican cases of expensive professional camera equipment. Customs referred the group to INZ. The visitors were initially circumspect about their intentions in New Zealand during the interview with INZ, claiming that they were attending the Winter Games held in Queenstown and Wanaka for personal reasons only. Eventually, the crew 'came clean' about their true intentions, which was to film a commercial and photograph a print campaign for a sportsperson. The group claimed they did not realise they needed to obtain work visas before travel. The border officer advised the group that, in future, work visas would be required for any work in New Zealand and used his discretion to grant work visas and entry permission to the group.

#### **SKIMMING ACROSS THE GLOBE**

A group of three Romanian nationals were interacted with shortly after their arrival at Auckland International Airport. While being spoken to by border officers, two group members admitted to having an adverse immigration history with the United Kingdom for criminal activities. The group did not have any knowledge or plans about what to see in New Zealand, leading to concerns they may undertake criminal activity here, including credit card skimming. The group were refused entry and departed on the next available flight.

#### **TALLINN LIES**

A woman from Estonia's capital city, Tallinn, claimed she was coming to New Zealand from London to holiday. On arrival at Auckland, the routine Risk Targeting Programme identified that she had previously been in New Zealand on a working holiday visa. Customs searched her luggage and a large quantity of lingerie and leather outfits were found. INZ found an advertisement on a New Zealand website for the traveller revealing she offered companionship and sexual services. At her interview she declared she had been deported and excluded from Australia for three years. While providing commercial sexual services is not unlawful in New Zealand, it is unlawful to do so on a temporary visa. The traveller was refused entry and departed on the next available flight.

#### TO COME OR TOGO

In 2016, a male from the African country of Togo twice applied for visitor visas to New Zealand, but he was unable to convince immigration officers that he was a genuine visitor. A year later, he obtained a French passport in a different name and travelled visa-waiver to New Zealand. Arriving at Wellington International Airport, he was questioned about his intentions in New Zealand. He told the border officer that he had never applied for a visa to New Zealand and did not disclose the previous declined applications. The border officer then discovered his second identity in INZ's system, linked the two identities and challenged the traveller on providing false and misleading information. He was refused entry and departed on the next available flight.

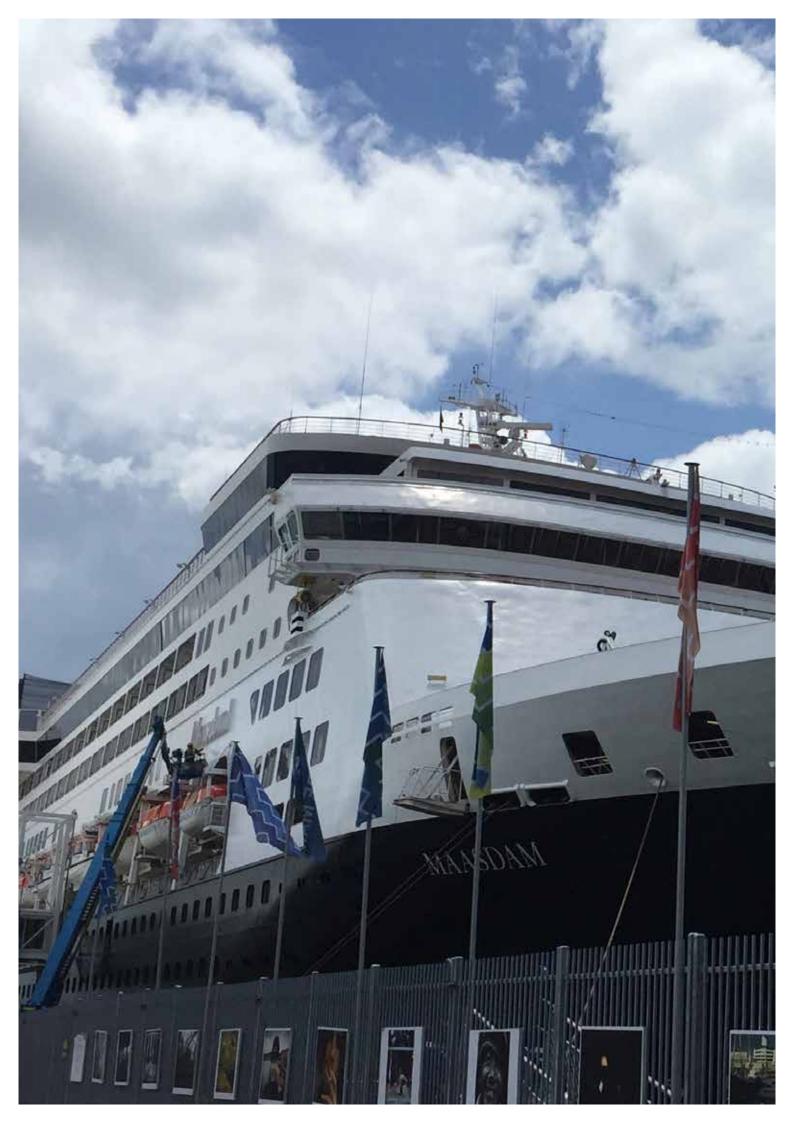
#### TAIWANESE TRAVELLER FAILS TO SEE HER POOR FORTUNE AT BORDER

During routine screening, a Taiwanese female suspected of travelling to New Zealand to work unlawfully in the sex industry was referred to INZ by Customs on arrival at Christchurch International Airport. During her interview, INZ discovered she had changed her name multiple times. She said this was because she did not like the first one and a fortune-teller told her the last one was bad luck. She had also been deported from the United States under that identity. It's a pity the fortune-teller failed to tell her she'd also have bad luck at the New Zealand border. She was refused entry for doubtful bona fides and departed on the next available flight.

#### **MODEL BEHAVIOUR**

A Polish model arrived into Auckland International Airport as a visitor from China, where she was working to promote a clothing label. She claimed she was coming to New Zealand to "see the nature" and visit a friend who was a New Zealand citizen. However, the border officer verified that her friend was outside New Zealand for a modelling job at the time, and that the passenger was in fact coming to work as a model in Queenstown. Her Facebook post revealed: "So I booked a 3 day job in New Zealand!!! Dreams do come true!" Working in New Zealand on a visitor visa is unlawful. Given her clear intention to work, the model was refused entry as a nongenuine visitor and departed on the next available flight.





## The marine border

New Zealand has become an increasingly popular destination for the foreign cruise market. Like any increase in traveller volumes, an increasing number of cruise ships brings more risk to the marine border.

In 2017/18, 38 different cruise vessels travelled to New Zealand from other parts of the world. Auckland was the most visited port with four out of five cruise ships to New Zealand berthing in Auckland.

Cruise ship expenditure in New Zealand reached \$434.0 million in the year ended June 2018, up 18.3 percent (\$67.1 million) following a 9.9 percent increase in the June 2017 year.¹ Much of the increase in passenger numbers came from strong growth in the cruise offseason, in both the September 2017 and June 2018 quarters. This demonstrates a move toward a cruise industry which is less reliant on the traditional summer season.





759
CRUISE VESSEL STOPS AT 28 LOCATIONS

DIFFERENT CRUISE VESSELS CAME TO NEW ZEALAND CRUISE LINES TRAVEL TO NEW ZEALAND

259,000

CRUISE SHIP PASSENGERS VISITED NEW ZEALAND IN THE YEAR ENDED JUNE 2018, UP NEARLY 17% ON THE PREVIOUS YEAR.



CRUISE PASSENGERS BY COUNTRY OF CITIZENSHIP:

44% 20% 13% NEW ZEALAND

8%
UNITED KINGDOM
CANADA

NEW ZEALAND

11%
OTHER

# Working with airlines

There are 30 commercial airlines flying to New Zealand. These airlines are subject to obligations under the Immigration Act 2009 and associated regulations. Obligations include the requirement to obtain and provide Advance Passenger Processing (APP) data to INZ for all passengers and crew before boarding, to comply with APP boarding directives and to check that people travelling to New Zealand hold the required documentation for immigration purposes. INZ's Carrier Relationship Team and ALOs work closely with airlines to ensure they meet these obligations.

Airlines are required to use the APP system in order to formally check in their inbound passengers. This is one of the key layers of the border crossing process. Training is offered by the Carrier Relationship Team and, at times, the network of INZ officials working abroad.

#### **CARRIER RELATIONSHIP TEAM SUPPORTS NEW ROUTE TO BALI**

On Friday, 15 June 2018, Emirates launched a new daily service from Dubai to Auckland via Bali. On board the inaugural flight was a group of special guests and media including New Zealand's Ambassador to Indonesia, His Excellency Trevor Matheson. The flight was welcomed by the Auckland International Airport with a water cannon salute.

INZ's Dubai-based ALO provided training to the Emirates ground handlers in Denpasar, and the Carrier Relationship Team worked closely with the airline to ensure the immigration requirements for the new route were met.

Those airlines that fail to use the APP system effectively may either have infringements issued under the Immigration Act 2009 or be prosecuted. The majority of airline infringements relate to passenger information requirements not being met. There were 733 infringement notices served in the 2017/18 financial year.

Airlines may also be prosecuted for obligation breaches and fined up to \$50,000 upon conviction. Since 2011, there have been 14 prosecutions of seven airlines for failing to comply with their obligations under the Immigration Act 2009. The airlines involved were all fined, with fines ranging from \$5,000 to \$12,000 per charge.

The Carrier Relationship Team also works with airlines and border officers to facilitate the departure of passengers who are either refused entry to or are being deported from New Zealand. This can be complicated work requiring a high level of cooperation between various parts of INZ, the airlines and sometimes the New Zealand Police.

#### **A DIFFICULT DEPORTATION**

In November 2015, an Afghan national travelling on a Russian passport arrived in Auckland on a Chinese airline flight from Guangzhou. After exhausting all options to remain in New Zealand, the traveller was to be deported back to Kabul, Afghanistan. The inbound carrier was required by law to arrange the passenger's outbound journey, however the airline did not fly to Kabul. Over a number of weeks, the Carrier Relationship Team worked closely with INZ's Compliance team, various airlines and third parties to arrange the passage for the traveller.

In 2017/18, training was provided to over 700 airline staff across seven key airports in the Middle East by INZ's ALO stationed in Dubai. This capacity building helps to keep immigration risk offshore. Part of this work included training delivered to the outstation staff of Fly Dubai, which is an airline affiliated with Emirates Airlines. As a result, staff from ports in Africa, the Middle East and South Asia learned about New Zealand's immigration system and what INZ needs them to do to help protect the New Zealand border.

#### **CONGOLESE STOPPED BY TRAINING**

A person on a Congolese passport sought to travel from Denpasar to Auckland via Brisbane. The training provided to the airline by the ALO helped the check-in agent establish that this passenger was using a stolen passport and therefore not entitled to use that document. The airline worked closely with the ALO to ensure this passenger did not make it to New Zealand.



# Working with our border partners

INZ works actively and in close collaboration with partner agencies to manage and protect the New Zealand border.

Amongst others, Customs, MPI, AvSec and New Zealand Police all play a part in safeguarding New Zealand from a variety of risks at our air and sea ports. These risks include: the importation of illicit substances, laundered money, biosecurity risks, criminality and terrorism. Unlike other countries that employ an integrated model, where similar agencies are integrated into one or two larger border bureaux, New Zealand's border agencies remain separate entities but work closely together on a daily basis. Some of this joint work features in the popular television series *Border Patrol* which has just finished its tenth season in New Zealand.

## **Integrated Targeting Operations Centre**

The Integrated Targeting Operations Centre (ITOC) is an excellent example of this collaboration. On a 24/7 basis, staff from the key border agencies based at the shared ITOC identify inbound and outbound threats to New Zealand. This is a cooperative and connected way of managing the border that enables the removal of duplication, a shared understanding of common and agency-specific risks, and the sharing of resources. The ITOC will play an increasingly important role in managing immigration risk at both air and sea borders.

#### **MAN WITH MOTORCYCLE GANG LINKS STAYS ONLY 18 HOURS**

INZ received credible information that an Australian man travelling to Queenstown was an active patched member of the Mongols, an outlawed motorcycle gang. He was travelling with other family members. INZ and Customs worked together to interact with the group. Although the man claimed that he had left the gang two years ago due to family commitments, INZ concluded that he was, or was likely to be, a threat or risk to public order and refused him entry to New Zealand. INZ worked closely with New Zealand Police who placed the man in custody and he left Queenstown on the next available flight.

## **BRITISH WINTER WORKER WITH KIWI ROOTS**

A British traveller arrived in Queenstown to work the winter season in Otago, but without a work visa. Having travelled to New Zealand for the first time, the passenger revealed at interview that he had a Kiwi father. The border officer contacted Department of Internal Affairs and confirmed that the passenger was in fact a New Zealand citizen by descent. The Brit/Kiwi was given a citizenship endorsement into his passport and was permitted to enter and work in New Zealand as a New Zealand citizen. Ultimately, the best way to prove your New Zealand citizenship at the border is by a New Zealand passport.

#### A PERMANENT HONEYMOON IN NEW ZEALAND

A newly-wed American couple travelled to New Zealand for their honeymoon. The couple did not have an outward ticket and were referred to INZ by Customs. When questioned by INZ, the husband admitted to serving prison time in the United States for possession of narcotics with intent to distribute. When this information came to light, INZ referred the couple to Customs for a baggage search. Customs found drugs in the couple's luggage, including prefilled syringes of Naloxone Hydrochloride. The couple also carried suitcases full of family photo albums and too many pairs of shoes considered reasonable for a short holiday. This indicated that the honeymooning couple were planning more than just a visit to New Zealand. Back at the INZ office, the couple admitted that they were unemployed and wanted to travel to New Zealand to "start a new life." Unfortunately, for this failed fresh start, the husband did not meet New Zealand's entry requirement to be of good character. The couple were returned home to the United States on the first available flight.

#### **PARTY-LOVING BRIT'S LUGGAGE GAVE AWAY DRUG USE**

A young British man flew into Queenstown from Melbourne in January. After being selected for a search by Customs due to nervous behaviour, swabs taken from his luggage positively indicated drugs. The man admitted to being a regular user of class A and C drugs and had been convicted in Australia of possession of MDMA. When referred to INZ, he told the border officer that he was in New Zealand to visit a friend that he had regularly partied and taken drugs with. He also admitted to arranging his sister to send him three Christmas cards – each containing a gram of cocaine. Candidly, he also admitted to selling drugs in both Australia and the United Kingdom to finance his "party lifestyle". He told the border officer that doing and selling drugs was not a big deal as "everyone did it". The passenger was on a plane back to Melbourne nine hours later, instead of his onward flight to Rarotonga as originally planned.





## **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



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