

OC251062

12 December 2025

[REDACTED]

Tēnā koe [REDACTED]

I refer to your email dated 15 November, requesting the following under the Official Information Act 1982 (the Act):

- “1) What agencies did the Ministry seek input from in preparing the Aviation Action Plan*
- 2) What input was received by agencies in developing the Aviation Action Plan?*
- 3) Was a draft plan produced for consultation, and what individuals or agencies were asked for feedback on the draft plan?”*

In response to part one of your request I can advise that Ministry sought input from the following agencies:

- Airways NZ
- Civil Aviation Authority
- Ministry of Business, Innovation and Employment
- New Zealand Defence Force
- Ministry of Education
- Te Puni Kōkiri
- MetService
- Ringa Hora.

In relation to part two of your request, 26 documents fall within the scope and are detailed in the document schedule attached as Annex 1. The schedule outlines how the documents you requested have been treated under the Act.

Certain information is withheld under the following sections of the Act:

- | | |
|---------|---|
| 6(a) | as release would be likely to prejudice the security or defence of New Zealand or the international relations of the New Zealand Government |
| 9(2)(a) | to protect the privacy of natural persons |

- | | |
|-------------|---|
| 9(2)(b)(ii) | to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information |
| 9(2)(g)(i) | to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any public service agency or organisation in the course of their duty |

With regard to the information that has been withheld under section 9 of the Act, I am satisfied that the reasons for withholding the information at this time are not outweighed by public interest considerations that would make it desirable to make the information available.

In response to part three of your request (on whether a draft plan was produced for consultation, and what individuals or agencies were asked for feedback on the draft plan) I can advise the following:

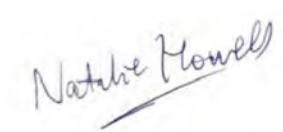
- Multiple drafts were prepared during the development of the Action Plan, including early drafts that had different titles (the National Aviation Policy Statement and the Vision for Aviation to 2035). The agencies listed in the answer to part one of your request were asked for feedback on one or more drafts.
- In addition to these agencies, members of the Interim Aviation Council – including agency and private sector representatives – were asked for feedback on multiple drafts of the Action Plan. Members of the Interim Aviation Council were:
 - Audrey Sonerson/Ruth Fairhall - Ministry of Transport (chair)
 - David Morgan - Air New Zealand
 - James Young - Airways New Zealand
 - Simon Wallace - Aviation Industry Association
 - Carrie Hurihanganui - Auckland International Airport Limited
 - Cath O'Brien - Board of Airline Representatives of New Zealand
 - Catherine McGowan - Wisk Aero
 - Keith Manch - Civil Aviation Authority
 - Mahanga Maru - Air Ruatoria
 - Carolyn Tremain - Ministry of Business, Innovation and Employment
 - Andrew McKeen - New Zealand Airline Pilots Association
 - Billie Moore - New Zealand Airports Association
 - Darryn Webb - New Zealand Defence Force
 - Bob Henderson - NZ Aviation Federation.
- Members of the Interim Aviation Council Working Group were also consulted on drafts. The Interim Aviation Council Working Group included lower-level representatives of the same organisations that were represented at senior level on the Interim Aviation Council, with the addition of MetService.

- Representatives from Air Ruatoria, Airways, Ministry of Business, Innovation and Employment, New Zealand Defence Force, and Air New Zealand were also asked to give feedback on the draft Action Plan from a Te Ao Māori perspective.

You have the right to seek an investigation and review of this response by the Ombudsman, in accordance with section 28(3) of the Act. The relevant details can be found on the Ombudsman's website www.ombudsman.parliament.nz

The Ministry publishes our Official Information Act responses and the information contained in our reply to you may be published on the Ministry's website. Before publishing we will remove any personal or identifiable information.

Nāku noa, nā

A handwritten signature in blue ink that reads "Natalie Howell". The signature is written in a cursive style and is positioned above the printed name.

Natalie Howell
Acting Manager, Aviation

Annex 1: Document Schedule

Doc #	Date	Title of Document	Proposed decision on request
1	13 March 2025	RE: IAC Working Group Meeting	Released with some information withheld under sections 6(a) and 9(2)(a).
2	20 March 2025	MS Edits Draft Vision for Aviation to 2035	Released with some information withheld under sections 6(a) and 9(2)(a).
3	17 March 2025	RE: Aviation Council Working Group Papers - 13 March 2025	Released with some information withheld under sections 6(a) and 9(2)(a).
4	7 April 2025	RE: Vision feedback - Airways2	Released with some information withheld under section 9(2)(a).
5	18 July 2025	RE: Aviation Action Plan - additional action	Released with some information withheld under section 9(2)(a).
6	30 July 2025	RE: Aviation Action Plan	Released with some information withheld under sections 6(a), 9(2)(a) and 9(2)(g)(i).
7	13 March 2025	RE: Aviation Council Working Group Papers - 13 March 2025	Released with some information withheld under sections 6(a) and 9(2)(a).
8	14 May 2025	RE: Revised Vision document for your comment Sec: unclassified	Released with some information withheld under sections 6(a), 9(2)(a) and 9(2)(g)(i).
9	14 March 2025	RE: Aviation Council Working Group Papers - 13 March 2025	Released with some information withheld under section 9(2)(a).
10	15 May 2025	RE: Revised Vision document for your comment	Released with some information withheld under sections 6(a) and 9(2)(a).
11	13 June 2025	RE: Security text in Vision - and proposed new action	Released with some information withheld under section 9(2)(a).
12	13 June 2025	RE: Meeting briefing - CAA contact	Released with some information withheld under section 9(2)(a).
13	19 June 2025	RE: Pilot quals	Released with some information withheld under sections 6(a) and 9(2)(a).
14	3 September 2025	RE: Minister's feedback on Action Plan	Released with some information withheld under sections 6(a) and 9(2)(a).

Doc #	Date	Title of Document	Proposed decision on request
15	5 September 2025	Re: Minister's feedback on the Aviation Action Plan	Released with some information withheld under section 9(2)(a).
16	19 May 2025	FW: Revised Vision document for your comment Sec: unclassified	Released with some information withheld under sections 6(a), 9(2)(a) and 9(2)(g)(i).
17	20 March 2025	RE: Draft Vision for Aviation	Released with some information withheld under section 9(2)(a).
18	11 April 2025	RE: Question about Action to include in the Vision for Aviation to 2035	Released with some information withheld under section 9(2)(a) and 9(2)(b)(ii).
19	23 June 2025	RE: Follow-Up from Today's Meeting – Aviation Workforce Development Next Steps	Released with some information withheld under section 9(2)(a).
20	15 July 2025	RE: Pilot training - how it all fits together	Released with some information withheld under section 9(2)(a).
21	29 August 2025	RE: Edits to actions in Action Plan	Released with some information withheld under section 9(2)(a).
22	31 January 2025	RE: Feedback for NAPS + Update on chat with MBIE	Released with some information withheld under section 9(2)(a).
23	25 March 2025	RE: Workforce extract for MinEdu 20 March.docx	Released with some information withheld under section 9(2)(a).
24	11 April 2025	RE: Question about Action to include in the Vision for Aviation to 2035	Released with some information withheld under section 9(2)(a).
25	23 June 2025	RE: Question about Action to include in the Vision for Aviation to 2035	Released with some information withheld under section 9(2)(a).
26	29 August 2025	RE: Minister's feedback on Aviation Action Plan	Released with some information withheld under section 9(2)(a).

Harry Atkins

From: Ray Thorpe <Ray.Thorpe@metservice.com>
Sent: Thursday, 13 March 2025 8:27 am
To: Isabel Avery, § 9(2)(a); § 9(2)(a); Billie Moore; § 9(2)(a); John Kay; § 9(2)(a); Victoria Hodgson <Victoria.Hodgson2@mbie.govt.nz>; Steve Smyth <Steve.Smyth@caa.govt.nz>; catherine.macgowan § 9(2)(a); eleonora.sparagna@education.govt.nz; AIAL RES - Pūteketeke (6 seats), Quad5 Level 2; § 9(2)(a); Stuart Worden; § 9(2)(a); Chris Noble (MetService)
Cc: Siobhan Routledge; Tom Forster; Natalie Howell; Carolina Durrant; Garrick Wood
Subject: RE: IAC Working Group Meeting

Mōrena, good morning to the A team.

Had a session with our team early this am and offer the following for consideration by the WG please in the Draft Vision Paper.

MetService initiatives and tasks featured prominently in New Southern Sky, the foundation of the current Air Navigation Systems Review.

Regardless of the outcome of the upcoming NIWA-MetService-GNS merger into 1 of 4 proposed PRO's, the provision of meteorological services to the aviation system are not expected to change that much. The name of the new PRO could replace MetService in future documentation.

The effects of climate change and resulting decarbonisation initiatives feature prominently in New Zealand's aviation system current and future planning.

MetService was deemed an essential service during the recent pandemic and given the importance of its role in severe weather events like TC Gabrielle, MetService should be named and included in the roles and responsibilities sector. The only reference to MetService in the document is under government ownership of SOEs Airways and MetService.

We offer the following for consideration please.

Meteorological Service of New Zealand Ltd (MetService)

MetService provides the aerodrome forecasts, severe weather warnings, observation systems and volcano eruption monitoring services for New Zealand airspace, as well as supporting civil aviation and defence for search and rescue operations, disaster response and collaboration with other national and private weather service providers.

Ngā mihi/kind regards

Ray



Ray Thorpe (He/Him)
 General Manager Aviation Business
 MetService – Te Ratonga Tiorangi

§ 9(2)(a)

110 Featherston Street, Wellington 6011



metservice.com

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From: Isabel Avery <I.Avery@transport.govt.nz>

Sent: 30 October 2024 08:56

To: s 6(a) s 9(2)(a) Billie Moore

<billie.moore@nzairports.co.nz>;

John Kay <John.Kay@caa.govt.nz>;

Victoria Hodgson <Victoria.Hodgson2@mbie.govt.nz> <Victoria.Hodgson2@mbie.govt.nz>; Ray Thorpe

<Ray.Thorpe@metservice.com>; Steve Smyth <Steve.Smyth@caa.govt.nz> <Steve.Smyth@caa.govt.nz>;

catherine.macgowan s 9(2)(a)

eleonora.sparagna@education.govt.nz; AIAL RES - Pūteketeke (6 seats),

<Stuart.Worden@caa.govt.nz>;

Mark Blanchard <mark.blanchard@airways.co.nz>; Chris Noble <Chris.Noble@metservice.com>

Cc: Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Natalie Howell

<N.Howell@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; Garrick Wood

<G.Wood@transport.govt.nz>

Subject: RE: IAC Working Group Meeting

Hi all,

The attachments might be too large for some recipients, so I've included alternative documents.

Cheers,

Isabel

From: Isabel Avery

Sent: Wednesday, 30 October 2024 8:42 am

To: s 6(a) s 9(2)(a) Billie Moore

<billie.moore@nzairports.co.nz>;

John Kay <John.Kay@caa.govt.nz>;

Victoria

Hodgson <Victoria.Hodgson2@mbie.govt.nz> <Victoria.Hodgson2@mbie.govt.nz>; Ray Thorpe

<Ray.Thorpe@metservice.com> <Ray.Thorpe@metservice.com>; Steve Smyth <Steve.Smyth@caa.govt.nz>

<Steve.Smyth@caa.govt.nz>; catherine.macgowan s 9(2)(a)

eleonora.sparagna@education.govt.nz; AIAL RES - Pūteketeke (6 seats),

Stuart Worden

<Stuart.Worden@caa.govt.nz>;

Mark.Blanchard@airways.co.nz; Chris

Noble (MetService) <Chris.Noble@Metservice.com>

Cc: Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Natalie Howell

<N.Howell@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; Garrick Wood

<G.Wood@transport.govt.nz>

Subject: RE: IAC Working Group Meeting

Good morning all,

Apologies for the delay in sending out the papers due to the Labour Weekend.

Please find the attached papers for tomorrow's IAC Working Group meeting.

Kind regards,

Isabel Avery

M: [s 9\(2\)\(a\)](tel:) | E: i.avery@transport.govt.nz | transport.govt.nz



-----Original Appointment-----

From: Siobhan Routledge <S.Routledge@transport.govt.nz>

Sent: Tuesday, 10 September 2024 9:37 am

To: Siobhan Routledge; Tom Forster; [s 9\(2\)\(a\)](mailto:); [s 6\(a\)](mailto:); [s 9\(2\)\(a\)](mailto:); Billie Moore; [s 9\(2\)\(a\)](mailto:); Isabel Avery; John Kay; [s 9\(2\)\(a\)](mailto:); Garrick Wood; Victoria Hodgson <Victoria.Hodgson2@mbie.govt.nz>; Carolina Durrant; Ray Thorpe <Ray.Thorpe@metservice.com>; Steve Smyth <Steve.Smyth@caa.govt.nz>; catherine.macgowan [s 9\(2\)\(a\)](mailto:) [s 9\(2\)\(a\)](mailto:)

Mark.Blanchard@airways.co.nz

Cc: Stuart Worden; Natalie Howell; AIAL RES - Pūteketeke (6 seats), [s 9\(2\)\(a\)](mailto:) Chris Noble;

eleonora.sparagna@education.govt.nz

Subject: IAC Working Group Meeting

When: Thursday, 31 October 2024 1:30 pm-3:00 pm (UTC+12:00) Auckland, Wellington.

Where: Microsoft Teams Meeting; 3QW.04 Matariki (Internal 12 pax)

Microsoft Teams [Need help?](#)

[Join the meeting now](#)

Meeting ID: 433 300 136 702

Passcode: qNJQjM

Dial in by phone

[+64 4 886 1744, 539798013#](tel:+6448861744539798013) New Zealand, Wellington

[Find a local number](#)

Phone conference ID: 539 798 013#

Join on a video conferencing device

Harry Atkins

From: Ray Thorpe <Ray.Thorpe@metSERVICE.com>

Sent: Thursday, 20 March 2025 8:31 am

To: Natalie Howell <N.Howell@transport.govt.nz>

Cc: Mark Blanchard <mark.blanchard@airways.co.nz>; s 9(2)(a) Isabel Avery

<l.Avery@transport.govt.nz>; Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster

<t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; s 6(a);

s 9(2)(a) Billie Moore <billie.moore@nzairports.co.nz>; s 9(2)(a)

John Kay <John.Kay@caa.govt.nz>; John Hall

s 9(2)(a) CM.Smyth, Steve <steve.smyth@caa.govt.nz>;

catherine.macgowan

Stuart Worden

<Stuart.Worden@caa.govt.nz>; Chris Noble (MetService) <Chris.Noble@MetSERVICE.com>; Saskia Vervoorn

<saskia.vervoorn@mbie.govt.nz>; President NZALPA <president@nzalpa.org.nz>

Subject: MS Edits Draft Vision for Aviation to 2035

Mōrena/Good morning, Natalie and the "A Team"

Happy Thursday. Please find attached the MetService feedback added the draft document, with track changes on.

Ngā mihi/kind regards

Ray



Ray Thorpe (He/Him)
General Manager Aviation Business
MetService – Te Ratonga Tiorangi

s 9(2)(a)

110 Featherston Street, Wellington 6011
PO Box 722, Wellington 6140, New Zealand



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Version 11 March 2025 – for Working Group feedback

Vision for Aviation to 2035

Key Interim Aviation Council Actions

[Photo]

March 2025

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Minister’s foreword

[xxx]

Likely themes:

- Grow and show our country
- Keep Kiwis connected

Hon James Meager
Associate Minister of Transport

Other forwards needed here too.

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Aviation in New Zealand

1. Aviation is critically important to help grow New Zealand's economy by facilitating resilient global connections, tourism and trade. Given our location and our geography, aviation is necessary for international travel and it is not always possible to swap to road, rail or ferries, as many other countries can, to replace regional flights.
2. The economic benefits of aviation are significant. Aviation makes it possible for millions of tourists to visit each year, supporting local businesses including hotels, restaurants, and attractions. Visitors generate substantial revenue and help create jobs in the tourism sector. International visitors contributed \$16.9 billion to New Zealand's economy in the year to March 2024; domestic tourism expenditure in the same period was \$27.5 billion.¹
3. Aviation plays a vital role in the transport of high value, perishable and critical products that must reach international markets in a timely way like seafood, value added dairy products, and fresh produce. Efficient air freight services transport these products to international markets quickly, maintaining their quality and competitiveness. Domestic air cargo services provide time critical connections to export hubs for many of these products. Airfreight carries around 16 percent of our exports and 22 percent of our imports by value.
4. The importance of our aviation system and the international connectivity it provides was apparent during the COVID-19 pandemic. Air connectivity ensured the supply and availability of the vaccines and personal protective equipment necessary for the pandemic response and ongoing societal resilience. Throughout the pandemic, and with Government support, the aviation sector continued to import other essential supplies, while carrying valuable exports to world markets.
5. Aviation also supports international and domestic social connectivity. Over 30 percent of international visitors to New Zealand in the three months ending 30 September 2024 were visiting friends and family as the primary purpose of their trip.² Domestically, flying times between urban centres, in our long and sprawling country, are typically 80-90 percent shorter than driving. This drastically improves social connectivity, noting that 78 percent of New Zealanders live within a 45-minute off-peak drive from an airport.³
6. New Zealand's domestic aviation network provides good geographic coverage (see **Annex 1**). Air New Zealand operates to 20 domestic destinations, while Jetstar serves five. In addition around eight smaller airlines provide scheduled services, predominantly linking smaller towns with larger centres and offering charter flights. While key routes are well-served with frequent flights, some smaller communities face challenges in maintaining regular and affordable air connectivity.

¹ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

² MBIE International Visitor Survey <https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/international-visitor-survey-ivs>

³ Facilitating prosperity. The economic contribution of Air New Zealand. Report to Air New Zealand 08 December 2023. Sense Partners. (pp. 3-4 & 11)

7. We have over 30 airports serving scheduled domestic routes, and five international airports. Airports are businesses operating within regional economies and are hubs for commercial and industrial activity. In 2013 it was estimated that airports and businesses located within airport environs generated \$4.6 billion in economic activity, not including facilitated tourism and trade.⁴ In 2024, an economic analysis estimated that Auckland Airport alone generated \$1.4 billion of economic impact.⁵
8. The commercial air transport sector, together with the tourists arriving by air that it brings to New Zealand, were estimated in 2023 to support 177,000 jobs and contribute USD 14.2 billion gross value to New Zealand's GDP – with a total of 5.6 percent of GDP supported by the air transport sector and foreign tourists arriving by air.⁶
9. Emerging aviation and aerospace opportunities also have significant economic growth potential for New Zealand.
10. The benefits quantified above do not include those from other sectors in the New Zealand aviation system, such as commercial general aviation, which makes an important economic contribution of its own. General aviation (such as charter and freight, aerial work, flight instruction, ground aviation services, and agricultural aviation) supports economic activity in the regions and plays a key part in the aviation system workforce and capability supply chain. Sport and recreational aviation associations provide social benefits to the wider community.
11. New Zealand relies on the aviation sector for disaster support and relief in times of national emergency, for example in the response to Cyclone Gabrielle. Emergency services, including firefighting, aero-medical flights and search and rescue, provide essential, lifesaving services.
12. Despite its strengths, the sector is facing challenges and change. Sector growth, safety and security are of critical importance to the aviation sector and those who benefit from it, but an evolving geopolitical environment is placing a growing strain on the rules-based order. Meanwhile the sector is entering a period in which it will be transformed by the rapid innovation and adoption of advanced air mobility and other new technology, and by the need to decarbonise. Now is the right time for the sector and Government to work together to set a shared ambition and direction for aviation in New Zealand.

⁴ New Zealand Airports Association.

⁵ <https://airport-world.com/auckland-airport-remains-key-economic-generator-for-new-zealand/>

⁶ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

Ambition Statement

13. The Council shares an ambition:
- New Zealand's aviation sector grows, innovates, and contributes to a thriving, **productive, connected** and **resilient** country.
 - International and regional air connectivity, integrated with other modes of transport, bolsters **economic growth opportunities** and **resilience**
 - **Safety and security** are continuously improved, while New Zealanders and visitors enjoy **accessible and efficient** services.
 - Our **world-class aviation regulatory environment** is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive.
 - Aviation provides attractive, highly skilled jobs and is a **desirable career path**
 - Iwi and hapu see exciting opportunities in the aviation sector
 - The aviation system nurtures and embraces **advanced aviation technologies** that can safely drive productivity, attract investment, and benefit New Zealand and New Zealanders.
 - All involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of **net zero carbon emissions** by 2050.

Commented [RT1]: Given recruitment and retention across multiple areas - not really a desirable career path after COVID redundancies.

The Interim Aviation Council's role in developing the Vision for Aviation

14. The Interim Aviation Council was set up after the independent panel reviewing the Air Navigation System said, in its May 2023 report, that improving system leadership was the critical priority for aviation
15. The Panel's nine recommendations aimed to strengthen the system to seize future opportunities and challenges. The Panel recommended that system leadership be driven through:
- a ministerially-appointed interim and then permanent Aviation Council with whole-of-system oversight responsibilities
 - a new and long-range Vision for Aviation
 - a Flight Plan for New Zealand: a medium-term direction for aviation and air navigation.
16. The Council's role is to provide a whole-of-system perspective on the current and future direction of aviation, focusing on system-level strategy, performance, change management and thought leadership. The Council oversees matters of national significance to the aviation sector including infrastructure, workforce, consumers, international engagement, regulation, safety and security, environmental sustainability and system growth.

⁷ <https://www.transport.govt.nz/area-of-interest/air-transport/aviation-system-review>

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17. The Council includes representatives from the following organisations:
 - Ministry of Transport (chair)
 - Air New Zealand
 - Air Ruatoria
 - Airways New Zealand
 - Auckland International Airport Limited
 - Aviation Industry Association
 - Board of Airline Representatives of New Zealand
 - Civil Aviation Authority
 - Ministry of Business, Innovation and Employment
 - New Zealand Air Line Pilots Association
 - New Zealand Airports Association
 - New Zealand Aviation Federation
 - New Zealand Defence Force
 - Wisk Aero.
18. The Vision for Aviation has been developed by the Interim Aviation Council in a collaboration between Government agencies and industry. Working together, they have set out an ambitious plan focused on growth and innovation, with safety at the core.
19. In setting up the Interim Council and developing this Vision for Aviation, industry and Government are delivering on the Air Navigation Systems Review's critical priority: improving system leadership. Now that the Vision for Aviation is complete, the interim Council will focus on its other tasks
 - advising on the sector's response to and prioritisation of, the remaining Air Navigation System Review panel recommendations
 - working with the Ministry of Transport to develop terms of reference for a permanent Aviation Council; and
 - enabling Government, agencies, and the aviation sector to voice their opinions and provide advice and recommendations on how to address challenges facing the sector and how best to embrace opportunities.

How we will achieve our ambition

20. The Council has identified priority areas that will contribute to achieving its long-term ambitions for aviation. These priority areas are discussed below, along with shorter-term initial actions under each priority area. The actions are stepping stones that will set us up for longer-term initiatives.
21. Success will rely on different groups working together, including government agencies and the private sector.

Roles and responsibilities

22. Industry, Government and not-for-profit organisations have important roles to play in the aviation sector.
 - The private sector owns and operates airports, air operators (including those providing scheduled passenger services, air cargo services, adventure aviation, charters, agricultural aviation, and advanced aviation), maintenance providers, manufacturers, training providers, and many other businesses directly and indirectly involved in the aviation sector.
 - The Government facilitates competition and growth in the market while regulating the sector to ensure safety and other key outcomes and maintain New Zealand's international reputation. The Government also owns or partly owns some entities and businesses that operate within the sector, for example:
 - State-owned enterprises Airways and MetService
 - a 51 percent stake in Air New Zealand
 - 50 percent of six "joint-venture" airports
 - Shareholdings in Christchurch, Hawke's Bay and Dunedin airports
 - Local authorities wholly own seven airports and partially own several others (including the joint-venture airports).
 - Not-for-profit organisations are involved in sport and recreational aviation.
 - Industry associations, unions, federations and other organisations represent aviation businesses and professionals working in the sector.
23. This section describes the roles and responsibilities of some Government agencies and key stakeholders in the aviation sector.

Minister of Transport

24. The Minister of Transport sets the strategic direction for aviation in New Zealand and has the primary role in establishing the laws, regulations, and rules that govern the aviation sector. The Minister ensures that aviation policies align with national goals for safety, security, and economic growth.

Interim Aviation Council

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25. The Interim Aviation Council (the Council) oversees the strategic direction and addresses emerging challenges in New Zealand's aviation sector. The Council aims to ensure a coordinated, future-focused aviation sector that supports economic growth, safety, and sustainability.
- Provides oversight and leadership for the aviation sector
 - Helps develop comprehensive sector-wide documents, such as this Vision for Aviation
 - Collaborates with public and private sector leaders to set system priorities
 - Supports development of policy focusing on workforce needs, infrastructure, regulation, innovation, safety, security, international engagement, consumer protection, and sustainability
 - Engages with stakeholders, including government agencies, Māori, and international bodies.

Ministry of Transport

26. The Ministry of Transport (the Ministry) provides strategic advice to the Minister on the policy and regulatory settings for the aviation system.

Ministry of Education

27. The Ministry of Education shapes an education system that delivers equitable and excellent outcomes. It develops strategic policy for the education sector, supports education providers, and ensures the education system meets the needs of students and the workforce.

Ministry of Business, Innovation and Employment (MBIE)

28. MBIE develops and delivers policy, services, advice, and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. It plays a key role in various sectors, including aviation.

Civil Aviation Authority (CAA)

29. The CAA is New Zealand's specialist aviation safety and security regulator. It ensures compliance with aviation safety standards, oversees the certification and surveillance of aviation activities, and collaborates with international aviation organisations.

Aviation Security Service (AvSec)

30. AvSec is an operational unit within the CAA. AvSec is responsible for aviation security in New Zealand. It screens passengers and their luggage, ensuring compliance with security regulations and maintaining a safe travel environment.

Airways New Zealand

31. Airways New Zealand provides air traffic control and navigation services. It ensures the safe and efficient movement of aircraft within New Zealand and oceanic airspace.

New Zealand Defence Force (NZDF)

- 32. The NZDF supports civil aviation through search and rescue operations, disaster response, and providing airspace security.

Private Sector

- 33. The private sector includes airlines, aviation service providers, and other businesses that operate commercially within the aviation sector. These stakeholders play a large role in maintaining operational standards, investing in infrastructure, and driving innovation.

Industry Bodies/NGOs

- 34. Various associations, unions, and other organisations represent the interests of the aviation sector in New Zealand. These organisations play an important role in ensuring members' views and interests are understood and considered.

Meteorological Service of New Zealand Ltd (MetService)

- 35. MetService provides a range of aviation weather products and services, including observations, forecasts, warnings, and volcanic ash advisory services for New Zealand airspace. MetService also supports civil aviation and defence for search and rescue operations, disaster response, and collaboration with other national and private weather service providers and ICAO.

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Commented [RT2]: As per my earlier email, MET needs to be represented as separate key component of any aviation system as it is in the ICAO ANP. The effects of climate change and resulting decarbonisation initiatives feature prominently in New Zealand's aviation system current and future planning. MetService was deemed an essential service during the recent pandemic and given the importance of its role in severe weather events like TC Gabrielle, MetService should be named and included in the roles and responsibilities sector. This is referred to in the Ambition section detail re-numbered 46

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Supporting system growth

Current state

35-36. New Zealand largely follows a user-pays approach to aviation. This means that the costs associated with aviation services and infrastructure are primarily covered by the participants in the system – airports, airlines, aviation businesses – and then passed on to the ultimate users, the passengers and freight customers.

Commented [RT3]: Events like the COVID Pandemic demonstrated the need for Core Aviation Services to be funded by central govt to future proof the aviation system against similar prolonged events. An agreed Minimal Viable Aviation Infrastructure could be centrally funded to future proof the aviation system. This would provide security for service providers providing these core services and allow greater access for the private sector to compete for provision of value add services, driving innovation and help reduce costs.

36-37. There is some cross-subsidisation between different user groups in the setting of fees, levies and charges. Whilst it might be impossible to eliminate cross-subsidies entirely, they must be justified, as they hinder cost reduction and efficiency.

37-38. Funding for aviation comes from various sources, including, but not limited to:

- Government funding through the Ministry of Transport for, for example, policy and rules development, and for the provision of meteorological information to non-commercial general aviation
- the CAA operates under a cost recovery model which means its services are largely funded through user charges - levies, fees, and charges - because they benefit distinct user groups
- airport revenues from airlines' landing fees and commercial activities
- Airwaysairlines' fees and charges for air navigation services
- MetService charges for the provision of Aviation Meteorological service
- private investment such as aircraft leasing and aviation technology development.

Commented [RT4]: MetService contract with MoT which has limited funding for the provision of NZ MET for non commercial GA such as NZ registered recreational/private pilots conducting flights in the NZ FIRs. This helps to negate cross subsidization from any other sector for non commercial aviation operations.

Commented [RT5]: Assume this means Airways not Airlines

Commented [RT6]: Part of user pays approach for aviation, cost recovery processes and mandate as an SOE. How and if this will change as part of the NEW NIWA GNS MetService PRO is debatable. Most likely out come given current CAA and ISO certification costs/overheads, is that the user pays model will be retained for the supply of Meteorological services to Aviation.

38-39. Tourism and trade lead to higher revenue, through increased passenger and cargo traffic.

39-40. Aviation businesses are facing a range of pressures such as increasing costs, supply chain challenges and workforce shortages. There is also an infrastructure deficit across the sector, driving increased costs.

Ambition

40-41. New Zealand's aviation system should grow in a way that strengthens its financial and environmental sustainability, supports regional and international connectivity, and maximises economic growth, including through the adoption of new technologies.

41-42. We need to ensure that the aviation funding model (including design of levies, fees and charges) drives efficiencies in the regulator and participants and contributes to achieving our vision for the sector.

42-43. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Interim Aviation Council	?

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Ministry of Transport / CAA with input from the sector	Undertake a first principles CAA funding review
Ministry of Transport	Progress aviation data collection and reporting to support policy and investment decisions
Ministry of Transport/ MBIE	Ensure policy settings support competition and facilitate air traffic growth, both domestically and internationally. [MBIE what are your thoughts? To discuss.]
MBIE/ Ministry of Transport	Align tourism strategies with aviation policy to strengthen competition and international air connectivity, regional air connectivity and visitor dispersal [MBIE what are your thoughts? To discuss.]

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Infrastructure

Current state

43-44. Aviation infrastructure includes, but is not limited to, airspace design, system navigation aids, system communications, meteorological observation systems and take-off and landing points that are needed for a safe, secure and effective public network of air transport.

Commented [RT7]: This includes a network of automatic weather observation systems AWOS at airports, web cams and AWIBs (automated Weather Information Broadcasts) plus supplementary AWOS outside of Airports across NZ maintained by MetService to required ICAO/WMO stds. Also a lightning detection system (LDS)

44-45. It is important to have a good understanding of the current state of key aviation infrastructure. International air travel relies heavily on a limited number of airports for emergency landings and diversions. Air travel is a lifeline for extremely remote communities where there is no reliable alternative. We need to ensure the sustainability and resilience of our current infrastructure system, while preparing for the future. Resilient infrastructure ensures that aviation services can continue or quickly resume operations after natural disasters, pandemics, or other crises

45-46. The design, construction, and operation of aviation facilities and systems should minimise environmental impact, maximise economic growth, and support social well-being.

Ambition

Our future aviation system will need to be able to:

- handle increased flight volumes safely and efficiently
- withstand extreme weather events and adapt to changing climate conditions
- enable efficient integration with other modes of transport
- accommodate enhanced use of digital technologies and next generation aircraft for operations
- withstand new cyber threats to ensure the safety and integrity of operations.

Commented [RT8]: Supports including MetService as a separate independent entity in Roles and responsibilities section - new number 35

46-47. Our future infrastructure system needs to accommodate new and emerging technologies, including those using electricity or new types of fuel. For example, urban air mobility solutions can help alleviate traffic congestion on the ground, leading to shorter commute times and less stress for commuters. Air mobility can provide better access to remote or underserved areas, improving connectivity and economic opportunities for those regions.

47-48. It is important to consider next steps for airspace integration to help unlock economic growth by enabling the anticipated growth of urban air mobility and uncrewed aircraft in any class of airspace with other aircraft safely, securely and efficiently. The implementation of advanced air traffic management systems will enhance the safety, efficiency, and capacity of our airspace.

48-49. It is also important that the system can accommodate diverse needs for take-off and landing infrastructure to support future urban air mobility solutions, including vertiports and drone delivery systems and continue to integrate with other forms of transportation to improve connectivity.

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49-50 Initial steps for the sector and Government to achieve the Interim Council's ambition include:

Lead	Initial Action
<i>Who from Interim Aviation Council?</i>	Understand and report on the minimum infrastructure, service levels, and performance standards that ensure resilience and delivery of essential services. Clearly articulate what infrastructure is required to meet safety standards.
TBC	Develop a future airspace and traffic management integration policy to enable the use of airspace by more aviation users.
<i>Who from Interim Aviation Council?</i>	Improve understanding of infrastructure requirements for emerging technologies, for example, but not limited to, take off and landing.
<i>Who from Interim Aviation Council?</i>	Assess future infrastructure needs, including electricity generation and transmission requirements for future aviation, and convene with the energy sector for specific discussion.

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Consumers

Current state

~~50-51~~ Passengers' rights are protected by New Zealand law (including the Consumer Guarantees Act 1993, Fair Trading Act 1986, Contract and Commercial Law Act 2017 and Civil Aviation Act 2023) and international agreements such as the Montreal Convention.⁸

Ambition

~~51-52~~ We want all passengers to receive accessible and efficient services. However, although many airlines voluntarily inform passengers about their rights, passengers may not always know about the protections they are entitled to. In some overseas jurisdictions, airlines are required by law to tell passengers what their rights are.

~~52-53~~ The Civil Aviation Act 2023⁹ includes a new regulation-making power: it allows for regulations to be made requiring any aviation participant to disclose information about rights of passengers, consignors and consignees (freight customers) to specified persons, or to make the information publicly available. This could include information on punctuality, performance, pricing and passengers' rights.

~~53-54~~ The Ministry of Transport has started policy work on information disclosure requirements. [To be confirmed]

Disabled consumers

Current state

~~54-55~~ One in five New Zealanders has a disability and as the population ages, more and more consumers will need accessible travel options. Disabled travellers can face challenges such as time-consuming and repetitive check-in processes when travelling with a wheelchair, or difficulty navigating through airports as a blind traveller.

~~55-56~~ Disabled travellers want airports, airlines, and government agencies to better understand and consider their needs.

Ambition

~~56-57~~ We want all passengers, in particular disabled passengers, to enjoy accessible and efficient air travel services.

~~57-58~~ It is essential for airports, airlines, government agencies (including the CAA and border agencies) and others to collaborate so that disabled passengers have a smooth experience throughout their journey - from checking in, through security and border checks, on to the aircraft, and then through the destination airport – here or overseas. Collaborating to improve services for New Zealanders with disabilities also presents an opportunity to make New Zealand an attractive “accessible destination” for international disabled travellers.

⁸ This Convention is given force of law in New Zealand through s91C of the Civil Aviation Act 1990 and s256 of the 2023 Act.

⁹ Section 410

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58-59. To implement some new accessibility technologies, it may be necessary to change regulatory settings. We also need to adhere to International Civil Aviation Organisation (ICAO) Standards concerning the air transport of passengers with disabilities, such as Standards included in Annex 9 – Facilitation to the Convention on International Civil Aviation.

59-60. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Explore what other countries require airlines to disclose to passengers about their rights, taking into account information that airlines already provide.
Interim Aviation Council	Establish a Council working group and work programme focused on finding solutions to improve air travel for people with disabilities. As a first step this group will engage more extensively with the disabled community to learn more about the challenges they face when travelling by air.
Airlines	<p>Develop passenger assistance profiles (following Australia's lead¹⁰).</p> <p>Profiles will give each passenger the choice to grant airlines permission to store personal details, including accessibility requirements, in a profile that airlines can access for future bookings. The profile will contain information about assistance animals and wheelchair battery specifications so airlines can confirm in advance the necessary support that meets air safety requirements.</p> <p>[TBC – to discuss– what is possible on a voluntary basis?]</p>

¹⁰ <https://www.infrastructure.gov.au/sites/default/files/documents/awn-factsheet-accessible-air-travel-for-people-with-disability.pdf>

International engagement

Current state

- ~~60-61~~ 61-62 International harmonisation is the foundation for international aviation and a key principle of our domestic regulatory framework.
- ~~61-62~~ 62-63 The aviation sector, ICAO and partner states expect the Government to be engaged in international matters of importance to New Zealand, to meet our international obligations, and ensure New Zealand standards align with safety, and other, international standards.
- ~~62-63~~ 63-64 New Zealand's aviation sector faces several challenges and opportunities in international engagement. The rapid pace of change in global aviation standards makes it difficult for small countries like New Zealand to keep up with changes required. Additionally, participating in international engagements is challenging due to our distance and limited resources, so we have to prioritise our effort for maximum impact.
- ~~63-64~~ 64-65 Regional harmonisation is complex as it requires collaboration and effort to align regulations and policies to improve safety, efficiency, and interoperability in aviation. Our Pacific neighbours confront distinct challenges that, while similar to our own, are often more severe. These include limited resources, infrastructure constraints and the significant impacts of climate change, all of which can hinder the development of their aviation sectors.

Ambition

- ~~64-65~~ 65-66 Our ambition is that international engagement should be:
- active – enabling us to influence international aviation outcomes that align with New Zealand's interests
 - compliant – by adhering to international aviation conventions and adopting best practices for informed regulatory decisions
 - supportive – through aiding Pacific Island nations' participation in the international aviation system
 - reputable – by maintaining New Zealand's standing as a responsible aviation regulator and constructive participant in the international aviation system.
- ~~65-66~~ 66-67 Active participation involves regularly engaging with ICAO and other key aviation bodies to advocate and build relationships with agencies like the Federal Aviation Administration and European Union Aviation Safety Agency. Our participation in international and regional forums will be well-planned and prioritised based on New Zealand's strategic interests.
- ~~66-67~~ 67-68 Complying with international obligations and adopting best practices means adhering to Standards and Recommended Practices (SARPs), filing differences when impractical, and drawing from other international practices to inform and enhance New Zealand's international and domestic policy settings.

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67-68. Supporting Pacific Island nations includes helping them meet international SARPs and fostering their participation in the international aviation system. The reinforcing of strong and robust relationships within the Pacific puts New Zealand firmly as the preferred strategic partner of choice.

68-69. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
TBC	Develop a sector-wide international engagement plan that integrates more active, linked-up international and regional participation with specific actions such as support for Pacific Island nations.

Commented [NH9]: We are investigating what else we can say here about Pacific engagement

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Regulation

Current state

~~69-70~~ The regulatory framework (Acts, regulations and rules relating to aviation) is the foundation of a safe and secure aviation system. As noted already, New Zealand's domestic regulatory settings are heavily influenced by international standards and expectations.

~~70-71~~ The credibility and integrity of our aviation regulatory system is vital and compromising it would have implications for our ability to export high-value products and attract international tourism. Airlines and aviation businesses from countries with well-regarded regulatory systems are more likely to gain access to international markets. This is because other countries and regulatory bodies have confidence that safety and operational standards are met.

~~71-72~~ The Civil Aviation Act and regulations have been recently modernised. The Civil Aviation Rules framework was set up in the 1990s, with many amendments and additions since that time. Maintaining the Civil Aviation Rule set (where the detailed legal requirements for aviation lie) and ensuring they continue to be in line with ICAO Standards and Recommended Practices (SARPs) as they evolve is a key challenge. The rules are fundamental to good safety and security outcomes, and it is essential they are updated to avoid drifting out of alignment with international best practice CARs also need to better reflect requirements and responsibilities of users, if the user pays environment continues in New Zealand, to ensure an even playing field and avoid cross subsidisation.

~~72-73~~ Civil Aviation Rules are not always as flexible as they could be – hindering use of new technologies (such as satellite communications equipment) creating unnecessary barriers, and leading to workarounds such as exemptions. Innovations in advanced aviation are pushing the boundaries of the regulatory framework still further.

~~73-74~~ The processes to make or change a rule take up considerable resource and time.

Ambition

~~74-75~~ Our ambition is a world-class regulatory framework that:

- is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)
- supports safe innovation and economic development
- provides greater certainty and timeliness for sector participants and allows businesses to thrive, so that the industry feels supported, not stifled, by regulation
- is adaptable - able to keep pace with innovation, can manage the demands of both conventional aviation and advanced aviation, and can integrate evolving markets and other regulatory regimes
- is risk-based, fair and proportionate, outcome-focused, and enabling

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- is efficient - achieves objectives with the least possible administrative burden and cost

~~75-76~~ To achieve this, over the coming years we will review and modernise the whole rule set. Our approach will be informed by agreed principles of good rule design.

~~76-77~~ We also need to look for innovative ways to improve processes to ensure that updating the regulatory framework is as efficient as possible.

~~77-78~~ As well as updating the content of the rules, we will set the framework up for the future by making the rules more flexible, and easier to amend. This is likely to include using transport instruments, increasing use of guidance, and designing more flexibility into what the rules require (where this can be done without compromising other objectives).

~~78-79~~ In addition, to make the most of opportunities from advanced aviation, we need to:

- design faster, leaner, agile processes to help improve throughput and allow the regulatory system to keep pace with change
- enable safe and secure experimental areas to develop and proof new aviation technologies
- provide clear pathways for approvals to use those technologies in the aviation system, both domestically and internationally.

~~79-80~~ Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport and CAA, with input from the sector	Review and modernise the full civil aviation rule set to ensure that the rules align with our objectives for the regulatory framework and respond to the need to fully integrate new technologies into the regulatory system. <ul style="list-style-type: none">• In updating the rules we will set the framework up for the future by making it more flexible and better able to respond to change.
CAA, with input from the sector	Rework specific rules to allow for safe innovation and growth in the advanced aviation sector, and contribute to improving the pace of regulatory decision-making, while continuously improving safety and security.

Safety and security

Current state

~~80-81~~ Safety and security continue to be the primary focus and most important outcomes of the aviation system. Without high standards of safety and security, the sector cannot operate.

~~81-82~~ Responsibility for aviation safety and security policy and regulation is a vital obligation of the government. The safe and secure operation of the aviation sector enables the economic and social benefits of aviation, including our ability to connect to the world.

~~82-83~~ Aviation safety involves managing risks to prevent aviation accidents and incidents. The aviation industry is subject to significant safety-focused regulation and oversight.

~~83-84~~ The objective of aviation security is to protect passengers, crew, ground personnel and the public against acts of unlawful interference with civil aviation. The international threat environment directly influences New Zealand's aviation security settings.

~~84-85~~ [Placeholder text: Our aviation security settings are guided by and based on international standards, known threats, risks and vulnerabilities. New Zealand is a contracting State of the International Civil Aviation Organization (ICAO) and is signatory to Annex 17- Aviation Security - Safeguarding Civil Aviation Against Acts of Unlawful Interference ('Annex 17') of the Chicago Convention 1944. Annex 17 provides the standards and recommended practices that are to be applied by Contracting States and is given legal effect in New Zealand through legislation, including Civil Aviation Rules, Notices of Direction, and other regulatory instruments. As a contracting State, New Zealand is required to align with the standards of Annex 17 unless impossible to do so, with respect to international civil aviation operations. These standards (and the recommended practices, which States are not required to implement) are predominantly outcomes focussed, so that States can choose how to achieve the desired security outcome.]

~~85-86~~ Annex 17 also requires States to have an up-to-date National Civil Aviation Security Programme (NASP) to outline roles and responsibilities within the security system and to provide guidance which supports positive security outcomes.]

~~86-87~~ An evolving geopolitical environment is placing a growing strain on the rules-based order. As more States focus on the Pacific, New Zealand will face pressure from those who seek to undermine traditional security relationships and replace us as a trusted partner for Pacific Island countries.

~~87-88~~ This pressure requires New Zealand to foster international cooperation with like-minded partners on emerging challenges to prevent aviation security threats, strengthen connectivity linkages and ensure we are playing our part in creating stability for the aviation system in our region, and globally. The whole aviation system has a role to play to ensure New Zealand, and our broader Pacific region, continues to be a safe, secure, and reliable place to travel to.

Ambition

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88-89. Our ambition is to continuously improve safety and security, embedding a safety and security culture throughout the sector and through each participant's habits, practices and interactions.

89-90. New Zealand's actions to improve aviation safety are shaped by our participation in ICAO and ISO 9001 certification, a prerequisite for many service suppliers to have a recognised safety management system in place to service the aviation sector. New Zealand will maintain a State Safety Programme (SSP) – which describes existing practices – and a National Aviation Safety Plan (NASP). Both are documents that ICAO requires member States to have. The NASP will identify national safety issues, define national goals, targets, and measures for safety, and present initiatives to address safety risks. Key actions contained in this Vision document are: **XYZ**.

Commented [RT10]: ISO 9001 applies to any Meteorological Service supplier as an ICAO prerequisite for certification under a recognised Safety Management System. I am not sure if it applies to other sectors of the industry apart from Airways? Please remove if not relevant

90-91. We will respond to ICAO's recommendations for how we can improve aviation safety including recommendations from ICAO's latest audit to assess New Zealand's implementation of international best practice on safety (in particular, our implementation of ICAO Standards and Recommended Practices).

91-92. The Ministry will continue policy work to ensure aviation security services are delivered as efficiently as possible without compromising safety and security.

92-93. [More text to come on ICAO and the National Aviation Security Programme]

93-94. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Interim Aviation Council	?
CAA	Continue an ongoing programme of work to ensure New Zealand's safety systems comply with international standards and recommended practices.
CAA	Maintain and implement the National Aviation Safety Plan.

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Workforce

Current state

94-95. The training pipeline for the aviation workforce is influenced by many factors¹¹ including:

- an increasingly tight global market for labour and skills
- changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
- tertiary education policy settings (including student loan policies)
- CAA training and licensing rules
- technological changes, leading to changes in the types of skills that the industry of the future will need.

95-96. Commercial airline growth and the COVID pandemic's impacts on the aviation sector have created a demand for aviation personnel, in particular pilots and engineering staff. If we do not act to improve recruitment and retention, we face worsening shortages of key personnel.

96-97. To build the right incentives and protections to attract and retain skilled workers we will also need to understand what system changes are needed to embed safety and security culture at an institutional level and through each participant's habits practices and interactions.

97-98. New Zealand trains overseas pilots, and there is potential for demand for this training to increase.

98-99. New Zealand also hosts a growing advanced aviation sector that may create opportunities for innovation in aviation education, as well as requiring new skill sets and training needs.

Ambition

99-100. The Council's long-term ambition is that aviation provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector's workforce challenges to overcome shortages of key personnel and develop the attributes, knowledge and competencies that the aviation system will need in the future.

100-101. Initial steps for the sector and Government to achieve the Council's ambition include:

¹¹ Workforce supply and demand issues for pilots and aviation maintenance engineers are assessed in a report by Scarlatti for the Aviation Industry Association and Ringa Hora. A summary of the findings is available here: https://aianz.org.nz/wp-content/uploads/Summary-report_October-2024.pdf

Lead	Initial Action
Ministry of Education	Continue to engage with the sector to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.
Interim Aviation Council, with support from Government	<p>Set up an ongoing permanent Aviation Workforce Working Group to:</p> <ul style="list-style-type: none"> • review and streamline training pipelines for civil and military aviation • maximise the ability of personnel to transition between aviation careers (including military/civilian) • improve professional development and sabbatical opportunities • promote aviation as a future career • facilitate discussions between large and small airlines on pilot recruitment and training pathways • publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces
Aviation Workforce Working Group, with support from Government	Develop a national strategic aviation workforce plan to address current and future workforce shortages, scope opportunities for promoting aviation careers, and research the work preferences of young people in aviation and incentives that could support their retention in the sector.

Commented [NH11]: This is a placeholder action for now. Ministry of Education will confirm the action after briefing their Minister. Actions will be subject to change based on Ministerial direction.

Feedback on this section will be passed on to the Ministry of Education for consideration.

Commented [NH12]: TBC
 Note Ministry of Education will need to brief their Minister before they can confirm their role. Actions are subject to change based on Ministerial direction.

Commented [NH13]: As above

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Environmental sustainability

Current state

404.102 Aviation is a significant contributor to global carbon emissions. International efforts to develop and adopt sustainable aviation fuels (SAF) and more efficient aircraft can drastically reduce the industry's carbon footprint.

402.103 Domestic aviation emissions make up 7.5 percent of New Zealand's transport emissions. These emissions are managed through the Emissions Trading Scheme (ETS) in a net based approach to lowering emissions across all sectors. The Government will respond, by the end of 2025, to the recommendation of the Climate Change Commission to include emissions from international aviation in the 2050 emissions reduction target.

403.104 International organizations like ICAO set global standards for emissions and noise, ensuring that all countries work towards common environmental goals. This helps create a level playing field. New Zealand has committed to ICAO's global Long-Term Aspirational Goal (LTAG) of Net Zero by 2050. The LTAG is a non-binding global goal.

404.105 New Zealand is currently voluntarily participating in ICAO's Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector. Participation in CORSIA will become mandatory in 2027.

Chart 1: illustration of NZ emissions through the motor vehicle fleet and other modes of transport



405.106 New Zealand relies on aviation for travel and freight. Both international and domestic flights are essential for connectivity and economic activity in New Zealand. However, aviation faces challenges in adapting to [the effects of climate change driving low and zero emission alternative technologies](#) and [more visible effects on aviation infrastructure and airport operations](#). Carbon reduction initiatives will need to take into account economic growth objectives including increasing the value of exports.

Commented [RT14]: Rising sea levels and corresponding water tables at low lying airports, take off data encompassing expected rises/variations in runway surface temperatures and more frequent cross winds and extreme weather events damaging various guidance/reporting systems and transport channels to and from Airports (to name a few more obvious effects).

~~106-107~~ Aviation is a hard-to-abate sector and although industry is making some investments in clean technology and low emissions fuel to reduce emissions, high costs and commercial viability of low emissions alternatives remain an issue.¹²

~~107-108~~ Commercial aircraft that use zero emissions (at tailpipe) technologies, such as hydrogen-electric engines, are still in development. While they are currently not a viable commercial solution, they may be in future.

~~108-109~~ [To be refined - The Emissions Trading System (ETS) for aviation is a market-based mechanism designed to reduce greenhouse gas emissions from the aviation sector. The ETS operates on a cap-and-trade principle, where airlines must purchase allowances for their emissions. This can lead to market volatility and price fluctuations, impacting the cost of compliance for airlines.]

Ambition

~~109-110~~ Sustainable aviation can create new economic opportunities, from the production of SAF to the development of new technologies. This can lead to job creation and economic growth in various sectors.

~~110-111~~ The Council's ambition is that:

- all involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of net zero carbon emissions by 2050
- New Zealand participates fully in international forums responsible for negotiating aviation emission targets.

~~111-112~~ Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Work with Australian Ministerial counterparts on the 2+2 Climate and Finance dialogue to develop regional collaboration on SAF uptake and supply.
Ministry of Transport MBIE	Lead Government and industry collaboration on national aviation decarbonisation through Sustainable Aviation Aotearoa (SAA). This will be developed through further engagements in 2025.
Ministry of Transport	Participate in ICAO forums including affirming our LTAG commitment and voluntary participation in Carbon Offsetting Reduction Scheme for International Aviation (CORSIA).
Industry	[check with Industry through consultation what sustainability targets, investments, and other actions that can be listed here]

¹² For example, the production and use of Sustainable Aviation Fuel (SAF) lowers flight emissions without the need to upgrade existing infrastructure or fleets. However, SAF is currently two to five times more expensive than standard jet fuel. Competition for supply is also a concern as other countries also increase measures for SAF uptake.

Annex 1 – Geographical coverage of airports



Commented [RT15]: The map of airports in Annex 1 is missing Milford, Oamaru, Manapouri, Mount Cook, Ashburton, Masterton - assume OH and WP are omitted as they are military. Albeit there may no longer be scheduled Air Transport operations to these airports. MetService provides Aerodrome forecasts for them due to usage by RNZAF, Commercial GA, S&R and as alternates (emergency bolt holes) for scheduled Air Transport ops.

Harry Atkins

Out of Scope

From: Blanchard, Mark <Mark.Blanchard@airways.co.nz>
 Sent: Monday, 17 March 2025 2:49 pm
 To: § 9(2)(a) Isabel Avery <I.Avery@transport.govt.nz>, Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; § 6(a); § 9(2)(a) Billie Moore <billie.moore@nzairports.co.nz>; § 9(2)(a) John Kay <John.Kay@caa.govt.nz>; § 9(2)(a) CM.Thorpe, Ray <ray.thorpe@metservice.com>; CM.Smyth, Steve <steve.smyth@caa.govt.nz>; catherine.macgowan § 9(2)(a); § 9(2)(a)
 Stuart Worden <Stuart.Worden@caa.govt.nz>; Chris Noble (MetService) <Chris.Noble@Metservice.com>; Saskia Vervoorn <saskia.vervoorn@mbie.govt.nz>; President NZALPA <president@nzalpa.org.nz>
 Cc: § 9(2)(a)
 Subject: RE: Aviation Council Working Group Papers - 13 March 2025

Hello all,

Please find attached the Airways feedback into the document at this stage, with track changes on.

Kind regards,
Mark

▶ **Mark Blanchard** | Regulatory Assurance Manager
 § 9(2)(a) | w: www.airways.co.nz

From: § 9(2)(a)
 Sent: Monday, 17 March 2025 8:14 am
 To: Isabel Avery <I.Avery@transport.govt.nz>; Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; § 6(a) § 9(2)(a) Billie Moore <billie.moore@nzairports.co.nz>; § 9(2)(a) John Kay <John.Kay@caa.govt.nz>; § 9(2)(a) CM.Thorpe, Ray <ray.thorpe@metservice.com>; CM.Smyth, Steve

<steve.smyth@caa.govt.nz>; catherine.macgowan ^{s 9(2)(a)}

[Redacted]

Blanchard, Mark

<Mark.Blanchard@airways.co.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>; Chris Noble <chris.noble@metSERVICE.com>; Saskia Vervoorn <saskia.vervoorn@mbie.govt.nz>; President NZALPA <president@nzalpa.org.nz>

Cc: ^{s 9(2)(a)}

Subject: Re: Aviation Council Working Group Papers - 13 March 2025

You don't often get email from ^{s 9(2)(a)}. [Learn why this is important](#)

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Hello all

Please find in the attached document some track changed feedback/suggestions and supporting comments from BARNZ - on pages 11, 13 and 19.

Ngā mihi

^{s 9(2)(a)}
[Redacted]

^{s 9(2)(a)}
[Redacted]

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From: Isabel Avery <I.Avery@transport.govt.nz>

Sent: Thursday, 13 March 2025 5:38 am

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Cc: ^{s 9(2)(a)}

Subject: RE: Aviation Council Working Group Papers - 13 March 2025

Hi all,

Attached is a numbered paragraph version. We would appreciate any feedback by COP Monday 17 March, so we can incorporate it into the next version for the IAC meeting.

Many thanks,

Isabel Avery

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From: Isabel Avery

Sent: Wednesday, 12 March 2025 9:28 am

To: Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; ^{s 6(a)}
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Subject: Aviation Council Working Group Papers - 13 March 2025

Good morning all,

Here are the papers for Thursday's IAC working group meeting.

Please find attached the early draft document: Vision for Aviation to 2035 – as a working title.

We are very keen to discuss the working group's view on content, pitch, and coverage, as well as the actions and come to agreement on owners of the actions and any addition IAC actions needed. You will note that in some cases we have used placeholder text, as well as placeholder owners for actions.

Kind regards,

Isabel Avery

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Version 11 March 2025 – for Working Group feedback

Vision for Aviation to 2035

Key Interim Aviation Council Actions

[Photo]

March 2025

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Minister’s foreword

[xxx]

Likely themes:

- Grow and show our country
- Keep Kiwis connected

Hon James Meager
Associate Minister of Transport

Other forwards needed here too.

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Aviation in New Zealand

1. Aviation is critically important to help grow New Zealand's economy by facilitating resilient global connections, tourism and trade. Given our location and our geography, aviation is necessary for international travel and it is not always possible to swap to road, rail or ferries, as many other countries can, to replace regional flights.
2. The economic benefits of aviation are significant. Aviation makes it possible for millions of tourists to visit each year, supporting local businesses including hotels, restaurants, and attractions. Visitors generate substantial revenue and help create jobs in the tourism sector. International visitors contributed \$16.9 billion to New Zealand's economy in the year to March 2024; domestic tourism expenditure in the same period was \$27.5 billion.¹
3. Aviation plays a vital role in the transport of high value, perishable and critical products that must reach international markets in a timely way like seafood, value added dairy products, and fresh produce. Efficient air freight services transport these products to international markets quickly, maintaining their quality and competitiveness. Domestic air cargo services provide time critical connections to export hubs for many of these products. Airfreight carries around 16 percent of our exports and 22 percent of our imports by value.
4. The importance of our aviation system and the international connectivity it provides was apparent during the COVID-19 pandemic. Air connectivity ensured the supply and availability of the vaccines and personal protective equipment necessary for the pandemic response and ongoing societal resilience. Throughout the pandemic, and with Government support, the aviation sector continued to import other essential supplies, while carrying valuable exports to world markets.
5. Aviation also supports international and domestic social connectivity. Over 30 percent of international visitors to New Zealand in the three months ending 30 September 2024 were visiting friends and family as the primary purpose of their trip.² Domestically, flying times between urban centres, in our long and sprawling country, are typically 80-90 percent shorter than driving. This drastically improves social connectivity, noting that 78 percent of New Zealanders live within a 45-minute off-peak drive from an airport.³
6. New Zealand's domestic aviation network provides good geographic coverage (see **Annex 1**). Air New Zealand operates to 20 domestic destinations, while Jetstar serves five. In addition around eight smaller airlines provide scheduled services, predominantly linking smaller towns with larger centres and offering charter flights. While key routes are well-served with frequent flights, some smaller communities face challenges in maintaining regular and affordable air connectivity.

¹ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

² MBIE International Visitor Survey <https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/international-visitor-survey-ivs>

³ Facilitating prosperity. The economic contribution of Air New Zealand. Report to Air New Zealand 08 December 2023. Sense Partners. (pp. 3-4 & 11)

7. We have over 30 airports serving scheduled domestic routes, and five international airports. Airports are businesses operating within regional economies and are hubs for commercial and industrial activity. In 2013 it was estimated that airports and businesses located within airport environs generated \$4.6 billion in economic activity, not including facilitated tourism and trade.⁴ In 2024, an economic analysis estimated that Auckland Airport alone generated \$1.4 billion of economic impact.⁵
8. The commercial air transport sector, together with the tourists arriving by air that it brings to New Zealand, were estimated in 2023 to support 177,000 jobs and contribute USD 14.2 billion gross value to New Zealand's GDP – with a total of 5.6 percent of GDP supported by the air transport sector and foreign tourists arriving by air.⁶
9. Emerging aviation and aerospace opportunities also have significant economic growth potential for New Zealand.
10. The benefits quantified above do not include those from other sectors in the New Zealand aviation system, such as commercial general aviation, which makes an important economic contribution of its own. General aviation (such as charter and freight, aerial work, flight instruction, ground aviation services, and agricultural aviation) supports economic activity in the regions and plays a key part in the aviation system workforce and capability supply chain. Sport and recreational aviation associations provide social benefits to the wider community.
11. New Zealand relies on the aviation sector for disaster support and relief in times of national emergency, for example in the response to Cyclone Gabrielle. Emergency services, including firefighting, aero-medical flights and search and rescue, provide essential, lifesaving services.
12. Despite its strengths, the sector is facing challenges and change. Sector growth, safety and security are of critical importance to the aviation sector and those who benefit from it, but an evolving geopolitical environment is placing a growing strain on the rules-based order. Meanwhile the sector is entering a period in which it will be transformed by the rapid innovation and adoption of advanced air mobility and other new technology, and by the need to decarbonise. Now is the right time for the sector and Government to work together to set a shared ambition and direction for aviation in New Zealand.

⁴ New Zealand Airports Association.

⁵ <https://airport-world.com/auckland-airport-remains-key-economic-generator-for-new-zealand/>

⁶ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

Ambition Statement

13. The Council shares an ambition:
- New Zealand's aviation sector grows, innovates, and contributes to a thriving, **productive, connected** and **resilient** country.
 - International and regional air connectivity, integrated with other modes of transport, bolsters **economic growth opportunities** and **resilience**
 - **Safety and security** are continuously improved, while New Zealanders and visitors enjoy **accessible and efficient** services.
 - Our **world-class aviation regulatory environment** is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive.
 - Aviation provides attractive, highly skilled jobs and is a **desirable career path**
 - Iwi and hapu see exciting opportunities in the aviation sector
 - The aviation system nurtures and embraces **advanced aviation technologies** that can safely drive productivity, attract investment, and benefit New Zealand and New Zealanders.
 - All involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of **net zero carbon emissions** by 2050.

The Interim Aviation Council's role in developing the Vision for Aviation

14. The Interim Aviation Council was set up after the independent panel reviewing the Air Navigation System said, in its May 2023 report, that improving system leadership was the critical priority for aviation
15. The Panel's nine recommendations aimed to strengthen the system to seize future opportunities and challenges. The Panel recommended that system leadership be driven through:
- a ministerially-appointed interim and then permanent Aviation Council with whole-of-system oversight responsibilities
 - a new and long-range Vision for Aviation
 - a Flight Plan for New Zealand: a medium-term direction for aviation and air navigation.
16. The Council's role is to provide a whole-of-system perspective on the current and future direction of aviation, focusing on system-level strategy, performance, change management and thought leadership. The Council oversees matters of national significance to the aviation sector including infrastructure, workforce, consumers, international engagement, regulation, safety and security, environmental sustainability and system growth.

⁷ <https://www.transport.govt.nz/area-of-interest/air-transport/aviation-system-review>

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17. The Council includes representatives from the following organisations:
 - Ministry of Transport (chair)
 - Air New Zealand
 - Air Ruatoria
 - Airways New Zealand
 - Auckland International Airport Limited
 - Aviation Industry Association
 - Board of Airline Representatives of New Zealand
 - Civil Aviation Authority
 - Ministry of Business, Innovation and Employment
 - New Zealand Air Line Pilots Association
 - New Zealand Airports Association
 - New Zealand Aviation Federation
 - New Zealand Defence Force
 - Wisk Aero.
18. The Vision for Aviation has been developed by the Interim Aviation Council in a collaboration between Government agencies and industry. Working together, they have set out an ambitious plan focused on growth and innovation, with safety at the core.
19. In setting up the Interim Council and developing this Vision for Aviation, industry and Government are delivering on the Air Navigation Systems Review's critical priority: improving system leadership. Now that the Vision for Aviation is complete, the interim Council will focus on its other tasks
 - advising on the sector's response to and prioritisation of, the remaining Air Navigation System Review panel recommendations
 - working with the Ministry of Transport to develop terms of reference for a permanent Aviation Council; and
 - enabling Government, agencies, and the aviation sector to voice their opinions and provide advice and recommendations on how to address challenges facing the sector and how best to embrace opportunities.

How we will achieve our ambition

20. The Council has identified priority areas that will contribute to achieving its long-term ambitions for aviation. These priority areas are discussed below, along with shorter-term initial actions under each priority area. The actions are stepping stones that will set us up for longer-term initiatives.
21. Success will rely on different groups working together, including government agencies and the private sector.

Roles and responsibilities

22. Industry, Government and not-for-profit organisations have important roles to play in the aviation sector.
 - The private sector owns and operates airports, air operators (including those providing scheduled passenger services, air cargo services, adventure aviation, charters, agricultural aviation, and advanced aviation), maintenance providers, manufacturers, training providers, and many other businesses directly and indirectly involved in the aviation sector.
 - The Government facilitates competition and growth in the market while regulating the sector to ensure safety and other key outcomes and maintain New Zealand's international reputation. The Government also owns or partly owns some entities and businesses that operate within the sector, for example:
 - State-owned enterprises Airways and MetService
 - a 51 percent stake in Air New Zealand
 - 50 percent of six "joint-venture" airports
 - Shareholdings in Christchurch, Hawke's Bay and Dunedin airports
 - Local authorities wholly own seven airports and partially own several others (including the joint-venture airports).
 - Not-for-profit organisations are involved in sport and recreational aviation.
 - Industry associations, unions, federations and other organisations represent aviation businesses and professionals working in the sector.
23. This section describes the roles and responsibilities of some Government agencies and key stakeholders in the aviation sector.

Minister of Transport

24. The Minister of Transport sets the strategic direction for aviation in New Zealand and has the primary role in establishing the laws, regulations, and rules that govern the aviation sector. The Minister ensures that aviation policies align with national goals for safety, security, and economic growth.

Interim Aviation Council

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25. The Interim Aviation Council (the Council) oversees the strategic direction and addresses emerging challenges in New Zealand's aviation sector. The Council aims to ensure a coordinated, future-focused aviation sector that supports economic growth, safety, and sustainability.
- Provides oversight and leadership for the aviation sector
 - Helps develop comprehensive sector-wide documents, such as this Vision for Aviation
 - Collaborates with public and private sector leaders to set system priorities
 - Supports development of policy focusing on workforce needs, infrastructure, regulation, innovation, safety, security, international engagement, consumer protection, and sustainability
 - Engages with stakeholders, including government agencies, Māori, and international bodies.

Ministry of Transport

26. The Ministry of Transport (the Ministry) provides strategic advice to the Minister on the policy and regulatory settings for the aviation system.

Ministry of Education

27. The Ministry of Education shapes an education system that delivers equitable and excellent outcomes. It develops strategic policy for the education sector, supports education providers, and ensures the education system meets the needs of students and the workforce.

Ministry of Business, Innovation and Employment (MBIE)

28. MBIE develops and delivers policy, services, advice, and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. It plays a key role in various sectors, including aviation.

Civil Aviation Authority (CAA)

29. The CAA is New Zealand's specialist aviation safety and security regulator. It ensures compliance with aviation safety standards, oversees the certification and surveillance of aviation activities, and collaborates with international aviation organisations.

Aviation Security Service (AvSec)

30. AvSec is an operational unit within the CAA. AvSec is responsible for aviation security in New Zealand. It screens passengers and their luggage, ensuring compliance with security regulations and maintaining a safe travel environment.

Airways New Zealand

31. Airways New Zealand provides air traffic control and navigation services. It ensures the safe and efficient movement of aircraft within New Zealand and oceanic airspace. As New Zealand's air navigation service provider, Airways is responsible for

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delivering air traffic services to ensure the safe and efficient operation of both civil and military aircraft in New Zealand's controlled airspace. Airways also provides information to aircraft traveling in uncontrolled airspace and provides an alerting service for aircraft in distress. Airways also delivers aeronautical telecommunication services and meteorological services.

34. Airways, through its subsidiary companies also provides aeronautical information management, procedure design and other training and digital services and products.

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New Zealand Defence Force (NZDF)

32. The NZDF supports civil aviation through search and rescue operations, disaster response, and providing airspace security.

Private Sector

33. The private sector includes airlines, aviation service providers, and other businesses that operate commercially within the aviation sector. These stakeholders play a large role in maintaining operational standards, investing in infrastructure, and driving innovation.

Industry Bodies/NGOs

34. Various associations, unions, and other organisations represent the interests of the aviation sector in New Zealand. These organisations play an important role in ensuring members' views and interests are understood and considered.

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Supporting system growth

Current state

35. New Zealand largely follows a user-pays approach to aviation. This means that the costs associated with aviation services and infrastructure are primarily covered by the participants in the system – airports, airlines, aviation businesses – and then passed on to the ultimate users, the passengers and freight customers.
36. There is some cross-subsidisation between different user groups in the setting of fees, levies and charges. Whilst it might be impossible to eliminate cross-subsidies entirely, they must be justified, as they hinder cost reduction and efficiency.
37. Funding for aviation comes from various sources, including, but not limited to:
- Government funding through the Ministry of Transport for, for example, policy and rules development
 - the CAA operates under a cost recovery model which means its services are largely funded through user charges - levies, fees, and charges - because they benefit distinct user groups
 - airport revenues from airlines' landing fees and commercial activities
 - airlines' fees and charges for air navigation services
 - private investment such as aircraft leasing and aviation technology development.
38. Tourism and trade lead to higher revenue, through increased passenger and cargo traffic.
39. Aviation businesses sector participants are facing a range of pressures such as increasing costs, supply chain challenges and workforce shortages. There is also an infrastructure deficit across the sector driving increased costs. Cost-effective solutions are constantly being explored by all aviation sector participants.
40. ICAO has set targets for advancing technologies which global providers are working towards
- ~~39-41. Safe progress relating to UAVs is constrained due to uncertainty relating to accountability and the lack of electronic conspicuity~~

Ambition

- ~~40-42. New Zealand's aviation system should grow in a way that strengthens its financial and environmental sustainability, supports regional and international connectivity, and maximises economic growth, including through the safe adoption of new technologies.~~
- 41-43. We need to ensure that the aviation funding model (including design of levies, fees and charges) drives efficiencies in the regulator and participants and contributes to achieving our vision for the sector.

42-44. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
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Interim Aviation Council	?
Ministry of Transport / CAA with input from the sector	Undertake a first principles CAA funding review
Ministry of Transport	Progress aviation data collection and reporting to support policy and investment decisions
Ministry of Transport/ MBIE	Ensure policy settings support competition and facilitate air traffic growth, both domestically and internationally. [MBIE what are your thoughts? To discuss.]
MBIE/ Ministry of Transport	Align tourism strategies with aviation policy to strengthen competition and international air connectivity, regional air connectivity and visitor dispersal [MBIE what are your thoughts? To discuss.]

Commented [JN1]: Growth depends on determining accountability for safety related matters enable by things such as drone registration, detection and contention outside of controlled airspace

Commented [JN2]: Progressing data collection for UAV related decisions requires registration and e-conspicuity.

Commented [MB3R2]: Possibly add that "including policy changes to facilitate more aviation data as required"

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Infrastructure

Current state

43-45. Aviation infrastructure includes, but is not limited to, airspace design, system navigation aids, system communications, and take-off and landing points that are needed for a safe, secure and effective public network of air transport.

44-46. It is important to have a good understanding of the current state of key aviation infrastructure. International air travel relies heavily on a limited number of airports for emergency landings and diversions. Air travel is a lifeline for extremely remote communities where there is no reliable alternative. We need to ensure the sustainability and resilience of our current infrastructure system, while preparing for the future. Resilient infrastructure ensures that aviation services can continue or quickly resume operations after natural disasters, pandemics, or other crises.

45-47. The design, construction, and operation of aviation facilities and systems should minimise environmental impact, maximise economic growth, and support social well-being.

Ambition

Our future aviation system will need to be able to:

- handle increased flight volumes safely and efficiently
- withstand extreme weather events and adapt to changing climate conditions
- enable efficient integration with other modes of transport
- accommodate enhanced use of digital technologies and next generation aircraft for operations
- withstand new cyber threats to ensure the safety and integrity of operations.
- provide a safe, integrated Airspace for all users in line with global objectives

46-48. Our future infrastructure system needs to accommodate new and emerging technologies, including those using electricity or new types of fuel. For example, urban air mobility solutions can help alleviate traffic congestion on the ground, leading to shorter commute times and less stress for commuters. Air mobility can provide better access to remote or underserved areas, improving connectivity and economic opportunities for those regions.

47-49. It is important to consider next steps for airspace integration to help unlock economic growth by enabling the anticipated growth of urban air mobility and uncrewed aircraft in any class of airspace with other aircraft safely, securely and efficiently. The implementation of advanced air traffic management systems will enhance the safety, efficiency, and capacity of our airspace.

48-50. It is also important that the system can accommodate diverse needs for take-off and landing infrastructure to support future urban air mobility solutions, including

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vertiports and drone delivery systems and continue to integrate with other forms of transportation to improve connectivity.

49-51 Initial steps for the sector and Government to achieve the Interim Council's ambition include:

Lead	Initial Action
Who from Interim Aviation Council?	Understand and report on the minimum infrastructure, service levels, and performance standards that ensure resilience and delivery of essential services. Clearly articulate what infrastructure is required to meet safety standards.
TBC	Develop a future airspace and traffic management integration policy to enable the use of airspace by more aviation users.
Who from Interim Aviation Council?	Improve understanding of infrastructure requirements for emerging technologies, for example, but not limited to, take off and landing, drone detection .
Who from Interim Aviation Council?	Assess future infrastructure needs, including electricity generation and transmission requirements for future aviation, and convene with the energy sector for specific discussion.

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Consumers

Current state

50-52 Passengers' rights are protected by New Zealand law (including the Consumer Guarantees Act 1993, Fair Trading Act 1986, Contract and Commercial Law Act 2017 and Civil Aviation Act 2023) and international agreements such as the Montreal Convention.⁸

Ambition

54-53 We want all passengers to receive accessible and efficient services. However, although many airlines voluntarily inform passengers about their rights, passengers may not always know about the protections they are entitled to. In some overseas jurisdictions, airlines are required by law to tell passengers what their rights are.

52-54 The Civil Aviation Act 2023⁹ includes a new regulation-making power: it allows for regulations to be made requiring any aviation participant to disclose information about rights of passengers, consignors and consignees (freight customers) to specified persons, or to make the information publicly available. This could include information on punctuality, performance, pricing and passengers' rights.

53-55 The Ministry of Transport has started policy work on information disclosure requirements. [To be confirmed]

Disabled consumers

Current state

54-56 One in five New Zealanders has a disability and as the population ages, more and more consumers will need accessible travel options. Disabled travellers can face challenges such as time-consuming and repetitive check-in processes when travelling with a wheelchair, or difficulty navigating through airports as a blind traveller.

55-57 Disabled travellers want airports, airlines, and government agencies to better understand and consider their needs.

Ambition

56-58 We want all passengers, in particular disabled passengers, to enjoy accessible and efficient air travel services.

57-59 It is essential for airports, airlines, government agencies (including the CAA and border agencies) and others to collaborate so that disabled passengers have a smooth experience throughout their journey - from checking in, through security and border checks, on to the aircraft, and then through the destination airport – here or overseas. Collaborating to improve services for New Zealanders with disabilities also presents an opportunity to make New Zealand an attractive “accessible destination” for international disabled travellers.

⁸ This Convention is given force of law in New Zealand through s91C of the Civil Aviation Act 1990 and s256 of the 2023 Act.

⁹ Section 410

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58-60. To implement some new accessibility technologies, it may be necessary to change regulatory settings. We also need to adhere to International Civil Aviation Organisation (ICAO) Standards concerning the air transport of passengers with disabilities, such as Standards included in Annex 9 – Facilitation to the Convention on International Civil Aviation.

59-61. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Explore what other countries require airlines to disclose to passengers about their rights, taking into account information that airlines already provide.
Interim Aviation Council	Establish a Council working group and work programme focused on finding solutions to improve air travel for people with disabilities. As a first step this group will engage more extensively with the disabled community to learn more about the challenges they face when travelling by air.
Airlines	<p>Develop passenger assistance profiles (following Australia's lead¹⁰).</p> <p>Profiles will give each passenger the choice to grant airlines permission to store personal details, including accessibility requirements, in a profile that airlines can access for future bookings. The profile will contain information about assistance animals and wheelchair battery specifications so airlines can confirm in advance the necessary support that meets air safety requirements.</p> <p>[TBC – to discuss– what is possible on a voluntary basis?]</p>

¹⁰ <https://www.infrastructure.gov.au/sites/default/files/documents/awn-factsheet-accessible-air-travel-for-people-with-disability.pdf>

International engagement

Current state

- ~~60-62~~ International harmonisation is the foundation for international aviation and a key principle of our domestic regulatory framework.
- ~~61-63~~ The aviation sector, ICAO and partner states expect the Government to be engaged in international matters of importance to New Zealand, to meet our international obligations, and ensure New Zealand standards align with safety, and other, international standards.
- ~~62-64~~ New Zealand's aviation sector faces several challenges and opportunities in international engagement. The rapid pace of change in global aviation standards makes it difficult for small countries like New Zealand to keep up with changes required. Additionally, participating in international engagements is challenging due to our distance and limited resources, so we have to prioritise our effort for maximum impact and learn from global developments which precede us.
- ~~63-65~~ Regional harmonisation is complex as it requires collaboration and effort to align regulations and policies to improve safety, efficiency, and interoperability in aviation. Our Pacific neighbours confront distinct challenges that, while similar to our own, are often more severe. These include limited resources, infrastructure constraints, and the significant impacts of climate change, all of which can hinder the development of their aviation sectors.

Ambition

- ~~64-66~~ Our ambition is that international engagement should be:
- active – enabling us to influence international aviation outcomes that align with New Zealand's interests
 - compliant – by adhering to international aviation conventions and adopting best practices for informed regulatory decisions
 - supportive – through aiding Pacific Island nations' participation in the international aviation system
 - reputable – by maintaining New Zealand's standing as a responsible aviation regulator and constructive participant in the international aviation system.
- ~~65-67~~ Active participation involves regularly engaging with ICAO and other key aviation bodies to advocate and build relationships with agencies like the Federal Aviation Administration and European Union Aviation Safety Agency. Our participation in international and regional forums will be well-planned and prioritised based on New Zealand's strategic interests.
- ~~66-68~~ Complying with international obligations and adopting best practices means adhering to Standards and Recommended Practices (SARPs), filing differences when impractical, and drawing from other international practices to inform and enhance New Zealand's international and domestic policy settings.

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67-69. Supporting Pacific Island nations includes helping them meet international SARPs and fostering their participation in the international aviation system. The reinforcing of strong and robust relationships within the Pacific puts New Zealand firmly as the preferred strategic partner of choice.

68-70. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
TBC	Develop a sector-wide international engagement plan that integrates more active, linked-up international and regional participation with specific actions such as support for Pacific Island nations.

Commented [NH4]: We are investigating what else we can say here about Pacific engagement

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Regulation

Current state

~~69-71~~ The regulatory framework (Acts, regulations and rules relating to aviation) is the foundation of a safe and secure aviation system. As noted already, New Zealand's domestic regulatory settings are heavily influenced by international standards and expectations.

~~70-72~~ The credibility and integrity of our aviation regulatory system is vital and compromising it would have implications for our ability to export high-value products and attract international tourism. Airlines and aviation businesses from countries with well-regarded regulatory systems are more likely to gain access to international markets. This is because other countries and regulatory bodies have confidence that safety and operational standards are met.

~~71-73~~ The Civil Aviation Act and regulations have been recently modernised. The Civil Aviation Rules framework was set up in the 1990s, with many amendments and additions since that time. Maintaining the Civil Aviation Rule set (where the detailed legal requirements for aviation lie) and ensuring they continue to be in line with ICAO Standards and Recommended Practices (SARPs) as they evolve is a key challenge. The rules are fundamental to good safety and security outcomes and it is essential they are updated to avoid drifting out of alignment with international best practice.

~~72-74~~ Civil Aviation Rules are not always as flexible as they could be – hindering use of new technologies (such as satellite communications equipment), creating unnecessary barriers, and leading to workarounds such as exemptions. Innovations in advanced aviation are pushing the boundaries of the regulatory framework still further.

~~73-75~~ The processes to make or change a rule take up considerable resource and time.

Ambition

~~74-76~~ Our ambition is a world-class regulatory framework that:

- is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)
- supports safe innovation and economic development
- provides greater certainty and timeliness for sector participants, including new entrants and allows businesses to thrive, so that the industry feels supported, not stifled, by regulation
- is adaptable - able to keep pace with innovation, can manage the demands of both conventional aviation and advanced aviation, and can integrate evolving markets and other regulatory regimes
- is risk-based, fair and proportionate, supported by evidence, outcome-focused, and enabling
- is efficient - achieves objectives with the least possible administrative burden and cost

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~~76-77.~~ To achieve this, over the coming years we will review and modernise the whole rule set. Our approach will be informed by agreed principles of good rule design.

~~76-78.~~ We also need to look for innovative ways to improve processes to ensure that updating the regulatory framework is as efficient as possible.

~~77-79.~~ As well as updating the content of the rules, we will set the framework up for the future by making the rules more flexible, and easier to amend. This is likely to include using transport instruments, increasing use of guidance, and designing more flexibility into what the rules require (where this can be done without compromising other objectives).

~~78-80.~~ In addition, to make the most of opportunities from advanced aviation, we need to:

Commented [JN5]: What is 'advanced aviation?'

- design faster, leaner, agile processes to help improve throughput and allow the regulatory system to keep pace with change
- enable safe and secure experimental areas to develop and proof new aviation technologies
- provide clear pathways for approvals to use those technologies in the aviation system, both domestically and internationally.
- Provide regulations which support the need to collect data to enable robust future decision-making

~~79-81.~~ Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport and CAA, with input from the sector	Review and modernise the full civil aviation rule set to ensure that the rules align with our objectives for the regulatory framework and respond to the need to fully integrate new technologies into the regulatory system. <ul style="list-style-type: none">• In updating the rules, we will set the framework up for the future by making it more flexible and better able to respond to change.
CAA, with input from the sector	Rework specific rules to allow for safe innovation and growth in the advanced aviation sector, and contribute to improving the pace of regulatory decision-making, while continuously <u>and measurably</u> improving safety and security.

Safety and security

Current state

~~80-82~~ Safety and security continue to be the primary focus and most important outcomes of the aviation system. Without high standards of safety and security, the sector cannot operate.

~~81-83~~ Responsibility for aviation safety and security policy and regulation is a vital obligation of the government. The safe and secure operation of the aviation sector enables the economic and social benefits of aviation, including our ability to connect to the world.

~~84~~ Aviation safety involves managing risks to prevent aviation accidents and incidents. The aviation industry is subject to significant safety-focused regulation and oversight.

~~82-85~~ Accountability for safety of new entrants remains a challenge as UAVs are requesting flights in controlled airspace but regulations and mandates relating to detection, registration and conspicuity are lagging.

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~~83-86~~ The objective of aviation security is to protect passengers, crew, ground personnel and the public against acts of unlawful interference with civil aviation. The international threat environment directly influences New Zealand's aviation security settings.

~~84-87~~ [Placeholder text: Our aviation security settings are guided by and based on international standards, known threats, risks and vulnerabilities. New Zealand is a contracting State of the International Civil Aviation Organization (ICAO) and is signatory to Annex 17- Aviation Security – Safeguarding Civil Aviation Against Acts of Unlawful Interference ('Annex 17') of the Chicago Convention 1944. Annex 17 provides the standards and recommended practices that are to be applied by Contracting States and is given legal effect in New Zealand through legislation, including Civil Aviation Rules, Notices of Direction, and other regulatory instruments. As a contracting State, New Zealand is required to align with the standards of Annex 17 unless impossible to do so, with respect to international civil aviation operations. These standards (and the recommended practices, which States are not required to implement) are predominantly outcomes focussed, so that States can choose how to achieve the desired security outcome.]

~~85-88~~ Annex 17 also requires States to have an up-to-date National Civil Aviation Security Programme (NASP) to outline roles and responsibilities within the security system and to provide guidance which supports positive security outcomes.]

~~86-89~~ An evolving geopolitical environment is placing a growing strain on the rules-based order. As more States focus on the Pacific, New Zealand will face pressure from those who seek to undermine traditional security relationships and replace us as a trusted partner for Pacific Island countries.

~~87-90~~ This pressure requires New Zealand to foster international cooperation with like-minded partners on emerging challenges to prevent aviation security threats, strengthen connectivity linkages and ensure we are playing our part in creating

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stability for the aviation system in our region, and globally. The whole aviation system has a role to play to ensure New Zealand, and our broader Pacific region, continues to be a safe, secure, and reliable place to travel to.

Ambition

88-91. Our ambition is to continuously improve safety and security, embedding a safety and security culture throughout the sector and through each participant's habits, practices and interactions.

89-92. New Zealand's actions to improve aviation safety are shaped by our participation in ICAO. New Zealand will maintain a State Safety Programme (SSP) – which describes existing practices – and a National Aviation Safety Plan (NASP). Both are documents that ICAO requires member States to have. The NASP will identify national safety issues, define national goals, targets, and measures for safety, and present initiatives to address safety risks. Key actions contained in this Vision document are: XYZ.

90-93. We will respond to ICAO's recommendations for how we can improve aviation safety, including recommendations from ICAO's latest audit to assess New Zealand's implementation of international best practice on safety (in particular, our implementation of ICAO Standards and Recommended Practices).

91-94. The Ministry will continue policy work to ensure aviation security services are delivered as efficiently as possible without compromising safety and security.

92-95. [More text to come on ICAO and the National Aviation Security Programme]

93-96. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Interim Aviation Council	<u>Work with industry and government to agree mandates suitable to progress demonstrably safe rules and operations for new entrants</u>
CAA	Continue an ongoing programme of work to ensure New Zealand's safety systems comply with international standards and recommended practices.
CAA	Maintain and implement the National Aviation Safety Plan.

Workforce

Current state

94-97. The training pipeline for the aviation workforce is influenced by many factors¹¹ including:

- an increasingly tight global market for labour and skills
- changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
- tertiary education policy settings (including student loan policies)
- CAA training and licensing rules
- technological changes, leading to changes in the types of skills that the industry of the future will need.

95-98. Commercial airline growth and the COVID pandemic's impacts on the aviation sector have created a demand for aviation personnel, in particular pilots and engineering staff. If we do not act to improve recruitment and retention, we face worsening shortages of key personnel.

96-99. To build the right incentives and protections to attract and retain skilled workers we will also need to understand what system changes are needed to embed safety and security culture at an institutional level and through each participant's habits practices and interactions.

97-100. New Zealand trains overseas pilots and there is potential for demand for this training to increase.

101. New Zealand also hosts a growing advanced aviation sector that may create opportunities for innovation in aviation education, as well as requiring new skill sets and training needs. They may also take critical resources out of existing aviation participants.

98-102. The advanced aviation sector may also place workforce demands on ANSPs and pilots in relation to technology and infrastructure development as well as Air Traffic controller and cockpit workload

Ambition

99-103. The Council's long-term ambition is that aviation provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector's workforce challenges to overcome shortages of key personnel and develop the attributes, knowledge and competencies that the aviation system will need in the future.

100-104. Initial steps for the sector and Government to achieve the Council's ambition include:

¹¹ Workforce supply and demand issues for pilots and aviation maintenance engineers are assessed in a report by Scariatti for the Aviation Industry Association and Ringa Hora. A summary of the findings is available here: https://aianz.org.nz/wp-content/uploads/Summary-report_October-2024.pdf

Lead	Initial Action
Ministry of Education	Continue to engage with the sector to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.
Interim Aviation Council, with support from Government	<p>Set up an ongoing permanent Aviation Workforce Working Group to:</p> <ul style="list-style-type: none"> • review and streamline training pipelines for civil and military aviation • maximise the ability of personnel to transition between aviation careers (including military/civilian) • improve professional development and sabbatical opportunities • promote aviation as a future career • facilitate discussions between large and small airlines on pilot recruitment and training pathways • publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces • <u>Support the collection of data to monitor and assess advanced aviation trends to plan for effects on air navigation service providers and their customers</u>
Aviation Workforce Working Group, with support from Government	Develop a national strategic aviation workforce plan to address current and future workforce shortages, scope opportunities for promoting aviation careers, and research the work preferences of young people in aviation and incentives that could support their retention in the sector.

Commented [NH6]: This is a placeholder action for now. Ministry of Education will confirm the action after briefing their Minister. Actions will be subject to change based on Ministerial direction.

Feedback on this section will be passed on to the Ministry of Education for consideration.

Commented [NH7]: TBC
 Note Ministry of Education will need to brief their Minister before they can confirm their role. Actions are subject to change based on Ministerial direction.

Commented [NH8]: As above

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Environmental sustainability

Current state

104-105. Aviation is a significant contributor to global carbon emissions. International efforts to develop and adopt sustainable aviation fuels (SAF) and more efficient aircraft can drastically reduce the industry's carbon footprint.

102-106. Domestic aviation emissions make up 7.5 percent of New Zealand's transport emissions. These emissions are managed through the Emissions Trading Scheme (ETS) in a net based approach to lowering emissions across all sectors. The Government will respond, by the end of 2025, to the recommendation of the Climate Change Commission to include emissions from international aviation in the 2050 emissions reduction target.

103-107. International organizations like ICAO set global standards for emissions and noise, ensuring that all countries work towards common environmental goals. This helps create a level playing field. New Zealand has committed to ICAO's global Long-Term Aspirational Goal (LTAG) of Net Zero by 2050. The LTAG is a non-binding global goal.

104-108. New Zealand is currently voluntarily participating in ICAO's Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector. Participation in CORSIA will become mandatory in 2027.

Chart 1: illustration of NZ emissions through the motor vehicle fleet and other modes of transport



105-109. New Zealand relies on aviation for travel and freight. Both international and domestic flights are essential for connectivity and economic activity in New Zealand. However, aviation faces challenges in adapting to low and zero emission alternative technologies. Carbon reduction initiatives will need to take into account economic growth objectives including increasing the value of exports.

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406-110 Aviation is a hard-to-abate sector and although industry is making some investments in clean technology and low emissions fuel to reduce emissions, high costs and commercial viability of low emissions alternatives remain an issue.¹²

407-111 Commercial aircraft that use zero emissions (at tailpipe) technologies, such as hydrogen-electric engines, are still in development. While they are currently not a viable commercial solution, they may be in future.

408-112 [To be refined - The Emissions Trading System (ETS) for aviation is a market-based mechanism designed to reduce greenhouse gas emissions from the aviation sector. The ETS operates on a cap-and-trade principle, where airlines must purchase allowances for their emissions. This can lead to market volatility and price fluctuations, impacting the cost of compliance for airlines.]

Ambition

409-113 Sustainable aviation can create new economic opportunities, from the production of SAF to the development of new technologies and encouragement of new entrants. This can lead to job creation and economic growth in various sectors.

410-114 The Council's ambition is that:

- all involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of net zero carbon emissions by 2050
- New Zealand participates fully in international forums responsible for negotiating aviation emission targets.

411-115 Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Work with Australian Ministerial counterparts on the 2+2 Climate and Finance dialogue to develop regional collaboration on SAF uptake and supply.
Ministry of Transport MBIE	Lead Government and industry collaboration on national aviation decarbonisation through Sustainable Aviation Aotearoa (SAA). This will be developed through further engagements in 2025.
Ministry of Transport	Participate in ICAO forums including affirming our LTAG commitment and voluntary participation in Carbon Offsetting Reduction Scheme for International Aviation (CORSA).
Industry	[check with Industry through consultation what sustainability targets, investments, and other actions that can be listed here]

¹² For example, the production and use of Sustainable Aviation Fuel (SAF) lowers flight emissions without the need to upgrade existing infrastructure or fleets. However, SAF is currently two to five times more expensive than standard jet fuel. Competition for supply is also a concern as other countries also increase measures for SAF uptake.

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Annex 1 – Geographical coverage of airports



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From: [Blanchard, Mark](#)
To: [Natalie Howell](#); [Isabel Avery](#); [Tom Forster](#); [Carolina Durrant](#)
Cc: [Bailey, Hannah](#); [Peck, Geoff](#)
Subject: RE: Vision feedback - Airways2
Date: Monday, 7 April 2025 4:57:18 pm
Attachments: [image006.png](#)
[image007.png](#)
[image008.png](#)
[image009.png](#)
[image010.png](#)
[image011.png](#)

Hi Natalie,

With regards the challenges we face with regards to ATC staff, we don't have an issue with our long term training pipeline of people from within NZ. What we struggle with is when demand in another country leaves us short, as our people leave, we cannot cover those losses easily in the short term.

Therefore the issue can be retaining and quick back filling of positions lost, due to global opportunities for NZ trained and qualified personnel.

Kind regards,
Mark

Mark Blanchard | Regulatory Assurance Manager

s 9(2)(a)

www.airways.co.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Monday, 7 April 2025 4:43 pm
To: Blanchard, Mark <Mark.Blanchard@airways.co.nz>; Isabel Avery <I.Avery@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>
Cc: Bailey, Hannah <Hannah.Bailey@airways.co.nz>; Peck, Geoff <Geoffrey.Peck@airways.co.nz>
Subject: RE: Vision feedback - Airways2

CAUTION: This email originated from outside of the Corporation. *If you do not recognise the sender or you are not certain that the content is safe, then do not click on any links or open any attachments.*

Good afternoon Airways colleagues!

Thanks for your feedback on the Vision document. We're working through all the feedback received.

I've got a question about your comments on the Workforce section. Can you come back to me by the end of the day tomorrow with your thoughts?

Among other things, you suggested:

- noting that the offshore entities offer better pay, e.g. the FAA is short of ATC staff, which will “place further stress on local entities”
- adding a reference to “adjacent industries” when talking about the ambition.

What do you mean by “adjacent industries”? I’m worried that it could be too vague – so readers won’t know what we mean.

- Can I take from your comments that there are challenges with the air traffic controller workforce?
- Would it work if the document simply noted that – e.g. something like “Commercial airline growth and the COVID pandemic’s impacts on the aviation sector have created a demand for aviation personnel, for example pilots and engineering staff
There are also challenges in recruiting and retaining enough air traffic controllers”.
- Is that accurate? If not, can you suggest an edit?

Thanks!

Natalie

From: Blanchard, Mark <Mark.Blanchard@airways.co.nz>

Sent: Monday, 31 March 2025 11:13 am

To: Isabel Avery <I.Avery@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>;

Natalie Howell <N.Howell@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>

Cc: Bailey, Hannah <Hannah.Bailey@airways.co.nz>; Peck, Geoff <Geoffrey.Peck@airways.co.nz>

Subject: Vision feedback - Airways2

Hi all,

The draft Vision was open again for further feedback, as I understand, with a deadline from Ruth Fairhill for close of business today.

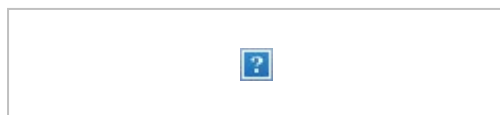
Please find attached a clean updated Airways feedback version for your consideration.

Kind regards,

Mark

Mark Blanchard

Regulatory Assurance Manager



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e. mark.blanchard@airways.co.nz

w. www.airways.co.nz

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Version 11 March 2025 – for Working Group feedback

Vision for Aviation to 2035 and beyond

Key Interim Aviation Council Actions

[Photo]

March 2025

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Minister’s foreword

[xxx]

Likely themes:

- improve future safety, connectivity, growth and innovation
- Grow and show our country
- Keep Kiwis connected

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Hon James Meager
Associate Minister of Transport

Other forwards needed here too.

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Aviation in New Zealand

1. Aviation is critically important to help grow New Zealand's economy by facilitating resilient global connections, tourism and trade. Given our location and our geography, aviation is necessary for international travel and it is not always possible to swap to road, rail or ferries, as many other countries can, to replace regional flights.
2. The economic benefits of aviation are significant. Aviation makes it possible for millions of tourists to visit each year, supporting local businesses including hotels, restaurants, and attractions. Visitors generate substantial revenue and help create jobs in the tourism sector. International visitors contributed \$16.9 billion to New Zealand's economy in the year to March 2024; domestic tourism expenditure in the same period was \$27.5 billion.¹
3. Aviation plays a vital role in the transport of high value, perishable and critical products that must reach international markets in a timely way like seafood, value added dairy products, and fresh produce. Efficient air freight services transport these products to international markets quickly, maintaining their quality and competitiveness. Domestic air cargo services provide time critical connections to export hubs for many of these products. Airfreight carries around 16 percent of our exports and 22 percent of our imports by value.
4. The importance of our aviation system and the international connectivity it provides was apparent during the COVID-19 pandemic. Air connectivity ensured the supply and availability of the vaccines and personal protective equipment necessary for the pandemic response and ongoing societal resilience. Throughout the pandemic, and with Government support, the aviation sector continued to import other essential supplies, while carrying valuable exports to world markets.
5. Aviation also supports international and domestic social connectivity. Over 30 percent of international visitors to New Zealand in the three months ending 30 September 2024 were visiting friends and family as the primary purpose of their trip.² Domestically, flying times between urban centres, in our long and sprawling country, are typically 80-90 percent shorter than driving. This drastically improves social connectivity, noting that 78 percent of New Zealanders live within a 45-minute off-peak drive from an airport.³
6. New Zealand's domestic aviation network provides good geographic coverage (see **Annex 1**). Air New Zealand operates to 20 domestic destinations, while Jetstar serves five. In addition around eight smaller airlines provide scheduled services, predominantly linking smaller towns with larger centres and offering charter flights. While key routes are well-served with frequent flights, some smaller communities face challenges in maintaining regular and affordable air connectivity.

¹ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

² MBIE International Visitor Survey <https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/international-visitor-survey-ivs>

³ Facilitating prosperity. The economic contribution of Air New Zealand. Report to Air New Zealand 08 December 2023. Sense Partners. (pp. 3-4 & 11)

7. We have over 30 airports serving scheduled domestic routes, and five international airports. Airports are businesses operating within regional economies and are hubs for commercial and industrial activity. In 2013 it was estimated that airports and businesses located within airport environs generated \$4.6 billion in economic activity, not including facilitated tourism and trade.⁴ In 2024, an economic analysis estimated that Auckland Airport alone generated \$1.4 billion of economic impact.⁵
8. The commercial air transport sector, together with the tourists arriving by air that it brings to New Zealand, were estimated in 2023 to support 177,000 jobs and contribute USD 14.2 billion gross value to New Zealand's GDP – with a total of 5.6 percent of GDP supported by the air transport sector and foreign tourists arriving by air.⁶
9. Emerging aviation and aerospace opportunities also have significant economic growth potential for New Zealand.
10. The benefits quantified above do not include those from other sectors in the New Zealand aviation system, such as commercial general aviation, which makes an important economic contribution of its own. General aviation (such as charter and freight, aerial work, flight instruction, ground aviation services, and agricultural aviation) supports economic activity in the regions and plays a key part in the aviation system workforce and capability supply chain. Sport and recreational aviation associations provide social benefits to the wider community.
- ~~10-11.~~ Aviation needs to be seen as part of a multi-modal transport ecosystem. Specific attention is needed to ensure that aviation complements other transport options.
- ~~11-12.~~ New Zealand relies on the aviation sector for disaster support and relief in times of national emergency, for example in the response to Cyclone Gabrielle. Emergency services, including firefighting, aero-medical flights and search and rescue, provided essential, lifesaving services.
- ~~12-13.~~ Despite its strengths, the sector is facing challenges and change. Sector growth, safety and security are of critical importance to the aviation sector and those who benefit from it, but an evolving geopolitical environment is placing a growing strain on the rules-based order. Meanwhile, the sector is entering a period in which it will be transformed by the rapid innovation and adoption of advanced air mobility and other new technology, and by the need to decarbonise. Now is the right time for the sector and Government to work together to set a shared ambition and direction for aviation in New Zealand, whilst ensuring that safety is the primary purpose and most important outcome of the system.

⁴ New Zealand Airports Association.

⁵ <https://airport-world.com/auckland-airport-remains-key-economic-generator-for-new-zealand/>

⁶ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

Ambition Statement

14. The Council shares an ambition:

13. [Note: these ambitions need to have some stronger metrics. The ANS review recommendation 3 was : Build a picture of the air navigation system's contribution to the national benefit by enhancing and realising the system's current and potential contribution, including social, environmental, economic, and cultural outcomes.]

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- New Zealand's aviation sector grows, innovates, and contributes to a thriving, **productive, connected** and **resilient** country.
- International and regional air connectivity, integrated with other modes of transport, bolsters **economic growth opportunities** and **resilience**
- **Safety and security** are continuously improved, while New Zealanders and visitors enjoy **accessible and efficient** services.
- Our **world-class aviation regulatory environment** is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive.
- Aviation provides attractive, highly skilled jobs and is a **desirable career path**.
- Iwi and hapu see exciting opportunities in the aviation sector
- The aviation system nurtures and embraces **advanced aviation technologies** that can safely drive productivity, attract investment, and benefit New Zealand and New Zealanders.
- All involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of **net zero carbon emissions** by 2050.
- All aspects of aviation rely on standards, largely driven from ICAO to ensure safe interoperation both domestically and internationally. New Zealand needs to ensure its voice is appropriately heard as appropriate in these forums.

The **Interim** Aviation Council's role in developing the Vision for Aviation

14.15. The Interim Aviation Council was set up after the independent panel reviewing the Air Navigation System said, in its May 2023 report,⁷ that improving system leadership was the critical priority for aviation.

15.16. The Panel's nine recommendations aimed to strengthen the system to seize future opportunities and challenges. The Panel recommended that system leadership be driven through:

- a ministerially-appointed interim and then permanent Aviation Council with whole-of-system oversight responsibilities
- a new and long-range Vision for Aviation

⁷ <https://www.transport.govt.nz/area-of-interest/air-transport/aviation-system-review>

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- a Flight Plan for New Zealand: a medium-term direction for aviation and air navigation.

17. The Council's role is to provide a whole-of-system perspective on the current and future direction of aviation, focusing on system-level strategy, performance, change management and thought leadership. The Council oversees matters of national significance to the aviation sector including infrastructure, workforce, consumers, international engagement, regulation, safety and security, environmental sustainability and system growth.

46. [Note: There are aspects of the role as stated here that need better definition. For example, "perspective" begs the question of whose perspective and what means this is obtained or applied. Similarly, as the AC is clearly key, the definition of "oversees" needs definition (what exactly and with what authority?)]

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47-18. The Council includes representatives from the following organisations:

- Ministry of Transport (chair)
- Air New Zealand
- Air Ruatoria
- Airways Corporation of New Zealand
- Auckland International Airport Limited
- Aviation Industry Association
- Board of Airline Representatives of New Zealand
- Civil Aviation Authority
- Ministry of Business, Innovation and Employment
- New Zealand Air Line Pilots Association
- New Zealand Airports Association
- New Zealand Aviation Federation
- New Zealand Defence Force
- Wisk Aero. [suggest that Wisk are removed from the AC as they no longer have a significant presence in NZ (moved out) and be replaced with a NZ-vested entity such as Kea or Dawn Aerospace]

48-19. The Vision for Aviation has been developed by the Interim Aviation Council in a collaboration between Government agencies and industry. Working together, they have set out an ambitious plan focused on growth and innovation, with safety at the core.

49-20. In setting up the Interim Council and developing this Vision for Aviation, industry and Government are delivering on the Air Navigation Systems Review's critical priority: improving system leadership. The vision should be regards as dynamic and revisited on an annual basis to ensure it is still fit for purpose:

- advising on the sector's response to, and prioritisation of, the remaining Air Navigation System Review panel recommendations

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- working with the Ministry of Transport to develop terms of reference for a permanent Aviation Council; and
- enabling Government, agencies, and the aviation sector to voice their opinions and provide advice and recommendations on how to address challenges facing the sector and how best to embrace opportunities.

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How we will achieve our ambition

20-21. The Council has identified priority areas that will contribute to achieving its long-term ambitions for aviation. These priority areas are discussed below, along with shorter-term initial actions under each priority area. The actions are stepping stones that will set us up for longer-term initiatives.

24-22. Success will rely on different groups working together, including government agencies and the private sector. An important task for the Aviation Council will be to define success as it relates to the vision.

Roles and responsibilities

22-23. Industry, Government and not-for-profit organisations have important roles to play in the aviation sector.

- The private sector owns and operates airports, air operators (including those providing scheduled passenger services, air cargo services, adventure aviation, charters, agricultural aviation, and advanced aviation), maintenance providers, manufacturers, training providers, and many other businesses directly and indirectly involved in the aviation sector.
- The Government facilitates competition and growth in the market, while regulating the sector to ensure safety and other key outcomes and maintain New Zealand's international reputation. The Government also owns or partly owns some entities and businesses that operate within the sector, for example:
 - State-owned enterprises Airways and MetService
 - a 51 percent stake in Air New Zealand
 - 50 percent of six "joint-venture" airports
 - Shareholdings in Christchurch, Hawke's Bay and Dunedin airports
- Local authorities wholly own seven airports and partially own several others (including the joint-venture airports).
- Not-for-profit organisations are involved in sport and recreational aviation.
- Industry associations, unions, federations and other organisations represent aviation businesses and professionals working in the sector.

23-24. This section describes the roles and responsibilities of some Government agencies and key stakeholders in the aviation sector.

Minister of Transport

24-25. The Minister of Transport sets the strategic direction for aviation in New Zealand and has the primary role in establishing the laws, regulations, and rules that govern the aviation sector. The Minister ensures that aviation policies align with national goals for safety, security, and economic growth.

Interim Aviation Council

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~~25-26.~~ The Interim Aviation Council (the Council) oversees the strategic direction and addresses emerging challenges in New Zealand's aviation sector. The Council aims to ensure a coordinated, future-focused aviation sector that supports economic growth, safety, and sustainability.

- Provides oversight and leadership for the aviation sector
- Helps develop comprehensive sector-wide documents, such as this Vision for Aviation
- Collaborates with public and private sector leaders to set system priorities
- Supports development of policy focusing on workforce needs, infrastructure, regulation, innovation, safety, security, international engagement, consumer protection, and sustainability
- Engages with stakeholders, including government agencies, Māori, and international bodies.

Ministry of Transport

~~26-27.~~ The Ministry of Transport (the Ministry) provides strategic advice to the Minister on the policy and regulatory settings for the aviation system.

Ministry of Education

~~27-28.~~ The Ministry of Education shapes an education system that delivers equitable and excellent outcomes. It develops strategic policy for the education sector, supports education providers, and ensures the education system meets the needs of students and the workforce.

Ministry of Business, Innovation and Employment (MBIE)

~~28-29.~~ MBIE develops and delivers policy, services, advice, and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. It plays a key role in various sectors, including aviation.

Civil Aviation Authority (CAA)

~~29-30.~~ The CAA is New Zealand's specialist aviation safety and security regulator. It ensures compliance with aviation safety standards, oversees the certification and surveillance of aviation activities, and collaborates with international aviation organisations.

Aviation Security Service (AvSec)

~~30-31.~~ AvSec is an operational unit within the CAA. AvSec is responsible for aviation security in New Zealand. It screens passengers and their luggage, ensuring compliance with security regulations and maintaining a safe travel environment.

Airways Corporation of New Zealand (ACNZ)

~~32.~~ Airways New Zealand (ACNZ) provides air traffic control and navigation services. It ensures the safe and efficient movement of aircraft within New Zealand and oceanic airspace. As New Zealand's air navigation service provider, Airways is

responsible for delivering air traffic services to ensure the safe and efficient operation of both civil and military aircraft in New Zealand's controlled airspace. Airways also provides information to aircraft traveling in uncontrolled airspace and provides an alerting service for aircraft in distress. Airways also delivers aeronautical telecommunication services and meteorological services.

Airways, through its subsidiary companies also provides aeronautical information management, procedure design and other training and digital services and products.

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31. —

New Zealand Defence Force (NZDF)

32-33. The NZDF supports civil aviation through search and rescue operations, disaster response, and providing airspace security.

Private Sector

33-34. The private sector includes airlines, aviation service providers, and other businesses that operate ~~commercially~~ within the aviation sector. These stakeholders play a large role in maintaining operational standards, investing in infrastructure, and driving innovation.

Industry Bodies/NGOs

34-35. Various associations, unions, and other organisations represent the interests of the aviation sector in New Zealand. These organisations play an important role in ensuring members' views and interests are understood and considered.

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Supporting system growth and lowering barriers to entry

Current state

~~35-36~~ New Zealand largely follows a user-pays approach to aviation. This means that the costs associated with aviation services and infrastructure are primarily covered by the participants in the system – airports, airlines, aviation businesses – and then passed on to the ultimate users, the passengers and freight customers.

~~36-37~~ There is some cross-subsidisation between different user groups in the setting of fees, levies and charges. Whilst it might be impossible to eliminate cross-subsidies entirely, they must be justified, as they hinder cost reduction and efficiency.

~~38~~ Funding for aviation comes from various sources, including, but not limited to:

[include graphic showing the flow of funds through the aviation sector in New Zealand]

~~37~~

- Government funding through the Ministry of Transport for, for example, policy and rules development. The Ministry has also funded some critical aviation infrastructure such as DVOR.
- the CAA operates under a cost recovery model which means its services are largely funded through user charges - levies, fees, and charges - because they benefit distinct user groups
- airport revenues from airlines' landing fees and commercial activities
- airlines' fees and charges for air navigation services
- private investment such as aircraft leasing and aviation technology development.

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- Note: The model as it stands doesn't support the startup phase for new entrants such as UAV/drones, which will require investment in infrastructure to support safety and efficiency. It also doesn't support the enduring cost-recovery model for aviation users (such as UAV) for whom fees based of landing charges seem inappropriate.

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~~38-39~~ Tourism and trade lead to higher revenue, through increased passenger and cargo traffic.

~~39-40~~ Aviation businesses are facing a range of pressures such as increasing costs, supply chain challenges and workforce shortages. There is also an infrastructure deficit across the sector, driving increased costs.

Ambition

~~40-41~~ New Zealand's aviation system should grow in a way that strengthens its financial and environmental sustainability, supports regional and international connectivity, and maximises economic growth, including through the adoption of new technologies.

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41-42. We need to ensure that the aviation funding model (including design of levies, fees and charges) drives efficiencies in the regulator and participants and contributes to achieving our vision for the sector.

42-43. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Interim Aviation Council	<u>Engage with industry to create/evolve to a new funding model that is equitable, transparent and contributes to driving growth?</u>
Ministry of Transport / CAA with input from the sector	Undertake a <u>system wide, first principles</u> first-principles CAA-funding review
Ministry of Transport	Progress aviation data collection and reporting to support policy and investment decisions
Ministry of Transport / MBIE	Ensure policy settings <u>the aviation sector as a whole can</u> support competition and facilitate air traffic growth, both domestically and internationally. [MBIE what are your thoughts? To discuss.]
MBIE / Ministry of Transport	<u>Identify gaps and then a</u> Align tourism strategies with aviation policy to strengthen competition and international air connectivity, regional air connectivity and visitor dispersal [MBIE what are your thoughts? To discuss.]

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Infrastructure

Current state

43-44. Aviation infrastructure includes, but is not limited to, airspace design, system navigation aids, system communications, and take-off and landing points that are needed for a safe, secure and effective public network of air transport.

44-45. It is important to have a good understanding of the current state of key aviation infrastructure. International air travel relies heavily on a limited number of airports for emergency landings and diversions. Air travel is a lifeline for extremely remote communities where there is no reliable alternative. We need to ensure the sustainability and resilience of our current infrastructure system, while preparing for the future. Resilient infrastructure ensures that aviation services can continue or quickly resume operations after natural disasters, pandemics, or other crises but resilience comes at a cost for the sector.

46. The design, construction, and operation of aviation facilities and systems should minimise environmental impact, maximise economic growth, and support social well-being.

47. Future state?

45- Ambition

Our future aviation system will need to be able to:

- lower barriers to entry, ensuring consistency, and flexibility for all users now and future.
- handle increased flight volumes safely and efficiently
- withstand extreme weather events and adapt to changing climate conditions
- enable efficient integration with other modes of transport
- accommodate enhanced use of digital technologies and next generation aircraft for operations
- withstand new cyber threats to ensure the safety and integrity of operations.
- Have clear and transparent accountability established for all aspects to ensure safety, efficiency and commercial imperatives are met appropriately.
- Enable evolution from our current model of VFR and IFR to incorporate DFR and growing autonomy of flight over time.

46-48. Our future infrastructure system needs to accommodate new and emerging technologies, including those using electricity or new types of fuel. For example, urban air mobility solutions can help alleviate traffic congestion on the ground, leading to shorter commute times and less stress for commuters. Air mobility can provide better access to remote or underserved areas, improving connectivity and economic opportunities for those regions.

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47-49. It is important to consider next steps for airspace integration to help unlock economic growth by enabling the anticipated growth of urban air mobility and uncrewed aircraft in any class of airspace with other aircraft safely, securely and efficiently. The implementation of advanced air traffic management systems will enhance the safety, efficiency, and capacity of our airspace.

48-50. It is also important that the system can accommodate diverse needs for take-off and landing infrastructure to support future urban air mobility solutions, including vertiports and drone delivery systems and continue to integrate with other forms of transportation to improve connectivity.

49-51. Initial steps for the sector and Government to achieve the Interim Council's ambition include:

Lead	Initial Action
<i>Who else from Interim Aviation Council?</i> <u>Airways</u>	Understand and report on the minimum infrastructure, service levels, and performance standards that ensure resilience and delivery of essential services. Clearly articulate what infrastructure is required to meet safety standards.
<u>TBCMoT, CAA with input from Airways</u>	Develop a future airspace and an integrated traffic management integration policy to enable the use of airspace by more aviation users.
<i>Who else from Interim Aviation Council?</i> <u>Airways</u>	Improve understanding of infrastructure requirements for emerging technologies, for example, but not limited to take off and landing.
<i>Who else from Interim Aviation Council?</i> <u>Airport companies. Airways</u>	Assess future infrastructure needs, including electricity generation and transmission requirements for future aviation, and convene with the energy sector for specific discussion.

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Consumers

Current state

50-52 Passengers' rights are protected by New Zealand law (including the Consumer Guarantees Act 1993, Fair Trading Act 1986, Contract and Commercial Law Act 2017 and Civil Aviation Act 2023) and international agreements such as the Montreal Convention.⁸

Ambition

54-53 We want all passengers to receive accessible and efficient services. However, although many airlines voluntarily inform passengers about their rights, passengers may not always know about the protections they are entitled to. In some overseas jurisdictions, airlines are required by law to tell passengers what their rights are.

52-54 The Civil Aviation Act 2023⁹ includes a new regulation-making power: it allows for regulations to be made requiring any aviation participant to disclose information about rights of passengers, consignors and consignees (freight customers) to specified persons, or to make the information publicly available. This could include information on punctuality, performance, pricing and passengers' rights.

53-55 The Ministry of Transport has started policy work on information disclosure requirements. [To be confirmed]

Disabled consumers

Current state

54-56 One in five New Zealanders has a disability and as the population ages, more and more consumers will need accessible travel options. Disabled travellers can face challenges such as time-consuming and repetitive check-in processes when travelling with a wheelchair, or difficulty navigating through airports as a blind traveller.

55-57 Disabled travellers want airports, airlines, and government agencies to better understand and consider their needs.

Ambition

56-58 We want all passengers, in particular disabled passengers, to enjoy accessible and efficient air travel services.

57-59 It is essential for airports, airlines, government agencies (including the CAA and border agencies) and others to collaborate so that disabled passengers have a smooth experience throughout their journey - from checking in, through security and border checks, on to the aircraft, and then through the destination airport – here or overseas. Collaborating to improve services for New Zealanders with disabilities also presents an opportunity to make New Zealand an attractive “accessible destination” for international disabled travellers.

⁸ This Convention is given force of law in New Zealand through s91C of the Civil Aviation Act 1990 and s256 of the 2023 Act.

⁹ Section 410

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58-60. To implement some new accessibility technologies, it may be necessary to change regulatory settings. We also need to adhere to International Civil Aviation Organisation (ICAO) Standards concerning the air transport of passengers with disabilities, such as Standards included in Annex 9 – Facilitation to the Convention on International Civil Aviation.

59-61. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Explore what other countries require airlines to disclose to passengers about their rights, taking into account information that airlines already provide.
Interim Aviation Council	Establish a Council working group and work programme focused on finding solutions to improve air travel for people with disabilities. As a first step this group will engage more extensively with the disabled community to learn more about the challenges they face when travelling by air.
Airlines	<p>Develop passenger assistance profiles (following Australia's lead¹⁰).</p> <p>Profiles will give each passenger the choice to grant airlines permission to store personal details, including accessibility requirements, in a profile that airlines can access for future bookings. The profile will contain information about assistance animals and wheelchair battery specifications so airlines can confirm in advance the necessary support that meets air safety requirements.</p> <p>[TBC – to discuss– what is possible on a voluntary basis?]</p>

¹⁰ <https://www.infrastructure.gov.au/sites/default/files/documents/awn-factsheet-accessible-air-travel-for-people-with-disability.pdf>

International engagement

Current state

- ~~60-62~~ International harmonisation is the foundation for international aviation and a key principle of our domestic regulatory framework.
- ~~64-63~~ The aviation sector, ICAO and partner states expect the Government to be engaged in international matters of importance to New Zealand, to meet our international obligations, and ensure New Zealand standards align with safety, and other, international standards. This requires coordinated investment of time and resources.
- ~~62-64~~ New Zealand's aviation sector faces several challenges and opportunities in international engagement. The rapid pace of change in global aviation standards makes it difficult for small countries like New Zealand to keep up with changes required which can be addressed through active participation in international forums and conferences. Additionally, participating in international engagements is challenging due to our distance and limited resources, so we have to prioritise our effort for maximum impact.
- ~~65~~ Regional harmonisation is complex as it requires collaboration and effort to align regulations and policies to improve safety, efficiency, and interoperability in aviation. Our Pacific neighbours confront distinct challenges that, while similar to our own, are often more severe. These include limited resources, infrastructure constraints, and the significant impacts of climate change, all of which can hinder the development of their aviation sectors. Our relationship with Australia as our nearest neighbour needs to be maintained through investment to time and resources. This is particularly important through a collaborative approach to the Pacific. Agreements already exist between Australia and New Zealand.
- ~~66~~ SWIM (System Wide Information Management) SWIM is a global initiative promoted by ICAO to enable seamless and standardised exchange of aviation information among all stakeholders (air traffic control, airlines, airports, etc.) through a common digital platform. It aims to replace traditional, fragmented, and often paper-based information exchange with a more efficient and interconnected system.

Relevance for New Zealand

Enhanced Safety:

SWIM can provide real-time, accurate, and consistent information, reducing the risk of errors and improving situational awareness for air traffic controllers and pilots. This is crucial for New Zealand, given its challenging weather conditions and diverse terrain, which can make aviation operations more complex.

Improved Efficiency:

SWIM can streamline information exchange, reducing delays and optimizing flight operations. This can lead to fuel savings, reduced emissions, and improved on-time performance for airlines. This is very important for New Zealand, that is heavily reliant on tourism, and therefore reliant on efficient aviation.

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Integration with Global Aviation:

SWIM is a global initiative, and New Zealand's participation will ensure its aviation sector remains integrated with international standards and practices.

~~63.~~
Ambition

~~64-67.~~ Our ambition is that international engagement should be:

- Effective – above all the engagement need to be focused on improving our knowledge of best practice and related learnings.
- active – enabling us to influence international aviation outcomes that align with New Zealand's interests
- compliant – by adhering to international aviation conventions and adopting best practices for informed regulatory decisions
- supportive – through aiding Pacific Island nations' participation in the international aviation system
- reputable – by maintaining New Zealand's standing as a responsible aviation regulator and constructive participant in the international aviation system
- Proactive – by leading international conversations, ensuring outcomes meets New Zealand's needs

How will we do this?

~~65-68.~~ Active participation involves regularly engaging with ICAO and other key aviation bodies to advocate and build relationships with agencies like the Federal Aviation Administration and European Union Aviation Safety Agency. Our participation in international and regional forums will be well-planned and prioritised based on New Zealand's strategic interests. The Aviation Council should play a key role in assessing and proposing to its members that its various stakeholders should be involved in particular forums, with the collected intelligence shared to all members.

~~69.~~ Complying with international obligations and adopting best practices means adhering to Standards and Recommended Practices (SARPs), filing differences when impractical, and drawing from other international practices to inform and enhance New Zealand's international and domestic policy settings.

~~66-70.~~ Collaboration with our neighbours and beyond establishes best practice and locates centres of excellence that will benefit New Zealand aviation participants.

~~67-71.~~ Supporting Pacific Island nations includes helping them meet international SARPs and fostering their participation in the international aviation system. The reinforcing of strong and robust relationships within the Pacific puts New Zealand firmly as the preferred strategic partner of choice.

~~68-72.~~ Initial steps for the sector and Government to achieve the Council's ambition include:

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Lead	Initial Action
<u>CAA, MoT and Airways</u>	<u>Coordinate the development/update of the National level of the GANP (Global Air Navigation Plan).</u>
<u>TBCCAA, Airways</u>	Develop a sector-wide international engagement plan that integrates more active, linked-up international and regional participation with specific actions such as support for Pacific Island nations.

Commented [NH1]: We are investigating what else we can say here about Pacific engagement

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Regulation

Current state

~~69-73~~ The regulatory framework (Acts, regulations and rules relating to aviation) is the foundation of a safe and secure aviation system. As noted already, New Zealand's domestic regulatory settings are heavily influenced by international standards and expectations.

~~70-74~~ The credibility and integrity of our aviation regulatory system is vital and compromising it would have implications for our ability to export high-value products and attract international tourism. Airlines and aviation businesses from countries with well-regarded regulatory systems are more likely to gain access to international markets. This is because other countries and regulatory bodies have confidence that safety and operational standards are met.

~~71-75~~ The Civil Aviation Act and regulations have been recently modernised. The Civil Aviation Rules framework was set up in the 1990s, with many amendments and additions since that time. Maintaining the Civil Aviation Rule set (where the detailed legal requirements for aviation lie) and ensuring they continue to be in line with ICAO Standards and Recommended Practices (SARPs) as they evolve is a key challenge. The rules are fundamental to good safety and security outcomes and it is essential they are updated to avoid drifting out of alignment with international best practice.

~~72-76~~ Civil Aviation Rules are not always as flexible as they could be – hindering use of new technologies (such as satellite communications equipment), creating unnecessary barriers, and leading to workarounds such as exemptions. Innovations in advanced aviation are pushing the boundaries of the regulatory framework still further.

~~73-77~~ The processes to make or change a rule take up considerable resource and time.

Ambition

~~74-78~~ Our ambition is a world-class regulatory framework that:

- is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)
- supports safe innovation and economic development
- provides greater certainty and timeliness for sector participants and allows businesses to thrive, so that the industry feels supported, not stifled, by regulation
- is adaptable - able to keep pace with innovation, can manage the demands of both conventional aviation and advanced aviation, and can integrate evolving markets and other regulatory regimes
- is risk-based, fair and proportionate, outcome-focused, and enabling
- is efficient - achieves objectives with the least possible administrative burden and cost

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~~75-79~~ To achieve this, over the coming years we will firstly look at best practice from our peer jurisdiction globally, then, taking that knowledge we will review and modernise the whole-New Zealand rule set in a way that is efficient and timely. Our approach will be informed by agreed principles of good rule design but taking account of specific New Zealand needs as a priority.

~~76-80~~ We also need to look for innovative ways to improve processes to ensure that updating the regulatory framework is as efficient as possible. This will be done by regular consultation with representatives of the aviation sector in New Zealand and making adjustments as necessary.

~~77-81~~ As well as updating the content of the rules, we will set the framework up for the future by making the rules more flexible, and easier to amend. This is likely to include using transport instruments, increasing use of guidance, and designing more flexibility into what the rules require (where this can be done without compromising other objectives).

~~78-82~~ In addition, to make the most of opportunities from advanced aviation, we need to:

- design faster, leaner, agile processes to help improve throughput and allow the regulatory system to keep pace with change
- enable safe and secure experimental areas to develop and proof new aviation technologies
- provide clear pathways for approvals to use those technologies in the aviation system, both domestically and internationally.

~~79-83~~ Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport and CAA, with input from the sector	Review and modernise the full civil aviation rule set to ensure that the rules align with our objectives for the regulatory framework and respond to the need to fully integrate new technologies into the regulatory system. <ul style="list-style-type: none">• In updating the rules, we will set the framework up for the future by making it more flexible and better able to respond to change.
CAA, <u>Airways</u> , with input from the sector	Rework specific rules to allow for safe innovation and growth in the advanced aviation sector and contribute to improving the pace of regulatory decision-making, while continuously improving safety and security.

Safety and security

Current state

~~80-84~~ 84-84 Safety and security continue to be the primary focus and most important outcomes of the aviation system. Without high standards of safety and security, the sector cannot operate.

~~84-85~~ 84-85 Responsibility for aviation safety and security policy and regulation is a vital obligation of the government. The safe and secure operation of the aviation sector enables the economic and social benefits of aviation, including our ability to connect to the world.

~~82-86~~ 82-86 Aviation safety involves managing risks to prevent aviation accidents and incidents. The aviation industry is subject to significant safety-focused regulation and oversight.

~~83-87~~ 83-87 The objective of aviation security is to protect passengers, crew, ground personnel and the public against acts of unlawful interference with civil aviation. The international threat environment directly influences New Zealand's aviation security settings.

~~84-88~~ 84-88 [Placeholder text: Our aviation security settings are guided by and based on international standards, known threats, risks and vulnerabilities. New Zealand is a contracting State of the International Civil Aviation Organization (ICAO) and is signatory to Annex 17- Aviation Security - Safeguarding Civil Aviation Against Acts of Unlawful Interference ('Annex 17') of the Chicago Convention 1944. Annex 17 provides the standards and recommended practices that are to be applied by Contracting States and is given legal effect in New Zealand through legislation, including Civil Aviation Rules, Notices of Direction, and other regulatory instruments. As a contracting State, New Zealand is required to align with the standards of Annex 17 unless impossible to do so, with respect to international civil aviation operations. These standards (and the recommended practices, which States are not required to implement) are predominantly outcomes focussed, so that States can choose how to achieve the desired security outcome.]

~~85-89~~ 85-89 Annex 17 also requires States to have an up-to-date National Civil Aviation Security Programme (NASP) to outline roles and responsibilities within the security system and to provide guidance which supports positive security outcomes.]

~~86-90~~ 86-90 An evolving geopolitical environment is placing a growing strain on the rules-based order. As more States focus on the Pacific, New Zealand will face pressure from those who seek to undermine traditional security relationships and replace us as a trusted partner for Pacific Island countries.

~~87-91~~ 87-91 This pressure requires New Zealand to foster international cooperation with like-minded partners on emerging challenges to prevent aviation security threats, strengthen connectivity linkages and ensure we are playing our part in creating stability for the aviation system in our region, and globally. The whole aviation system has a role to play to ensure New Zealand, and our broader Pacific region, continues to be a safe, secure, and reliable place to travel to.

Ambition

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~~88-92~~ Our ambition is to continuously improve safety and security using clear metrics, embedding a best practice safety and security culture throughout the sector ~~and through each participant's habits, practices and interactions.~~

~~93~~ New Zealand's actions to improve aviation safety are shaped by our participation in ICAO and several other bodies, some of whom are much more attuned to modern aviation security practice than ICAO (Aviation ISAC for example). New Zealand will maintain a State Safety Programme (SSP) ~~– which describes existing practices –~~ and a National Aviation Safety Plan (NASP). Both are documents that ICAO requires member States to have. The NASP will identify national safety issues, define national goals, targets, and measures for safety, and presents initiatives to address safety risks. Key actions ~~contained in this Vision document are: XYZ.~~

~~93.1~~ Establish standards and framework for best practice and ensure that all aviation participants follow these.

~~93.2~~ Follow the New Zealand Information Security Management framework.

~~93.3~~ Create clear lines of accountability and responsibility between aviation participants and the New Zealand security services more generally.

~~93.4~~ Use an acceptable maturity framework to allow self-assess for participants and provide guidance on continuous improvement. Use the NIST CSF.

~~89-93.5~~

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~~88-94~~ We will ~~respond to~~ recognise ICAO's recommendations for how we can improve aviation safety, including recommendations from ICAO's latest audit to assess New Zealand's implementation of international best practice on safety (in particular, our implementation of ICAO Standards and Recommended Practices).

~~91~~ ~~The Ministry will continue policy work to ensure aviation security services are delivered as efficiently as possible without compromising safety and security.~~

~~92~~ ~~[More text to come on ICAO and the National Aviation Security Programme]~~

~~93-95~~ Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Interim Aviation Council	?
CAA	Continue an ongoing programme of work to ensure New Zealand's safety systems comply with international standards and recommended practices.
CAA	Maintain and implement the National Aviation Safety Plan.
<u>CAA Airways</u>	<u>Create a code of practice for aviation cyber security within New Zealand that includes examples of best practice and provides a framework for assessing security maturity to ensure continual improvement.</u>

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Workforce

Current state

94-96. The training pipeline for the aviation workforce is influenced by many factors¹¹ including:

- an increasingly tight global market for labour and skills
- changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
- tertiary education policy settings (including student loan policies)
- CAA training and licensing rules
- technological changes, leading to changes in the types of skills that the industry of the future will need.
- Societal shift towards sustainability and climate responsibility making aviation a less desirable choice

95-97. Commercial airline growth and the COVID pandemic's impacts on the aviation sector have created a demand for aviation personnel, in particular for example pilots and engineering staff. If we do not act to improve recruitment and retention, we face worsening shortages of key personnel. It should be noted that offshore entities currently offer significant better remunerations for a wide range of key skill. Estimates put FAA (as an example) as being short 5,000 ATC staff. This will place further stress on local entities.

96-98. To build the right incentives and protections to attract and retain skilled workers we will also need to understand what system changes are needed to embed safety and security culture at an institutional level and through each participant's habits, practices and interactions.

97-99. New Zealand trains overseas pilots, and there is potential for demand for this training to increase.

98-100. New Zealand also hosts a growing advanced aviation sector that may create opportunities for innovation in aviation education, as well as requiring new skill sets and training needs.

Ambition

99-101. The Council's long-term ambition is that aviation and adjacent industries provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector's workforce challenges to overcome shortages of key personnel and develop the attributes, knowledge and competencies that the aviation system will need in the future. This needs to start with improving STEM uptake at an early age.

¹¹ Workforce supply and demand issues for pilots and aviation maintenance engineers are assessed in a report by Scariatti for the Aviation Industry Association and Ringa Hora. A summary of the findings is available here: https://aianz.org.nz/wp-content/uploads/Summary-report_October-2024.pdf

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400-102 Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Education	Continue to engage with the sector to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.
Interim Aviation Council, with support from Government	<p>Set up an ongoing permanent Aviation Workforce Working Group to:</p> <ul style="list-style-type: none"> review and streamline training pipelines for civil and military aviation maximise the ability of personnel to transition between aviation careers (including military/civilian) improve professional development and sabbatical opportunities promote aviation as a future career facilitate discussions between large and small airlines on pilot recruitment and training pathways publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces.
Aviation Workforce Working Group, with support from Government	Develop a national strategic aviation workforce plan to address current and future workforce shortages, scope opportunities for promoting aviation careers, and research the work preferences of young people in aviation and incentives that could support their retention in the sector.

Commented [NH2]: This is a placeholder action for now. Ministry of Education will confirm the action after briefing their Minister. Actions will be subject to change based on Ministerial direction.

Feedback on this section will be passed on to the Ministry of Education for consideration.

Commented [NH3]: TBC
Note Ministry of Education will need to brief their Minister before they can confirm their role. Actions are subject to change based on Ministerial direction.

Commented [NH4]: As above

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Environmental sustainability

Current state

103-104. Aviation is a significant contributor to global carbon emissions. International efforts to develop and adopt sustainable aviation fuels (SAF) and more efficient aircraft can drastically reduce the industry's carbon footprint.

102-104. Domestic aviation emissions make up 7.5 percent of New Zealand's transport emissions. These emissions are managed through the Emissions Trading Scheme (ETS) in a net based approach to lowering emissions across all sectors. The Government will respond, by the end of 2025, to the recommendation of the Climate Change Commission to include emissions from international aviation in the 2050 emissions reduction target.

103-105. International organizations like ICAO set global standards for emissions and noise, ensuring that all countries work towards common environmental goals. This helps create a level playing field. New Zealand has committed to ICAO's global Long-Term Aspirational Goal (LTAG) of Net Zero by 2050. The LTAG is a non-binding global goal.

104-106. New Zealand is currently voluntarily participating in ICAO's Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector. Participation in CORSIA will become mandatory in 2027.

Chart 1: illustration of NZ emissions through the motor vehicle fleet and other modes of transport



105-107. New Zealand relies on aviation for travel and freight. Both international and domestic flights are essential for connectivity and economic activity in New Zealand. However, aviation faces challenges in adapting to low and zero emission alternative technologies. Carbon reduction initiatives will need to take into account economic growth objectives including increasing the value of exports.

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406-108. Aviation is a hard-to-abate sector and although industry is making some investments in clean technology and low emissions fuel to reduce emissions, high costs and commercial viability of low emissions alternatives remain an issue.¹²

407-109. Commercial aircraft that use zero emissions (at tailpipe) technologies, such as hydrogen-electric engines, are still in development. While they are currently not a viable commercial solution, they may be in future.

408-110. [To be refined - The Emissions Trading System (ETS) for aviation is a market-based mechanism designed to reduce greenhouse gas emissions from the aviation sector. The ETS operates on a cap-and-trade principle, where airlines must purchase allowances for their emissions. This can lead to market volatility and price fluctuations, impacting the cost of compliance for airlines.]

Ambition

409-111. Sustainable aviation can create new economic opportunities, from the production of SAF to the development of new technologies. This can lead to job creation and economic growth in various sectors.

410-112. The Council's ambition is that:

- all involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of net zero carbon emissions by 2050
- New Zealand participates fully in international forums responsible for negotiating aviation emission targets.

411-113. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Work with Australian Ministerial counterparts on the 2+2 Climate and Finance dialogue to develop regional collaboration on SAF uptake and supply.
Ministry of Transport MBIE	Lead Government and industry collaboration on national aviation decarbonisation through Sustainable Aviation Aotearoa (SAA). This will be developed through further engagements in 2025.
Ministry of Transport	Participate in ICAO forums including affirming our LTAG commitment and voluntary participation in Carbon Offsetting Reduction Scheme for International Aviation (CORSIA).
Industry	[check with Industry through consultation what sustainability targets, investments, and other actions that can be listed here]

¹² For example, the production and use of Sustainable Aviation Fuel (SAF) lowers flight emissions without the need to upgrade existing infrastructure or fleets. However, SAF is currently two to five times more expensive than standard jet fuel. Competition for supply is also a concern as other countries also increase measures for SAF uptake.

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Annex 1 – Geographical coverage of airports



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From: [Young, James](#)
To: [Natalie Howell](#)
Cc: [Tom Forster](#)
Subject: RE: Aviation Action Plan - additional action
Date: Friday, 18 July 2025 11:15:50 am
Attachments: [image001.png](#)
[image002.png](#)

I would change to:

1. Undertake a review of services and policy settings to ensure Airways services are appropriate and can be efficiently delivered (end 2026).
2. Review Airways pricing framework and consult with industry (mid 2027).

We anticipate point 1 will involve review and change of CAA Rule Parts to drive both efficiency and safety.

Regards,

James Young | Chief Executive

s 9(2)(a)

| w: www.airways.co.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Friday, 18 July 2025 10:52 am
To: Young, James <James.Young@airways.co.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>
Subject: RE: Aviation Action Plan - additional action

Great, thanks for the clarification James.

How is this?

Lead	Initial Action
Airways NZ	To ensure an efficient funding model while maintaining current levels of safety: <ul style="list-style-type: none"> • undertake a service review by end 2026 • undertake a system-wide first principles funding review by mid-2027.

Please edit as you see fit.

Thanks

Natalie

From: Young, James <James.Young@airways.co.nz>
Sent: Friday, 18 July 2025 10:27 am
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>
Subject: RE: Aviation Action Plan - additional action

Hi Natalie,

It is our intention to review funding but that will be undertaken after we complete the service review. Our target would be to complete the service review before the end of next year and the pricing 6 months after that, both to be completed ahead of the next 3 year pricing consultation.

Regards,

James Young | Chief Executive

s 9(2)(a)

| w: www.airways.co.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Friday, 18 July 2025 9:25 am
To: Young, James <James.Young@airways.co.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>
Subject: Aviation Action Plan - additional action

Good morning James

I hope your day has got off to a good start!

I hear from Ruth that Airways is going to do a first principles funding review.

Would it be ok to list this as an action in the Aviation Action Plan, in the section on growth?
Would something like this work for you? What date should it say?

Lead	Initial Action
Airways NZ	To ensure an efficient funding model while maintaining current levels of safety – undertake a system-wide first principles funding review by X date.

Many thanks!

Natalie Howell ([she/her](#))

Kaitohutuhu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation
Te Manatū Waka Ministry of Transport

M: s 9(2)(a)


E: N.Howell@transport.govt.nz | transport.govt.nz

Harry Atkins

From: Young, James <James.Young@airways.co.nz>
Sent: Wednesday, 30 July 2025 2:49 pm
To: Natalie Howell; Ruth Fairhall
Subject: RE: Aviation Action Plan

Hello to you both. ^{s 9(2)(g)(i)}

Regards,

 **James Young** | Chief Executive

^{s 9(2)(a)} | w: www.airways.co.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Wednesday, 30 July 2025 1:52 pm
To: Ruth Fairhall <R.Fairhall@transport.govt.nz>; Billie Moore <billie.moore@nzairports.co.nz>; Carrie Hurihanganui (Auckland Airport) <carrie.hurihanganui@aucklandairport.co.nz>; catherine macgowan ^{s 9(2)(a)}
darryn.webb@nzdf.mil.nz; Morgan, David <David.Morgan@airnz.co.nz>; Cossar <iain.cossar@mbie.govt.nz>
<iain.cossar@mbie.govt.nz>; Young, James <James.Young@airways.co.nz>; Keith.Manch@caa.govt.nz; mahanga ^{s 9(2)(a)}
president@nzalpa.co.nz; carolyn.tremain@mbie.govt.nz; Cath O'Brien ^{s 9(2)(a)}

Cc: ^{s 8(a)} ^{s 9(2)(a)} Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; Sharyn Forty <S.Forty@transport.govt.nz>; Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>; Robyn Henderson <robyn.henderson@mbie.govt.nz>; Isabel Avery <I.Avery@transport.govt.nz>
Subject: Aviation Action Plan

Dear Interim Aviation Council members

I hope you are having a great day today.

Attached are the latest drafts of the Aviation Action Plan and Current State for your comment, by **8 August** please.

- As always many thanks for all the ideas and feedback you have contributed so far.
- We've left the tracked changes in, since we have all read these documents many times already! 😊
- You will notice some new actions. I'd particularly like to hear your thoughts on the proposed workforce action for industry – see page 17.
- The Ministry of Education action is still “ongoing” for now; work in this area is continuing. We will update you when we can.
- After we have received and incorporated your feedback, we will send final draft documents to Minister Meager.

Another version of the Aviation Council Terms of Reference will follow in the next couple of days.

Many thanks again everyone for all your work to finalise these documents.

Natalie Howell (she/her)

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation
Te Manatū Waka Ministry of Transport

M: s 9(2)(a) E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



Hāpaitia ana ngā tāngata o Aotearoa kia eke
Enabling New Zealanders to flourish

From: Natalie Howell

Sent: Monday, 23 June 2025 4:59 pm

To: Ruth Fairhall <R.Fairhall@transport.govt.nz>; Billie Moore <billie.moore@nzairports.co.nz>; Carrie Hurihanganui (Auckland Airport) <carrie.hurihanganui@aucklandairport.co.nz>; [catherine.macgowan](mailto:catherine.macgowan@s 9(2)(a)) s 9(2)(a); darryn.webb@nzdf.mil.nz; David.Morgan@airnz.co.nz; Cossar <iain.cossar@mbie.govt.nz> <iain.cossar@mbie.govt.nz>; James Young <james.young@airways.co.nz>; Keith Manch <caa.govt.nz>; [mahanga](mailto:mahanga@s 9(2)(a)) s 9(2)(a); president@nzalpa.co.nz; carolyn.tremain@mbie.govt.nz; Cath O'Brien s 9(2)(a)

Cc: s 6(a)

s 9(2)(a)

Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; Sharyn Forty <S.Forty@transport.govt.nz>; Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>; Robyn Henderson <robyn.henderson@mbie.govt.nz>; Isabel Avery <I.Avery@transport.govt.nz>

Subject: RE: Interim Aviation Council

Dear all

Please find attached the following documents for Thursday's meeting:

1. The Aviation Action Plan (see below for explanation about the name)
2. A revised TOR for the permanent Council (changes are tracked)
3. A summary table of feedback received
4. ICAO Safety Audit Update slides

As noted in our email of last week we received feedback from the Minister which we have now incorporated into the document. The feedback is summarised below:

- He suggested that the document be an Action Plan. He noted that there is no appetite in Government for a National Policy statement (NPS) as NPSs are usually associated with the RMA, and there's a lot of work currently going on with the RMA, and so another NPS is not likely to go down well with colleagues.

- He requested that the Actions be more ambitious, he does not want any actions that are ongoing or any actions that include setting up working groups (we have made the changes)
- He wants the Council to have a strong focus on driving costs down across the sector (we've included a new action under system growth chapter to document costs borne by the sector)
- He suggests reordering the document (we have done this as well as introducing foundational elements of the Action Plan – Safety & security and International – work in these areas will be ongoing and they are critical for the success of the system. We have also removed ongoing actions from these foundational elements)

Overall, the Minister didn't feel the actions were ambitious enough. Whilst we have made some changes, we are keen to discuss at the Council meeting what other changes can be made to make the actions more ambitious.

We look forward to the discussion on Thursday.

Thanks

Natalie Howell (she/her)

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation
Te Manatū Waka Ministry of Transport

M: s 9(2)(a) E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



Hāpaitia ana ngā tīngata o Aotearoa kia eke
 Enabling New Zealanders to flourish

From: Isabel Avery <I.Avery@transport.govt.nz>

Sent: Wednesday, 18 June 2025 1:48 pm

To: Ruth Fairhall <R.Fairhall@transport.govt.nz>; Billie Moore <billie.moore@nzairports.co.nz>; Carrie Hurihanganui (Auckland Airport) <carrie.hurihanganui@aucklandairport.co.nz>; catherine.macgowan@caa.govt.nz s 9(2)(a)
darryn.webb@nzdf.mil.nz; David.Morgan@airnz.co.nz; Cossar <iain.cossar@mbie.govt.nz> <iain.cossar@mbie.govt.nz>;
 James Young <james.young@airways.co.nz>; Keith.Manch@caa.govt.nz; mahanga@nzalpa.co.nz s 9(2)(a)
carolyn.tremain@mbie.govt.nz; Cath O'Brien s 9(2)(a)

Cc: s 6(a)

s 9(2)(a)

[Siobhan Routledge](mailto:Siobhan.Routledge@transport.govt.nz) <Siobhan.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>; Sharyn Forty <S.Forty@transport.govt.nz>; Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>; Robyn Henderson <robyn.henderson@mbie.govt.nz>

Subject: RE: Interim Aviation Council

Good afternoon,

Please find attached papers for the IAC meeting on 26 June 2025. We have just received feedback from the Minister, and we are incorporating this into the draft Vision. We will circulate the Draft Vision and Summary Table by COP Monday 23 June.

Kind regards,

Isabel Avery

M: [s 9\(2\)\(a\)](#) | E: i.avery@transport.govt.nz | transport.govt.nz



-----Original Appointment-----

From: Ruth Fairhall <R.Fairhall@transport.govt.nz>

Sent: Monday, 12 May 2025 2:41 pm

To: Ruth Fairhall; Billie Moore; Carrie Hurihanganui (Auckland Airport); [@catherine.macgowan](mailto:catherine.macgowan@s 9(2)(a)); darryn.webb@nzdf.mil.nz; David.Morgan@airnz.co.nz; Cossar <iain.cossar@mbie.govt.nz>; James Young; Keith.Manch@caa.govt.nz; [@mahanga](mailto:mahanga@s 9(2)(a)); president@nzalpa.co.nz; carolyn.tremain@mbie.govt.nz; Cath O'Brien; [@s 9\(2\)\(a\)](mailto:s 9(2)(a))

Cc: [@s 6\(a\)](mailto:s 6(a)); Isabel Avery; [@s 9\(2\)\(a\)](mailto:s 9(2)(a))

Siobhan Routledge; Tom Forster; Carolina Durrant; Natalie Howell; Sharyn Forty; Catherine MacGowan; Robyn Henderson

Subject: Interim Aviation Council

When: Thursday, 26 June 2025 10:00 am-12:00 pm (UTC+12:00) Auckland, Wellington.

Where: 3QW.01 Ngake (External 14 pax); Ministry Of Transport

Kia ora,

Re-sending this meeting invite from Ruth Fairhall's inbox, as the current acting CE.

Many thanks

Natalia

Microsoft Teams [Need help?](#)

[Join the meeting now](#)

Meeting ID: 465 768 608 031 5

Passcode: tX6QM3G9

Dial in by phone

[+64 4 886 1744,312906150#](tel:+6448861744312906150) New Zealand, Wellington

[Find a local number](#)

Harry Atkins

From: s 6(a)

Sent: Thursday, 13 March 2025 12:55 pm

To: Isabel Avery; Siobhan Routledge; Tom Forster; Natalie Howell; Carolina Durrant; s 9(2)(a) Billie Moore; s 9(2)(a) John Kay; s 9(2)(a); Ray Thorpe <Ray.Thorpe@metservice.com>; Steve Smyth <Steve.Smyth@caa.govt.nz>; catherine.macgowan s 9(2)(a)

Mark.Blanchard@airways.co.nz; Stuart Worden; Chris Noble (MetService); Saskia Vervoorn; s 9(2)(a) s 6(a)

Cc: s 9(2)(a)

Subject: RE: Aviation Council Working Group Papers - 13 March 2025 unclassified

Attachments: Draft Vision for Aviation to 2035 - numbered version.docx

Good afternoon Team Aviation,

Thanks for the short, helpful meeting this morning. Please find attached my editorial recommendations (additions highlighted, and insertion of several 'Comments') to the DRAFT Paper. In short, the Air Force wishes offer a potential option for 'NZ Inc' to consider as we (the Aviation Council Working Group) seek viable responses to the looming international issue of a ground engineering workforce that is 'aging out'

Happy to take comments, additions, or advice.

Kindest regards

s 6(a)

Te Tauaarangi o Aotearoa | Royal New Zealand Air Force

s 9(2)(a)

www.nzdf.mil.nz



Released in Document 3

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Version 11 March 2025 – for Working Group feedback

Vision for Aviation to 2035

Key Interim Aviation Council Actions

[Photo]

March 2025

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Minister’s foreword

[xxx]

Likely themes:

- Grow and show our country
- Keep Kiwis connected

Hon James Meager
Associate Minister of Transport

Other forwards needed here too.

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Aviation in New Zealand

1. Aviation is critically important to help grow New Zealand's economy by facilitating resilient global connections, tourism and trade. Given our location and our geography, aviation is necessary for international travel and it is not always possible to swap to road, rail or ferries, as many other countries can, to replace regional flights.
2. The economic benefits of aviation are significant. Aviation makes it possible for millions of tourists to visit each year, supporting local businesses including hotels, restaurants, and attractions. Visitors generate substantial revenue and help create jobs in the tourism sector. International visitors contributed \$16.9 billion to New Zealand's economy in the year to March 2024; domestic tourism expenditure in the same period was \$27.5 billion.¹
3. Aviation plays a vital role in the transport of high value, perishable and critical products that must reach international markets in a timely way like seafood, value added dairy products, and fresh produce. Efficient air freight services transport these products to international markets quickly, maintaining their quality and competitiveness. Domestic air cargo services provide time critical connections to export hubs for many of these products. Airfreight carries around 16 percent of our exports and 22 percent of our imports by value.
4. The importance of our aviation system and the international connectivity it provides was apparent during the COVID-19 pandemic. Air connectivity ensured the supply and availability of the vaccines and personal protective equipment necessary for the pandemic response and ongoing societal resilience. Throughout the pandemic, and with Government support, the aviation sector continued to import other essential supplies, while carrying valuable exports to world markets.
5. Aviation also supports international and domestic social connectivity. Over 30 percent of international visitors to New Zealand in the three months ending 30 September 2024 were visiting friends and family as the primary purpose of their trip.² Domestically, flying times between urban centres, in our long and sprawling country, are typically 80-90 percent shorter than driving. This drastically improves social connectivity, noting that 78 percent of New Zealanders live within a 45-minute off-peak drive from an airport.³
6. New Zealand's domestic aviation network provides good geographic coverage (see **Annex 1**). Air New Zealand operates to 20 domestic destinations, while Jetstar serves five. In addition around eight smaller airlines provide scheduled services, predominantly linking smaller towns with larger centres and offering charter flights. While key routes are well-served with frequent flights, some smaller communities face challenges in maintaining regular and affordable air connectivity.

¹ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

² MBIE International Visitor Survey <https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/international-visitor-survey-ivs>

³ Facilitating prosperity. The economic contribution of Air New Zealand. Report to Air New Zealand 08 December 2023. Sense Partners. (pp. 3-4 & 11)

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7. We have over 30 airports serving scheduled domestic routes, and five international airports. Airports are businesses operating within regional economies and are hubs for commercial and industrial activity. In 2013 it was estimated that airports and businesses located within airport environs generated \$4.6 billion in economic activity, not including facilitated tourism and trade.⁴ In 2024, an economic analysis estimated that Auckland Airport alone generated \$1.4 billion of economic impact.⁵
8. The commercial air transport sector, together with the tourists arriving by air that it brings to New Zealand, were estimated in 2023 to support 177,000 jobs and contribute USD 14.2 billion gross value to New Zealand's GDP – with a total of 5.6 percent of GDP supported by the air transport sector and foreign tourists arriving by air.⁶
9. Emerging aviation and aerospace opportunities also have significant economic growth potential for New Zealand.
10. The benefits quantified above do not include those from other sectors in the New Zealand aviation system, such as commercial general aviation, which makes an important economic contribution of its own. General aviation (such as charter and freight, aerial work, flight instruction, ground aviation services, and agricultural aviation) supports economic activity in the regions and plays a key part in the aviation system workforce and capability supply chain. Sport and recreational aviation associations provide social benefits to the wider community.
11. New Zealand relies on the aviation sector for disaster support and relief in times of national emergency, for example in the response to Cyclone Gabrielle. Emergency services, including firefighting, aero-medical flights and search and rescue, provide essential, lifesaving services.
12. Despite its strengths, the sector is facing challenges and change. Sector growth, safety and security are of critical importance to the aviation sector and those who benefit from it, but an evolving geopolitical environment is placing a growing strain on the rules-based order. Meanwhile, the sector is entering a period in which it will be transformed by the rapid innovation and adoption of advanced air mobility and other new technology, and by the need to decarbonise. Now is the right time for the sector and Government to work together to set a shared ambition and direction for aviation in New Zealand.

Commented [PF1]: I feel we have set the 'challenges' description at too high and broad a level. If we are going to talk about the geopolitical uncertainty we should then immediately drive down the key issues we will address in the paper. I ask that we specifically call-out 'future workforce' concerns. We can then point at the seven sections that follow so as the reader knows why we have picked these areas.

⁴ New Zealand Airports Association.

⁵ <https://airport-world.com/auckland-airport-remains-key-economic-generator-for-new-zealand/>

⁶ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

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Ambition Statement

13. The Council shares an ambition:
- New Zealand's aviation sector grows, innovates, and contributes to a thriving, **productive, connected and resilient** country.
 - International and regional air connectivity, integrated with other modes of transport, bolsters **economic growth opportunities and resilience**
 - **Safety and security** are continuously improved, while New Zealanders and visitors enjoy **accessible and efficient** services.
 - Our **world-class aviation regulatory environment** is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive.
 - **Aviation provides attractive, highly skilled jobs and is a desirable career path**
 - Iwi and hapu see exciting opportunities in the aviation sector
 - The aviation system nurtures and embraces **advanced aviation technologies** that can safely drive productivity, attract investment, and benefit New Zealand and New Zealanders.
 - All involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of **net zero carbon emissions** by 2050.

Commented [PF2]: This is not accurate or helpful given our looming workforce shortage across the international aerospace industry. If this was the case we would have no looming workforce problem (primarily with ground engineering roles). Lack of student interest in STEM subjects, lack of clear career pathways, poor pay for the high levels of responsibility, competing industries, and an ageing workforce that is rapidly approaching retirement. We can then point to the 'Workforce' section.

The Interim Aviation Council's role in developing the Vision for Aviation

14. The Interim Aviation Council was set up after the independent panel reviewing the Air Navigation System said, in its May 2023 report, that improving system leadership was the critical priority for aviation
15. The Panel's nine recommendations aimed to strengthen the system to seize future opportunities and challenges. The Panel recommended that system leadership be driven through:
- a ministerially-appointed Interim and then permanent Aviation Council with whole-of-system oversight responsibilities
 - a new and long-range Vision for Aviation
 - a Flight Plan for New Zealand: a medium-term direction for aviation and air navigation.
16. The Council's role is to provide a whole-of-system perspective on the current and future direction of aviation, focusing on system-level strategy, performance, change management and thought leadership. The Council oversees matters of national significance to the aviation sector including infrastructure, workforce, consumers, international engagement, regulation, safety and security, environmental sustainability and system growth.

⁷ <https://www.transport.govt.nz/area-of-interest/air-transport/aviation-system-review>

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17. The Council includes representatives from the following organisations:
 - Ministry of Transport (chair)
 - Air New Zealand
 - Air Ruatoria
 - Airways New Zealand
 - Auckland International Airport Limited
 - Aviation Industry Association
 - Board of Airline Representatives of New Zealand
 - Civil Aviation Authority
 - Ministry of Business, Innovation and Employment
 - New Zealand Air Line Pilots Association
 - New Zealand Airports Association
 - New Zealand Aviation Federation
 - New Zealand Defence Force
 - Wisk Aero.
18. The Vision for Aviation has been developed by the Interim Aviation Council in a collaboration between Government agencies and industry. Working together, they have set out an ambitious plan focused on growth and innovation, with safety at the core.
19. In setting up the Interim Council and developing this Vision for Aviation, industry and Government are delivering on the Air Navigation Systems Review's critical priority: improving system leadership. Now that the Vision for Aviation is complete, the interim Council will focus on its other tasks:
 - advising on the sector's response to and prioritisation of, the remaining Air Navigation System Review panel recommendations
 - working with the Ministry of Transport to develop terms of reference for a permanent Aviation Council; and
 - enabling Government, agencies, and the aviation sector to voice their opinions and provide advice and recommendations on how to address challenges facing the sector and how best to embrace opportunities.

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How we will achieve our ambition

20. The Council has identified priority areas that will contribute to achieving its long-term ambitions for aviation. These priority areas are discussed below, along with shorter-term initial actions under each priority area. The actions are stepping stones that will set us up for longer-term initiatives.
21. Success will rely on different groups working together, including government agencies and the private sector.

Roles and responsibilities

22. Industry, Government and not-for-profit organisations have important roles to play in the aviation sector.
 - The private sector owns and operates airports, air operators (including those providing scheduled passenger services, air cargo services, adventure aviation, charters, agricultural aviation, and advanced aviation), maintenance providers, manufacturers, training providers, and many other businesses directly and indirectly involved in the aviation sector.
 - The Government facilitates competition and growth in the market, while regulating the sector to ensure safety and other key outcomes and maintain New Zealand's international reputation. The Government also owns or partly owns some entities and businesses that operate within the sector, for example:
 - State-owned enterprises Airways and MetService
 - a 51 percent stake in Air New Zealand
 - 50 percent of six "joint-venture" airports
 - Shareholdings in Christchurch, Hawke's Bay and Dunedin airports
 - Local authorities wholly own seven airports and partially own several others (including the joint-venture airports)
 - Not-for-profit organisations are involved in sport and recreational aviation.
 - Industry associations, unions, federations and other organisations represent aviation businesses and professionals working in the sector.
23. This section describes the roles and responsibilities of some Government agencies and key stakeholders in the aviation sector.

Minister of Transport

24. The Minister of Transport sets the strategic direction for aviation in New Zealand and has the primary role in establishing the laws, regulations, and rules that govern the aviation sector. The Minister ensures that aviation policies align with national goals for safety, security, and economic growth.

Interim Aviation Council

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25. The Interim Aviation Council (the Council) oversees the strategic direction and addresses emerging challenges in New Zealand's aviation sector. The Council aims to ensure a coordinated, future-focused aviation sector that supports economic growth, safety, and sustainability.
- Provides oversight and leadership for the aviation sector
 - Helps develop comprehensive sector-wide documents, such as this Vision for Aviation
 - Collaborates with public and private sector leaders to set system priorities
 - Supports development of policy focusing on workforce needs, infrastructure, regulation, innovation, safety, security, international engagement, consumer protection, and sustainability
 - Engages with stakeholders, including government agencies, Māori, and international bodies.

Ministry of Transport

26. The Ministry of Transport (the Ministry) provides strategic advice to the Minister on the policy and regulatory settings for the aviation system.

Ministry of Education

27. The Ministry of Education shapes an education system that delivers equitable and excellent outcomes. It develops strategic policy for the education sector, supports education providers, and ensures the education system meets the needs of students and the workforce.

Ministry of Business, Innovation and Employment (MBIE)

28. MBIE develops and delivers policy, services, advice, and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. It plays a key role in various sectors, including aviation.

Civil Aviation Authority (CAA)

29. The CAA is New Zealand's specialist aviation safety and security regulator. It ensures compliance with aviation safety standards, oversees the certification and surveillance of aviation activities, and collaborates with international aviation organisations.

Aviation Security Service (AvSec)

30. AvSec is an operational unit within the CAA. AvSec is responsible for aviation security in New Zealand. It screens passengers and their luggage, ensuring compliance with security regulations and maintaining a safe travel environment.

Airways New Zealand

31. Airways New Zealand provides air traffic control and navigation services. It ensures the safe and efficient movement of aircraft within New Zealand and oceanic airspace.

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New Zealand Defence Force (NZDF)

32. The NZDF supports civil aviation through search and rescue operations, disaster response, and providing airspace security.

Commented [PF3]: Trainer of Pilots, Ground Engineering staff, Logistics Specialists, Security personnel etc. The RNZAF is currently introducing new Defence Aviation Rules (DARs) which are fully harmonised with the EASA based rules system, which will see vastly improved alignment and understanding between the RNZAF and the wider system of civil airlines and maintenance organisations. This is a big factor for an NZ Inc perspective of how to ensure a collective and sustainable workforce of the future.

Private Sector

33. The private sector includes airlines, aviation service providers, and other businesses that operate commercially within the aviation sector. These stakeholders play a large role in maintaining operational standards, investing in infrastructure, and driving innovation.

Industry Bodies/NGOs

34. Various associations, unions, and other organisations represent the interests of the aviation sector in New Zealand. These organisations play an important role in ensuring members' views and interests are understood and considered.

Add a Linking Paragraph required to note the sections that follow:

- Supporting System Growth
- Infrastructure
- Consumers
- International Engagement
- Regulation
- Safety & Security
- Workforce

Commented [PF4]: 'Workforce' should be one of the first sections to be addressed in the following text; not left at the end. It is the elephant in the room.

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Supporting system growth

Current state

35. New Zealand largely follows a user-pays approach to aviation. This means that the costs associated with aviation services and infrastructure are primarily covered by the participants in the system – airports, airlines, aviation businesses – and then passed on to the ultimate users, the passengers and freight customers.
36. There is some cross-subsidisation between different user groups in the setting of fees, levies and charges. Whilst it might be impossible to eliminate cross-subsidies entirely, they must be justified, as they hinder cost reduction and efficiency.
37. Funding for aviation comes from various sources, including, but not limited to:
- Government funding through the Ministry of Transport for, for example, policy and rules development
 - the CAA operates under a cost recovery model which means its services are largely funded through user charges - levies, fees, and charges - because they benefit distinct user groups
 - airport revenues from airlines' landing fees and commercial activities
 - airlines' fees and charges for air navigation services
 - private investment such as aircraft leasing and aviation technology development.
38. Tourism and trade lead to higher revenue, through increased passenger and cargo traffic.
39. Aviation businesses are facing a range of pressures such as increasing costs, supply chain challenges and workforce shortages. There is also an infrastructure deficit across the sector, driving increased costs.

Ambition

40. New Zealand's aviation system should grow in a way that strengthens its financial and environmental sustainability, supports regional and international connectivity, and maximises economic growth, including through the adoption of new technologies.
41. We need to ensure that the aviation funding model (including design of levies, fees and charges) drives efficiencies in the regulator and participants and contributes to achieving our vision for the sector.
42. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Interim Aviation Council	?
Ministry of Transport / CAA with	Undertake a first principles CAA funding review

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input from the sector	
Ministry of Transport	Progress aviation data collection and reporting to support policy and investment decisions
Ministry of Transport/ MBIE	Ensure policy settings support competition and facilitate air traffic growth, both domestically and internationally. [MBIE what are your thoughts? To discuss.]
MBIE/ Ministry of Transport	Align tourism strategies with aviation policy to strengthen competition and international air connectivity, regional air connectivity and visitor dispersal [MBIE what are your thoughts? To discuss.]

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Infrastructure

Current state

43. Aviation infrastructure includes, but is not limited to, airspace design, system navigation aids, system communications, and take-off and landing points that are needed for a safe, secure and effective public network of air transport.
44. It is important to have a good understanding of the current state of key aviation infrastructure. International air travel relies heavily on a limited number of airports for emergency landings and diversions. Air travel is a lifeline for extremely remote communities where there is no reliable alternative. We need to ensure the sustainability and resilience of our current infrastructure system, while preparing for the future. Resilient infrastructure ensures that aviation services can continue or quickly resume operations after natural disasters, pandemics, or other crises.
45. The design, construction, and operation of aviation facilities and systems should minimise environmental impact, maximise economic growth, and support social well-being.

Ambition

Our future aviation system will need to be able to:

- handle increased flight volumes safely and efficiently
 - withstand extreme weather events and adapt to changing climate conditions
 - enable efficient integration with other modes of transport
 - accommodate enhanced use of digital technologies and next generation aircraft for operations
 - withstand new cyber threats to ensure the safety and integrity of operations.
46. Our future infrastructure system needs to accommodate new and emerging technologies, including those using electricity or new types of fuel. For example, urban air mobility solutions can help alleviate traffic congestion on the ground, leading to shorter commute times and less stress for commuters. Air mobility can provide better access to remote or underserved areas, improving connectivity and economic opportunities for those regions.
 47. It is important to consider next steps for airspace integration to help unlock economic growth by enabling the anticipated growth of urban air mobility and uncrewed aircraft in any class of airspace with other aircraft safely, securely and efficiently. The implementation of advanced air traffic management systems will enhance the safety, efficiency, and capacity of our airspace.
 48. It is also important that the system can accommodate diverse needs for take-off and landing infrastructure to support future urban air mobility solutions, including vertiports and drone delivery systems and continue to integrate with other forms of transportation to improve connectivity.

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49. Initial steps for the sector and Government to achieve the Interim Council's ambition include:

Lead	Initial Action
<i>Who from Interim Aviation Council?</i>	Understand and report on the minimum infrastructure, service levels, and performance standards that ensure resilience and delivery of essential services. Clearly articulate what infrastructure is required to meet safety standards.
TBC	Develop a future airspace and traffic management integration policy to enable the use of airspace by more aviation users.
<i>Who from Interim Aviation Council?</i>	Improve understanding of infrastructure requirements for emerging technologies, for example, but not limited to, take off and landing.
<i>Who from Interim Aviation Council?</i>	Assess future infrastructure needs, including electricity generation and transmission requirements for future aviation, and convene with the energy sector for specific discussion.

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Consumers

Current state

50. Passengers' rights are protected by New Zealand law (including the Consumer Guarantees Act 1993, Fair Trading Act 1986, Contract and Commercial Law Act 2017 and Civil Aviation Act 2023) and international agreements such as the Montreal Convention.⁸

Ambition

51. We want all passengers to receive accessible and efficient services. However, although many airlines voluntarily inform passengers about their rights, passengers may not always know about the protections they are entitled to. In some overseas jurisdictions, airlines are required by law to tell passengers what their rights are.
52. The Civil Aviation Act 2023⁹ includes a new regulation-making power: it allows for regulations to be made requiring any aviation participant to disclose information about rights of passengers, consignors and consignees (freight customers) to specified persons, or to make the information publicly available. This could include information on punctuality, performance, pricing and passengers' rights.
53. The Ministry of Transport has started policy work on information disclosure requirements. [To be confirmed]

Disabled consumers

Current state

54. One in five New Zealanders has a disability and as the population ages, more and more consumers will need accessible travel options. Disabled travellers can face challenges such as time-consuming and repetitive check-in processes when travelling with a wheelchair, or difficulty navigating through airports as a blind traveller.
55. Disabled travellers want airports, airlines, and government agencies to better understand and consider their needs.

Ambition

56. We want all passengers, in particular disabled passengers, to enjoy accessible and efficient air travel services.
57. It is essential for airports, airlines, government agencies (including the CAA and border agencies) and others to collaborate so that disabled passengers have a smooth experience throughout their journey – from checking in, through security and border checks, on to the aircraft, and then through the destination airport – here or overseas. Collaborating to improve services for New Zealanders with disabilities also presents an opportunity to make New Zealand an attractive "accessible destination" for international disabled travellers.

⁸ This Convention is given force of law in New Zealand through s91C of the Civil Aviation Act 1990 and s256 of the 2023 Act.

⁹ Section 410

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58. To implement some new accessibility technologies, it may be necessary to change regulatory settings. We also need to adhere to International Civil Aviation Organisation (ICAO) Standards concerning the air transport of passengers with disabilities, such as Standards included in Annex 9 – Facilitation to the Convention on International Civil Aviation.

59. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Explore what other countries require airlines to disclose to passengers about their rights, taking into account information that airlines already provide.
Interim Aviation Council	Establish a Council working group and work programme focused on finding solutions to improve air travel for people with disabilities. As a first step, this group will engage more extensively with the disabled community to learn more about the challenges they face when travelling by air.
Airlines	<p>Develop passenger assistance profiles (following Australia's lead¹⁰).</p> <p>Profiles will give each passenger the choice to grant airlines permission to store personal details, including accessibility requirements, in a profile that airlines can access for future bookings. The profile will contain information about assistance animals and wheelchair battery specifications so airlines can confirm in advance the necessary support that meets air safety requirements.</p> <p>[TBC – to discuss– what is possible on a voluntary basis?]</p>

¹⁰ <https://www.infrastructure.gov.au/sites/default/files/documents/awn-factsheet-accessible-air-travel-for-people-with-disability.pdf>

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International engagement

Current state

60. International harmonisation is the foundation for international aviation and a key principle of our domestic regulatory framework.
61. The aviation sector, ICAO and partner states expect the Government to be engaged in international matters of importance to New Zealand, to meet our international obligations, and ensure New Zealand standards align with safety, and other, international standards.
62. New Zealand's aviation sector faces several challenges and opportunities in international engagement. The rapid pace of change in global aviation standards makes it difficult for small countries like New Zealand to keep up with changes required. Additionally, participating in international engagements is challenging due to our distance and limited resources, so we have to prioritise our effort for maximum impact.
63. Regional harmonisation is complex as it requires collaboration and effort to align regulations and policies to improve safety, efficiency, and interoperability in aviation. Our Pacific neighbours confront distinct challenges that, while similar to our own, are often more severe. These include limited resources, infrastructure constraints and the significant impacts of climate change, all of which can hinder the development of their aviation sectors.

Ambition

64. Our ambition is that international engagement should be:
 - active – enabling us to influence international aviation outcomes that align with New Zealand's interests
 - compliant – by adhering to international aviation conventions and adopting best practices for informed regulatory decisions
 - supportive – through aiding Pacific Island nations' participation in the international aviation system
 - reputable – by maintaining New Zealand's standing as a responsible aviation regulator and constructive participant in the international aviation system.
65. Active participation involves regularly engaging with ICAO and other key aviation bodies to advocate and build relationships with agencies like the Federal Aviation Administration and European Union Aviation Safety Agency. Our participation in international and regional forums will be well-planned and prioritised based on New Zealand's strategic interests.
66. Complying with international obligations and adopting best practices means adhering to Standards and Recommended Practices (SARPs), filing differences when impractical, and drawing from other international practices to inform and enhance New Zealand's international and domestic policy settings.

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67. Supporting Pacific Island nations includes helping them meet international SARPs and fostering their participation in the international aviation system. The reinforcing of strong and robust relationships within the Pacific puts New Zealand firmly as the preferred strategic partner of choice.

68. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
TBC	Develop a sector-wide international engagement plan that integrates more active, linked-up international and regional participation with specific actions such as support for Pacific Island nations.

Commented [NH5]: We are investigating what else we can say here about Pacific engagement

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Regulation

Current state

69. The regulatory framework (Acts, regulations and rules relating to aviation) is the foundation of a safe and secure aviation system. As noted already, New Zealand's domestic regulatory settings are heavily influenced by international standards and expectations.
70. The credibility and integrity of our aviation regulatory system is vital and compromising it would have implications for our ability to export high-value products and attract international tourism. Airlines and aviation businesses from countries with well-regarded regulatory systems are more likely to gain access to international markets. This is because other countries and regulatory bodies have confidence that safety and operational standards are met.
71. The Civil Aviation Act and regulations have been recently modernised. The Civil Aviation Rules framework was set up in the 1990s, with many amendments and additions since that time. Maintaining the Civil Aviation Rule set (where the detailed legal requirements for aviation lie) and ensuring they continue to be in line with ICAO Standards and Recommended Practices (SARPs) as they evolve is a key challenge. The rules are fundamental to good safety and security outcomes and it is essential they are updated to avoid drifting out of alignment with international best practice.
72. Civil Aviation Rules are not always as flexible as they could be – hindering use of new technologies (such as satellite communications equipment), creating unnecessary barriers, and leading to workarounds such as exemptions. Innovations in advanced aviation are pushing the boundaries of the regulatory framework still further.
73. The processes to make or change a rule take up considerable resource and time.

Ambition

74. Our ambition is a world-class regulatory framework that:
 - is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)
 - supports safe innovation and economic development
 - provides greater certainty and timeliness for sector participants and allows businesses to thrive, so that the industry feels supported, not stifled, by regulation
 - is adaptable - able to keep pace with innovation, can manage the demands of both conventional aviation and advanced aviation, and can integrate evolving markets and other regulatory regimes
 - is risk-based, fair and proportionate, outcome-focused, and enabling
 - is efficient - achieves objectives with the least possible administrative burden and cost

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75. To achieve this, over the coming years we will review and modernise the whole rule set. Our approach will be informed by agreed principles of good rule design.
76. We also need to look for innovative ways to improve processes to ensure that updating the regulatory framework is as efficient as possible.
77. As well as updating the content of the rules, we will set the framework up for the future by making the rules more flexible, and easier to amend. This is likely to include using transport instruments, increasing use of guidance, and designing more flexibility into what the rules require (where this can be done without compromising other objectives).
78. In addition, to make the most of opportunities from advanced aviation, we need to:
- design faster, leaner, agile processes to help improve throughput and allow the regulatory system to keep pace with change
 - enable safe and secure experimental areas to develop and proof new aviation technologies
 - provide clear pathways for approvals to use those technologies in the aviation system, both domestically and internationally.
79. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport and CAA, with input from the sector	<p>Review and modernise the full civil aviation rule set to ensure that the rules align with our objectives for the regulatory framework and respond to the need to fully integrate new technologies into the regulatory system.</p> <ul style="list-style-type: none"> • In updating the rules, we will set the framework up for the future by making it more flexible and better able to respond to change.
CAA, with input from the sector	<p>Rework specific rules to allow for safe innovation and growth in the advanced aviation sector, and contribute to improving the pace of regulatory decision-making, while continuously improving safety and security.</p>

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Safety and security

Current state

80. Safety and security continue to be the primary focus and most important outcomes of the aviation system. Without high standards of safety and security, the sector cannot operate.
81. Responsibility for aviation safety and security policy and regulation is a vital obligation of the government. The safe and secure operation of the aviation sector enables the economic and social benefits of aviation, including our ability to connect to the world.
82. Aviation safety involves managing risks to prevent aviation accidents and incidents. The aviation industry is subject to significant safety-focused regulation and oversight.
83. The objective of aviation security is to protect passengers, crew, ground personnel and the public against acts of unlawful interference with civil aviation. The international threat environment directly influences New Zealand's aviation security settings.
84. [Placeholder text: Our aviation security settings are guided by and based on international standards, known threats, risks and vulnerabilities. New Zealand is a contracting State of the International Civil Aviation Organization (ICAO) and is signatory to Annex 17- Aviation Security - Safeguarding Civil Aviation Against Acts of Unlawful Interference ('Annex 17') of the Chicago Convention 1944. Annex 17 provides the standards and recommended practices that are to be applied by Contracting States and is given legal effect in New Zealand through legislation, including Civil Aviation Rules, Notices of Direction, and other regulatory instruments. As a contracting State, New Zealand is required to align with the standards of Annex 17 unless impossible to do so, with respect to international civil aviation operations. These standards (and the recommended practices, which States are not required to implement) are predominantly outcomes focussed, so that States can choose how to achieve the desired security outcome.
85. Annex 17 also requires States to have an up-to-date National Civil Aviation Security Programme (NASP) to outline roles and responsibilities within the security system and to provide guidance which supports positive security outcomes.]
86. An evolving geopolitical environment is placing a growing strain on the rules-based order. As more States focus on the Pacific, New Zealand will face pressure from those who seek to undermine traditional security relationships and replace us as a trusted partner for Pacific Island countries.
87. This pressure requires New Zealand to foster international cooperation with like-minded partners on emerging challenges to prevent aviation security threats, strengthen connectivity linkages and ensure we are playing our part in creating stability for the aviation system in our region, and globally. The whole aviation system has a role to play to ensure New Zealand, and our broader Pacific region, continues to be a safe, secure, and reliable place to travel to.

Ambition

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88. Our ambition is to continuously improve safety and security, embedding a safety and security culture throughout the sector and through each participant's habits, practices and interactions.
89. New Zealand's actions to improve aviation safety are shaped by our participation in ICAO. New Zealand will maintain a State Safety Programme (SSP) – which describes existing practices – and a National Aviation Safety Plan (NASP). Both are documents that ICAO requires member States to have. The NASP will identify national safety issues, define national goals, targets, and measures for safety, and presents initiatives to address safety risks. Key actions contained in this Vision document are: XYZ.
90. We will respond to ICAO's recommendations for how we can improve aviation safety, including recommendations from ICAO's latest audit to assess New Zealand's implementation of international best practice on safety (in particular, our implementation of ICAO Standards and Recommended Practices).
91. The Ministry will continue policy work to ensure aviation security services are delivered as efficiently as possible without compromising safety and security.
92. [More text to come on ICAO and the National Aviation Security Programme]
93. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
<i>Interim Aviation Council</i>	?
CAA	Continue an ongoing programme of work to ensure New Zealand's safety systems comply with international standards and recommended practices.
CAA	Maintain and implement the National Aviation Safety Plan.

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Workforce

Current state

94. The training pipeline for the aviation workforce is influenced by many factors¹¹ including:
- an increasingly tight global market for labour and skills
 - changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
 - tertiary education policy settings (including student loan policies)
 - CAA training and licensing rules
 - technological changes, leading to changes in the types of skills that the industry of the future will need.
95. Commercial airline growth and the COVID pandemic's impacts on the aviation sector have created a demand for aviation personnel, in particular pilots and engineering staff. If we do not act to improve recruitment and retention, we face worsening shortages of key personnel.
96. To build the right incentives and protections to attract and retain skilled workers we will also need to understand what system changes are needed to embed safety and security culture at an institutional level and through each participant's habits practices and interactions.
97. New Zealand trains overseas pilots, and there is potential for demand for this training to increase.
98. New Zealand also hosts a growing advanced aviation sector that may create opportunities for innovation in aviation education, as well as requiring new skill sets and training needs.
99. An opportunity exists for 'NZ Inc' to capitalise on the RNZAF transition to adopt Australia's transition to the European Aviation Safety Agency (EASA) Military Airworthiness Requirements (EMAR). The RNZAF Defence Aviation Rules (DARs) are being harmonised with the EASA based rules system, so the RNZAF will soon have a vastly improved alignment with the wider system of civil airlines and maintenance organisations.
- 99.1 Significant progress has already been made updating the training material delivered across the operational, technical, engineering, and logistics workforces.
- 99.2 The areas requiring the most work before the Air Force formally announce system wide adoption of the DARs are **Parts 66** (Military Aircraft Maintenance Licensing) and **Part 147** (Aircraft Maintenance Training Organisation). **This**

Commented [PF6]: Why are we not referring to the 'ageing-out' of our ground engineering workforce, as highlighted in the White Paper? This is the biggest problem we are going to need to address as a sector.

¹¹ Workforce supply and demand issues for pilots and aviation maintenance engineers are assessed in a report by Scarlatti for the Aviation Industry Association and Ringa Hora. A summary of the findings is available here: https://aianz.org.nz/wp-content/uploads/Summary-report_October-2024.pdf

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work is our key focus for 2025. This will include updating the technical training modules to meet recognised international standards, updating technical training aids to contemporary systems and training technologies, and working to recognise prior learning and experience to hasten the licencing process for experienced techs.

100. The RNZAF has a latent capacity to aid in generating the future NZ ground engineering workforce. RNZAF Base Woodbourne (located in beautiful Blenheim) is already the centre for Ground Engineering Training for the Air Force. There is an opportunity to significantly expand the throughput of Ground Engineering Training conducted at Blenheim to support the wider needs of the NZ Aviation Sector. This may need MBIE/DIA buy-in.

101. In short, the NZDF will soon be seen as a more viable source of technical, engineering, and logistics workforces to help 'NZ Inc' address the looming global aviation workforce shortage.

102. *Ambition*

103. The Council's long-term ambition is that aviation provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector's workforce challenges to overcome shortages of key personnel and develop the attributes, knowledge and competencies that the aviation system will need in the future.

104. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Education	Continue to engage with the sector to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.
Interim Aviation Council, with support from Government	Set up an ongoing permanent Aviation Workforce Working Group to: <ul style="list-style-type: none"> review and streamline training pipelines for civil and military aviation maximise the ability of personnel to transition between aviation careers (including military/civilian) improve professional development and sabbatical opportunities promote aviation as a future career facilitate discussions between large and small airlines on pilot recruitment and training pathways publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces.

Commented [NH7]: This is a placeholder action for now. Ministry of Education will confirm the action after briefing their Minister. Actions will be subject to change based on Ministerial direction.
Feedback on this section will be passed on to the Ministry of Education for consideration.

Commented [PF8]: Add 'and Ground Engineering' after 'Pilot'.

Commented [NH9]: TBC
Note Ministry of Education will need to brief their Minister before they can confirm their role. Actions are subject to change based on Ministerial direction.

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Aviation Workforce Working Group, with support from Government	Develop a national strategic aviation workforce plan to address current and future workforce shortages, scope opportunities for promoting aviation careers, and research the work preferences of young people in aviation and incentives that could support their retention in the sector.
--	--

Commented [NH10]: As above

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Environmental sustainability

Current state

105. Aviation is a significant contributor to global carbon emissions. International efforts to develop and adopt sustainable aviation fuels (SAF) and more efficient aircraft can drastically reduce the industry's carbon footprint.
106. Domestic aviation emissions make up 7.5 percent of New Zealand's transport emissions. These emissions are managed through the Emissions Trading Scheme (ETS) in a net based approach to lowering emissions across all sectors. The Government will respond, by the end of 2025, to the recommendation of the Climate Change Commission to include emissions from international aviation in the 2050 emissions reduction target.
107. International organizations like ICAO set global standards for emissions and noise, ensuring that all countries work towards common environmental goals. This helps create a level playing field. New Zealand has committed to ICAO's global Long-Term Aspirational Goal (LTAG) of Net Zero by 2050. The LTAG is a non-binding global goal.
108. New Zealand is currently voluntarily participating in ICAO's Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector. Participation in CORSIA will become mandatory in 2027.

Chart 1: illustration of NZ emissions through the motor vehicle fleet and other modes of transport



109. New Zealand relies on aviation for travel and freight. Both international and domestic flights are essential for connectivity and economic activity in New Zealand. However, aviation faces challenges in adapting to low and zero emission alternative technologies. Carbon reduction initiatives will need to take into account economic growth objectives including increasing the value of exports.

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110. Aviation is a hard-to-abate sector and although industry is making some investments in clean technology and low emissions fuel to reduce emissions, high costs and commercial viability of low emissions alternatives remain an issue.¹²
111. Commercial aircraft that use zero emissions (at tailpipe) technologies, such as hydrogen-electric engines, are still in development. While they are currently not a viable commercial solution, they may be in future.
112. [To be refined - The Emissions Trading System (ETS) for aviation is a market-based mechanism designed to reduce greenhouse gas emissions from the aviation sector. The ETS operates on a cap-and-trade principle, where airlines must purchase allowances for their emissions. This can lead to market volatility and price fluctuations, impacting the cost of compliance for airlines.]

Ambition

113. Sustainable aviation can create new economic opportunities, from the production of SAF to the development of new technologies. This can lead to job creation and economic growth in various sectors.
114. The Council's ambition is that:
- all involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of net zero carbon emissions by 2050
 - New Zealand participates fully in international forums responsible for negotiating aviation emission targets.
115. Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Work with Australian Ministerial counterparts on the 2+2 Climate and Finance dialogue to develop regional collaboration on SAF uptake and supply.
Ministry of Transport MBIE	Lead Government and industry collaboration on national aviation decarbonisation through Sustainable Aviation Aotearoa (SAA). This will be developed through further engagements in 2025.
Ministry of Transport	Participate in ICAO forums, including affirming our LTAG commitment and voluntary participation in Carbon Offsetting Reduction Scheme for International Aviation (CORSIA)
Industry	[check with Industry through consultation what sustainability targets, investments, and other actions that can be listed here]

¹² For example, the production and use of Sustainable Aviation Fuel (SAF) lowers flight emissions without the need to upgrade existing infrastructure or fleets. However, SAF is currently two to five times more expensive than standard jet fuel. Competition for supply is also a concern as other countries also increase measures for SAF uptake.

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Annex 1 – Geographical coverage of airports



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Harry Atkins

From: Webb, Darryn, AVM <DARRYN.WEBB@NZDF.mil.nz>
Sent: Wednesday, 14 May 2025 4:38 pm
To: Natalie Howell, § 8(a); § 9(2)(n); Billie Moore; John Kay, § 9(2)(a); Ray Thorpe <Ray.Thorpe@metservice.com>; Steve Smyth <Steve.Smyth@caa.govt.nz>; catherine.macgowan § 9(2)(a); Vervoorn; § 9(2)(a); Keith.Manch@caa.govt.nz; carolyn.tremain@mbie.govt.nz; David.Morgan@airnz.co.nz; James Young; Cath O'Brien; Carrie Hurihanganui (Auckland Airport); mahanga § 8(2)(a); Cossar
Cc: Siobhan Routledge; Tom Forster; Carolina Durrant; Isabel Avery; Ruth Fairhall
Subject: RE: Revised Vision document for your comment Sec: unclassified
Attachments: 250513 Draft Vision for Aviation to 2035 - incorporating IAC feedback from meeting held on 26 March 2025.docx
Follow Up Flag: Follow up
Flag Status: Flagged

Hi Natalie,

I have had a crack at providing some feedback. I am looking at the Statement from both a Board member perspective, but also through a Defence lens – the emphasis on the latter, in my view, feels a bit light and while the primary goals are noted to be growth and economic development, § 8(2)(g)(i)

Comments attached, very happy to discuss.

Regards

AVM D.R. Webb
CAF

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 8 May 2025 2:03 pm
To: § 8(a); § 9(2)(a); Billie Moore <billie.moore@nzairports.co.nz>; § 8(2)(a); John Kay <John.Kay@caa.govt.nz>; § 8(2)(a); Ray Thorpe <Ray.Thorpe@metservice.com>; Steve Smyth <Steve.Smyth@caa.govt.nz>; catherine.macgowan § 9(2)(a); Mark.Blanchard@airways.co.nz; Stuart Worden <Stuart.Worden@caa.govt.nz>; Chris Noble (MetService) <Chris.Noble@Metservice.com>; Saskia Vervoorn

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<C.Durrant@transport.govt.nz>; Isabel Avery <I.Avery@transport.govt.nz>; Ruth Fairhall <R.Fairhall@transport.govt.nz>
Subject: Revised Vision document for your comment

Dear Interim Aviation Council and Working Group members

Hope you're having a great day today.

Thank you for all your feedback on the Vision document, and sorry it has taken us a while to circulate this latest version. Please give us comments on this version by **Monday 19 May**.

We have made some changes to the document and you'll see it looks quite different.

- We've revamped the ambition section, and have strengthened the connection between it and the rest of the document by using parts of the ambition as headings for the other sections.
- We have described safety and security, regulation and international engagement as "enabling conditions" for the success of the sector.
- The document had become very long so we have removed the "current state" parts of each section and have focused on the future-focused parts.
 - We have transferred the current state material to another document which we will share with you another time (as the focus now is on the Vision).
 - In the interests of keeping the Vision as short and sharp as possible, we've had to leave some things out. This means you may not see all your feedback and suggestions reflected.
- We have strengthened a little the language about customers' rights and welcome your thoughts on this.

It would be very helpful to us if working group and Council members from the same organisation could provide one set of combined comments.

Following this round of consultation, we're intending to share one more draft with you, before providing you with a final version for the 26 June meeting.

Many thanks!

Natalie Howell ([she/her](#))

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation
Te Manatū Waka Ministry of Transport

M: s 9(2)(a) | E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



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Version 8 May 2025 – incorporating Council feedback

Vision for Aviation to 2035

Key Interim Aviation Council Actions

[Photo]

May 2025

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Minister’s foreword

[xxx]

Likely themes:

- Aviation is central to all that we do
- Grow and show our country
- Keep Kiwis connected

Commented [DW1]: Suggested as a key theme to highlight aviation's overall importance to our nation - from where we've come from historically, to where we want to go.

Commented [DW2]: It feels like this is a predominantly domestic perspective. Kiwis need to be connected with each other, and the world.

Hon James Meager
Acting Minister of Transport

Interim Council’s foreword.

[xxx]

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An ambition to grow and future-proof our aviation sector

The Interim Council shares an ambition for aviation in New Zealand.

Aviation is critically important to New Zealand. Our aviation sector is already productive. It connects our nation to the globe reinforcing our status as a highly valued international citizen. It supports our tourism and trade industries and provides essential services like disaster and medical support. Aviation is a dynamic and innovative sector. To make the most of opportunities offered by innovation and change, the aviation system will need to continue to adapt.

We want to build on opportunities and address barriers to growth, building on our existing strengths and supporting the development of new capabilities and technologies that will help to boost our economy.

Commented [DW3]: Could be stronger. Perhaps something like "The Interim Aviation Council is ambitious for New Zealand". The name of the council should make it clear that we are viewing the statement through an aviation lens.

It is our ambition that by 2035:

- The critical importance of the aviation sector is well understood by New Zealanders.
- the aviation system has grown and is thriving, connected, resilient and productive (priority area)
- aviation system infrastructure is well-planned and integrated, supports efficient and sustainable movement of people and goods and enables economic growth (priority area)
- new technology and innovative operational practices that drive efficiencies and help grow the sector are the norm
- aviation is a desirable career path; we have the talented and skilled people we need for the sector to grow (priority area)
- Iwi and hapū see important, exciting, and long-term opportunities in the aviation sector
- we are reducing use of fossil fuels and transitioning to clean energy, in line with New Zealand's target of net zero carbon emissions by 2050
- New Zealanders and visitors experience consistently accessible and efficient aviation services and are treated fairly.

The success of the aviation sector relies on safety and security, international engagement, and on the regulatory environment. Our ambition for these enabling conditions is:

- our part in the international aviation system helps grow our aviation sector
- our world-class aviation regulatory environment is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive
- we maintain high standards safety and security.

Commented [DW4]: Again, as a problem statement I think this could be stronger. We want to emphasise that aviation is central to all that we do (nearly) and to realise that growth potential (international status, economic, resilience, efficiencies, innovations...) things need to change.

DRAFT – NOT GOVERNMENT POLICY**The Interim Council's role in developing the Vision for Aviation**

The Interim Council was set up after the independent panel reviewing the Air Navigation System said, in its May 2023 report,¹ that improving system leadership was the critical priority for aviation.

The Panel's nine recommendations aimed to strengthen the system to seize future opportunities and challenges. The Panel recommended that system leadership be driven through:

- a ministerially-appointed Interim and then permanent Aviation Council with whole-of-system oversight responsibilities
- a new and long-range National Aviation Policy Statement
- a Flight Plan for New Zealand: a medium-term direction for aviation and air navigation.

The Interim Council has developed this Vision for Aviation as a response to the recommendation to develop a National Aviation Policy Statement.

The Interim Council's role is to provide a whole-of-system perspective on the current and future direction of aviation, focusing on system-level strategy, performance, change management and thought leadership. The Council takes an interest in and provides guidance on, matters of national significance to the aviation sector.

The Interim Council includes representatives from the following organisations:

- Ministry of Transport (chair)
- Air New Zealand
- Air Ruatoria
- Airways Corporation of New Zealand
- Auckland International Airport Limited
- Aviation Industry Association New Zealand
- Board of Airline Representatives of New Zealand
- Civil Aviation Authority
- Ministry of Business, Innovation and Employment
- New Zealand Air Line Pilots Association
- New Zealand Airports Association
- New Zealand Aviation Federation
- New Zealand Defence Force
- Wisk Aero.

¹ <https://www.transport.govt.nz/area-of-interest/air-transport/aviation-system-review>

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The Vision for Aviation has been developed, and is owned by, the Interim Council. It delivers on the Air Navigation Systems Review’s critical priority: improving system leadership. The permanent Council will build on the Interim Council’s work by:

- advising on the sector’s response to, and prioritisation of, the remaining Air Navigation System Review panel recommendations
- enabling Government, agencies, and the aviation sector to voice their opinions and provide advice and recommendations on how to address challenges facing the sector and how best to embrace opportunities.

Commented [NH5]: Placeholder until we finalise the TOR for the Permanent Council

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Aviation in New Zealand

Aviation is critically important to help grow New Zealand's economy by facilitating resilient global connections, tourism and trade. Given our location and our geography, aviation is necessary for international travel and plays an important role in domestic travel.

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Commented [DW6]: This is a key para/point. It could even be widened/strengthened as per my earlier ambition comments - Aviation is critically important to NZ.

Aviation supports tourism

Aviation makes it possible for millions of tourists to visit each year and as importantly connects Kiwis with the world (influence, development, engagement, diplomacy, security...). Increased tourism leads to higher passenger volumes, which directly boost revenue from ticket sales, airport fees, and services such as parking, and retail. Tourism supports local businesses including hotels, restaurants, and attractions and helps create jobs in the tourism sector. International tourism numbers are increasing but have not yet fully recovered to pre-pandemic levels.²

Commented [DW7]: The section that follow seem to dive down into tactical level detail quite quickly. This creates a lengthy document and I wonder if some of that detail could be shifted into Annex 1.

International aviation connections support social connections: over 30 per cent of international visitors to New Zealand in the three months ending 30 September 2024 were visiting friends and family as the primary purpose of their trip.³

Aviation supports trade

Aviation plays a vital role in the transport of high value, perishable and critical products that must reach international markets in a timely way like seafood, value added dairy products, and fresh produce. Efficient air freight services transport these products to international markets quickly, maintaining their quality and competitiveness. Domestic air cargo services provide time critical connections to export hubs for many of these products.

Air freight capacity is heavily dependent on passenger volumes. High passenger revenues mean cargo can be carried in belly-holds of passenger aircraft at a lower cost than on planes dedicated to just air freight. This means that air freight capacity is affected by passenger demand and not freight demand alone.⁴

The importance of international air connectivity was apparent during the COVID-19 pandemic. With Government support, the aviation sector continued to import essential supplies such as vaccines, and export valuable products to world markets.

Innovation in aviation

Innovation is critical for improving efficiency and operational capabilities. Innovations in aircraft technology, fuel efficiency, and digital services can create opportunities for new entrants, new services, and new options for consumers. For example, drones have become embedded in the agricultural and forestry industries due to their diverse applications. Drone use in farming and emergency services has increased, with new applications appearing

² Overseas visitor arrivals were 370,200 in January 2025, an increase of 43,800 from January 2024, but 93% of the 399,300 in January 2019 (before the COVID-19 pandemic). While most arrivals are by air, these data also include cruise ship and other sea arrivals.

³ MBIE International Visitor Survey <https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/international-visitor-survey-ivs>

⁴ Aotearoa New Zealand Freight and Supply Chain Strategy: Government Policy, p 47

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regularly. In future, emerging aviation technologies will increasingly change the way passengers and freight are moved, requiring the sector to adapt.

Innovation also supports growth by improving competitiveness, connectivity, sustainable development, managerial and operational capabilities, as well as efficiency and profitability.

Aviation helps connect the regions

Air connectivity is important to the prosperity of regional New Zealand, enabling regional communities to access critical services (such as healthcare, and in response to natural disasters) and supporting regional economies. Airports can be regional hubs for commercial and industrial activity.

General aviation contributes economically and to the community

General aviation, that is, civil aviation activities other than commercial air transport, makes an important economic contribution. General aviation (such as charter and freight aerial work, flight instruction, ground aviation services, and agricultural aviation) supports economic activity in the regions – for example, in agriculture and tourism.

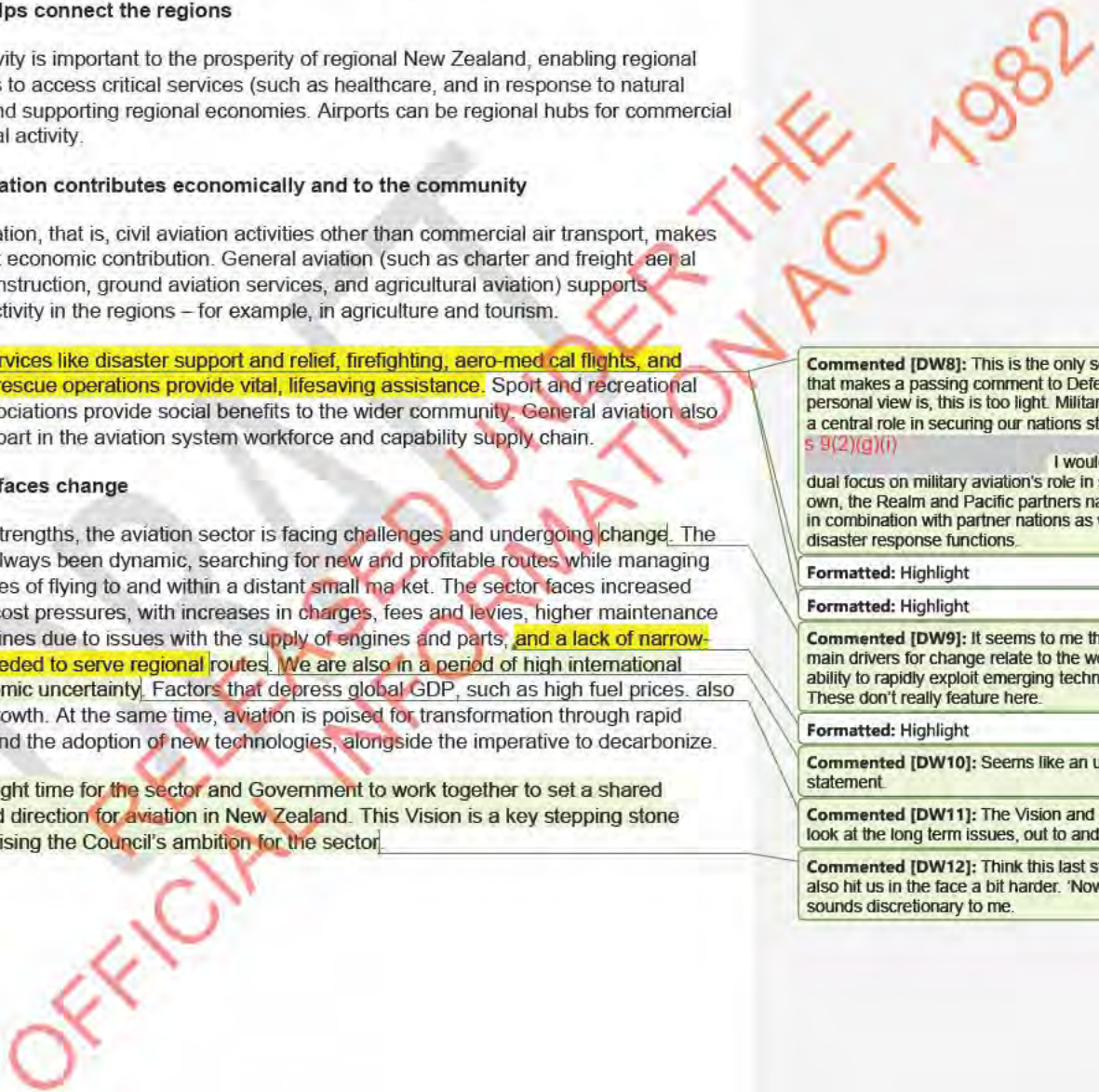
Essential services like disaster support and relief, firefighting, aero-medical flights, and search and rescue operations provide vital, lifesaving assistance. Sport and recreational aviation associations provide social benefits to the wider community. General aviation also plays a key part in the aviation system workforce and capability supply chain.

The sector faces change

Despite its strengths, the aviation sector is facing challenges and undergoing change. The sector has always been dynamic, searching for new and profitable routes while managing the challenges of flying to and within a distant small market. The sector faces increased cumulative cost pressures, with increases in charges, fees and levies, higher maintenance costs for airlines due to issues with the supply of engines and parts, and a lack of narrow-body jets needed to serve regional routes. We are also in a period of high international macroeconomic uncertainty. Factors that depress global GDP, such as high fuel prices, also impact on growth. At the same time, aviation is poised for transformation through rapid innovation and the adoption of new technologies, alongside the imperative to decarbonize.

Now is the right time for the sector and Government to work together to set a shared ambition and direction for aviation in New Zealand. This Vision is a key stepping stone towards realising the Council's ambition for the sector.

[photo?]



- Commented [DW8]:** This is the only section I could find that makes a passing comment to Defence. My personal view is, this is too light. Military aviation plays a central role in securing our nations strategic interests s 9(2)(g)(i)
I would recommend a dual focus on military aviation's role in securing our own, the Realm and Pacific partners national interests, in combination with partner nations as well the domestic disaster response functions.
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- Commented [DW9]:** It seems to me that some of the main drivers for change relate to the workforce and ability to rapidly exploit emerging technology/innovation. These don't really feature here.
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- Commented [DW10]:** Seems like an unusual statement.
- Commented [DW11]:** The Vision and ambition should look at the long term issues, out to and beyond 2035.
- Commented [DW12]:** Think this last statement should also hit us in the face a bit harder. 'Now is the right time' sounds discretionary to me.

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Aviation's contribution – by the numbers

[to be turned into a graphic]

Supporting growth through tourism**\$16.9b**

Contribution of international visitors to New Zealand's economy in the year to March 2024.⁵

\$27.5b

Contribution of domestic tourism expenditure to New Zealand's economy in the year to March 2024.⁶

3.35 million

Overseas visitor arrivals in the February 2025 year (also includes arrivals by sea)⁷

Transporting freight**16%**

Share of exports carried by airfreight, by value.

22%

Share of imports carried by airfreight, by value.

217,000 tonnes

Air cargo transported through airports in New Zealand in 2023, supporting the country's total import and export volumes.⁸

Contributing to the wider economy**5.6% of GDP, 14.2 billion USD**

Estimated contribution of aviation to New Zealand's GDP (IATA estimate, 2023)⁹ – from air transport including foreign tourists arriving by air.¹⁰

\$1.4 billion

Estimated economic output generated through employment at Auckland Airport alone in 2024.¹¹

14,000 or 1% of the total workforce

⁵ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

⁶ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

⁷ <https://www.stats.govt.nz/information-releases/international-travel-february-2025/>

⁸ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

⁹ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

¹⁰ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

¹¹ <https://corporate.aucklandairport.co.nz/-/media/Files/Corporate/241015-Final-Auckland-Airport-Economic-Impact-Analysis.ashx>

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People employed in Aviation and Airport Services in 2023.¹²

177,000

Estimated number of jobs supported by the commercial air transport sector (IATA estimate, 2023).¹³

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¹² The "Aviation and Airport Services" industry consists of businesses involved in aircraft manufacturing and repair, airport operations, and air transport services. <https://ringahora.nz/for-industry/skills-leadership/workforce-development-plan-2023/aviation-airport-services-workforce-action-plan/>

¹³ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

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Roles and responsibilities

Industry, government and not-for-profit organisations have important roles to play in the aviation sector.

- **The private sector** owns and operates airports, air operators (including those providing scheduled passenger services, air cargo services, adventure aviation, charters, agricultural aviation, and advanced aviation), maintenance providers, manufacturers, training providers, and many other businesses directly and indirectly involved in the aviation sector. These businesses play a large role in maintaining operational standards, investing in infrastructure, and driving innovation. The private sector is best placed to lead and drive change in the sector.
- **The Government** has an enabling role, overseeing the regulatory framework for aviation to ensure safety and security while enabling efficiency and growth, and to ensure that the market continues to work effectively. It also looks to maintain New Zealand's international reputation.
- **Industry associations, unions, federations and other organisations** represent aviation businesses and professionals working in the sector. These organisations play an important role in ensuring members' views and interests are understood and considered.
- **The Military** has a key role in securing our national strategic interests, in particular our Exclusive Economic Zone and supporting Realm and Pacific nations. The presence of Military Air Bases and protected airspace provides system resilience and supports engagement with international partners. The military has provided personnel into all sectors of the aviation system for nearly 90 years and continues to be a major contributor. Future opportunities include greater workforce and technical training integration.
- **Local authorities** wholly own 23 airports and partially own several others (including the joint-venture airports). Through District and Regional Plans, local government can enable and influence commercial aviation activity.
- **Not-for-profit organisations** provide emergency services and are involved in sport and recreational aviation.

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Minister of Transport/Associate Minister of Transport

The Minister of Transport responsible for aviation (currently Hon James Meager) sets New Zealand's policy direction for aviation which includes establishing the laws, regulations, and rules that govern the aviation sector. The Minister ensures that aviation policies align with national goals for safety, security, and economic growth and that they implement international commitments.

Interim Aviation Council

The Interim Aviation Council (the Council) represents the aviation sector, oversees its strategic direction and addresses emerging challenges in New Zealand's aviation sector. The Council aims to ensure a coordinated, future-focused aviation sector that supports economic growth, safety, and sustainability.

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- Provides oversight and leadership for the aviation sector
- Helps develop comprehensive sector-wide documents, such as this Vision for Aviation
- Collaborates with public and private sector leaders to set system priorities
- Supports development of policy focusing on workforce needs, infrastructure, regulation, innovation, safety, security, international engagement, consumer protection, and sustainability
- Engages with stakeholders, including government agencies, Māori communities, and international bodies.

Annex 1 describes in more detail the roles and responsibilities of some Government agencies and key stakeholders in the aviation sector.

How we will achieve our ambition

The Interim Council has identified three priority areas that contribute to achieving its long-term ambitions for aviation. Priority areas are:

- supporting system growth
- infrastructure
- workforce.

The Council also has a strong interest in:

- New Zealand's part in the international aviation system
- regulation
- safety and security
- environmental sustainability
- consumers.

These areas are discussed below, along with shorter-term initial actions under each area. The actions are stepping stones that will set us up for longer-term initiatives.

Success will rely on different groups working together, including government agencies and the private sector.

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Ambition: The aviation system has grown and is thriving, connected, resilient and productive (priority area)

Supporting aviation system growth is important because air transport drives trade, tourism and economic growth. Without aviation, the landscape of global and regional tourism and trade would undoubtedly look very different. Tourism relies on aviation to bring in visitors, and aviation relies on tourism to generate demand and fill seats. Innovation has had a profound impact on aviation and tourism – streamlining booking and check-in processes and enhancing the overall air travel experience.

Growth also contributes to skills development, technology transfer, and regional connectivity, thereby playing a key role in overall economic progress.

The aviation system is characterised by competition and driven by a complex interplay of factors, including dynamic and ongoing market changes, technological progress, environmental considerations, the establishment of new business models (the service level offered, the regional reach and the main functions) and regulatory changes.

To grow our economy, our aviation system should grow in a way that:

- maximises efficiency, including but not limited to through innovative operational practices and the safe and secure adoption of new technologies
- strengthens its financial and environmental sustainability
- supports regional and international connectivity.

This could involve government policies, industry innovations and collaborative efforts to support growth.

First set of actions towards our ambition

The initial actions in the table below lay some of the groundwork to support future growth.

Lead	Initial Action
Ministry of Transport	To have a clear picture of the current conditions and trends that impact on growth – develop an aviation system indicator framework, and progress aviation data collection by December 2025.
Aviation Council	To address barriers to growth – identify 3-5 actions for the Council to unlock barriers across government and industry by June 2026.
Civil Aviation Authority	To ensure that the aviation funding model drives efficiencies in the regulator and participants – undertake a system-wide first principles funding review by June 2027.
Ministry of Transport	To enhance competition, international and regional air connectivity, and visitor distribution – align tourism and trade strategies with aviation policy, where appropriate (ongoing).

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Ambition: Aviation infrastructure is well-planned and integrated, supports efficient and sustainable movement of people and goods and enables economic growth (priority area)

Aviation infrastructure includes, but is not limited to, airspace design, system communications, meteorological observation systems, energy supply, and take-off and landing points that are needed for a safe, secure and effective public network of air transport.

It is important we have the necessary infrastructure to maintain a safe and secure aviation system, and:

- support growth and increased flight volumes safely and efficiently
- withstand extreme weather events and adapt to changing climate conditions
- support the security of our national interests with prescribed restricted airspace
- promotes system resilience through established Military Air Bases
- incorporate airspace requirements for advanced aviation while ensuring today's technology can operate with certainty
- accommodate new and emerging aircraft technologies, including those using electricity or new types of fuel
- withstand new cyber threats to ensure the safety and integrity of operations
- provide long-term investment opportunities for Iwi and hapū, including through expanding commercial partnerships and collaboration.

First set of actions towards our ambition

The initial actions in the table below lay some of the groundwork to support aviation infrastructure.

Lead	Initial Action
Aviation Council	To enable prioritisation of infrastructure investment decisions – develop a set of principles to support decision making, including about roles and responsibilities - by December 2025.
Air NZ	To support future focused investment decisions - assess future infrastructure needs, including electricity and transmission requirements for future aviation, and convene with the energy sector for specific discussion - by December 2025.
Aviation Council	To support future focused investment decisions - document infrastructure requirements for emerging technologies, for example, but not limited to, take-off and landing - by June 2026.
BARNZ	To ensure that New Zealand can remain 'open for business' at all times - engage with the sector to increase the hours of availability of Ohakea as an international alternate/diversion port – ongoing.

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MOT with input from CAA and Airways	To enable the use of airspace by more aviation users - develop a future airspace and traffic management integration policy - by December 2027.
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Ambition: Aviation is a desirable career path; we have the talented and skilled people we need for the sector to grow (priority area)

The Interim Council's long-term ambition is that aviation provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector's workforce challenges to overcome personnel shortages and develop the attributes, knowledge and competencies that the aviation system will need in the future. If we do not act to improve recruitment and retention,¹⁴ we face worsening shortages of key aviation personnel such as pilots and engineering staff.

The Council wants to see increased Māori participation in the sector. Māori are significantly underrepresented in the aviation workforce: the Māori aviation workforce is just 8% of the total aviation workforce, despite Māori making up just over 17% of the overall New Zealand population.¹⁵

First set of actions towards our ambition

Setting up an Aviation Workforce Working Group will help us achieve our ambition by promoting cross-sector collaboration and coordination on aviation workforce challenges, informed by understanding of all parts of the aviation workforce pipeline. Ringa Hora's updates to the pilot qualification will improve the relevance of the qualification for airlines.

Commented [DW13]: The detail captured in footnote 14 is important and could be lifted into the main body for emphasis (as per the maori statistics above).

¹⁴ Ringa Hora reports that, of people who joined the industry in 2015, only 60% remained after the first year, and 22% after five years. In contrast, some parts of the workforce are very loyal. For example, 73% of the aircraft manufacturing and repair workforce has only had one employer. This is an ageing workforce which presents natural limits on retention (over half is older than 45, and 7% aged over 65). https://ringahora.nz/wp-content/uploads/2023/10/Ringa-Hora_Aviation_IAP_print.pdf

¹⁵ The Ringa Hora workforce development council has reported on their engagement with Māori in aviation: https://ringahora.nz/wp-content/uploads/2024/06/Kaupapa-Maori-Aviation-hui-findings_final-Jul24.pdf

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Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Aviation Council	<p>Set up an Aviation Workforce Working Group to:</p> <ul style="list-style-type: none"> • build on the existing Aviation and Airport Services Workforce Action Plan (developed by Ringa Hora in 2023)¹⁶ • review and streamline training pipelines for civil and military aviation • maximise the ability of personnel to transition between aviation careers (including military/civilian) • improve professional development and sabbatical opportunities • promote aviation as a future career • grow Māori and Pasifika participation in the aviation workforce • facilitate sector engagement, including discussions between airlines of different sizes on pilot and ground engineer recruitment and training pathways • publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces.
Ministry of Education	Continue policy work around issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation – ongoing.
Ringa Hora	Updates to the pilot qualification, in consultation with airlines, by the end of 2025.

¹⁶ https://ringahora.nz/wp-content/uploads/2023/10/Ringa-Hora_Aviation_IAP_print.pdf

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Ambition: We are reducing use of fossil fuels and transitioning to clean energy, in line with New Zealand’s target of net zero carbon emissions by 2050

Aviation is a “hard to abate” sector, but international efforts to develop and adopt sustainable aviation fuels (SAF) and more efficient aircraft can reduce the industry’s carbon footprint. Sustainable aviation can also create new economic opportunities as new forms of propulsion become more viable through the development of new technologies, such as software and uncrewed vehicles.

New Zealand has committed to ICAO’s global Long-Term Aspirational Goal (LTAG) of Net Zero by 2050 and is voluntarily participating in ICAO’s Carbon Offsetting and Reduction Scheme for International Aviation (CORSA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector.

The Council’s ambition is that:

- all involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand’s target of net zero carbon emissions by 2050
- New Zealand participates fully in international forums responsible for negotiating aviation emission targets.

First set of actions towards our ambition

Our initial actions contribute to the Council’s ambition by leveraging international connections and domestic relationships between agencies and industry. The actions will help us meet international expectations and explore opportunities for SAF uptake and supply.

Initial steps for the sector and Government to achieve the Council’s ambition include:

Lead	Initial Action
Ministry of Transport and industry	Work with Australian Ministerial counterparts on the 2+2 Climate and Finance dialogue to develop regional collaboration on SAF uptake and supply – Ongoing.
Sustainable Aviation Aotearoa	In line with the second Emissions Reduction Plan, explore ways to work with counterparts in other countries, such as Australia, on settings that would support sustainable aviation fuel supply and uptake – Ongoing.
Ministry of Transport	Participate in ICAO forums, including affirming our voluntary participation in Carbon Offsetting Reduction Scheme for International Aviation (CORSA). The next forum is in September/October 2025.
Industry members of Sustainable Aviation Aotearoa	[Any actions flowing from scenarios work being developed by industry - TBC]

Commented [NH14]: TBC

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Ambition: New Zealanders and visitors experience consistently accessible and efficient aviation services and are treated fairly

Commented [DW15]: This ambition appears new to me. I'm not sure it sits at the same degree of importance to others. If retained through consensus, I would place it last in priority.

We want all passengers to enjoy accessible, safe and efficient air travel services. Consumers' rights, for example when flights are cancelled, are important to the Council – and of interest to the public.

Although many airlines voluntarily inform passengers about their rights, passengers may not always know about the protections they are entitled to. In some overseas jurisdictions, airlines are required by law to tell passengers what their rights are.

Disabled passengers can face challenges when travelling. It is essential for airports, airlines, government agencies (including the CAA and border agencies) and others to collaborate so that disabled passengers have a smooth experience throughout their journey – from checking in, through security and border checks, on to the aircraft, and through their destination airport. Improving services for New Zealanders with disabilities is also an opportunity to make New Zealand an attractive “accessible destination” for international disabled travellers.

First set of actions towards our ambition

Initial steps for the sector and Government will help to achieve the Council's ambition by exploring options and fostering collaboration between different parts of the sector. They are:

Lead	Initial Action
Aviation Council	To help ensure that disabled passengers enjoy accessible and efficient air travel services throughout their journey, establish a Council working group and work programme focused on finding solutions to improve air travel for people with disabilities, in consultation with people with disabilities (including Māori with disabilities ¹⁷) – by early 2026.
Aviation Council	TBC – any other actions involving enhancing consumers' experience/rights?
Ministry of Transport	Explore what other countries require airlines to disclose to passengers about their rights taking into account information that airlines already provide – by mid 2026.

¹⁷ Māori are a population group with higher rates of disability than the general New Zealand population (21% compared to 17%) and engagement with disabled people will need to take account of any distinct issues or needs faced by Māori with disabilities.

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Ambition: Our part in the international aviation system helps grow our aviation sector

Commented [DW16]: I consider this an important ambition. It speaks to our global ambition (much of the document is inwardly looking) and would hope to see it elevated in order of priority, if indeed the ambitions are ranked in priority. From my recollection, alignment to ICAO, through international auditing is an important foundation stone to our ability to realise the remaining aviation ambition goals - a degraded aviation system ranking reducing our appeal to global airlines.

Ambition

International harmonisation is the foundation for international aviation and a key principle of our domestic regulatory framework.

Our ambition is that international engagement should be:

- proactive – influence international aviation outcomes that align and advance New Zealand’s interests
- outcomes-focused – adhere to international aviation conventions and adopt best practices for informed regulatory decisions to meet the required outcomes
- supportive – aid Pacific Island nations to foster economic growth, enhance connectivity, promote sustainability, and build resilience
- reputable – elevate New Zealand’s standing as a responsible aviation regulator and constructive participant in the international aviation system
- growth-oriented – build international relationships that enhance our knowledge of best practices and enable economic activity and growth.

First set of actions towards our ambition

To engage internationally successfully, we must take a strategic and coordinated approach. This involves first developing a sector-wide international engagement plan that integrates our ambition.

Lead	Initial Action
CAA with support from others	Develop a sector-wide international engagement plan that integrates more active, linked-up international and regional participation with specific current and future actions – by mid 2026?. [CAA please confirm suitable timeframe]

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Ambition: our world-class aviation regulatory environment is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive

Commented [DW17]: Similarly I would elevate this in priority. An agile regulatory environment will help unlock other growth based ambitions.

Regulation is an enabling condition for success. Our ambition is a world-class regulatory framework that:

- is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)
- promotes competition, safe innovation and economic development
- provides greater certainty and timeliness for sector participants (including new entrants) and allows businesses to thrive so that the industry feels supported, not stifled, by regulation
- is adaptable, keeps pace with innovation, can manage the demands of both conventional aviation and advanced aviation, and can integrate evolving markets and other regulatory regimes
- is risk-based, fair and proportionate, supported by evidence, outcome-focused, and enabling
- is efficient and minimises complexity so that it achieves its objectives with the least possible administrative burden and cost.

To achieve this, Government will review the civil aviation rule set, in line with a prioritised 2-year rolling work programme. Our approach will be informed by strategic planning, agreed principles of good rule design, and stakeholder engagement.

As well as updating the rules' content, we will set the framework up for the future by making it more flexible and easier to amend. We will utilise new provisions in the Civil Aviation Act 2023 and look for innovative ways to improve processes so that updating the regulatory framework is as efficient as possible. This may draw on learning from other jurisdictions and organisations.

Advanced aviation

In addition, to make the most of opportunities from advanced aviation, we need to:

- design faster, leaner, agile processes to help improve throughput and allow the regulatory system to keep pace with change
- enable safe and secure experimental areas to develop and proof new aviation technologies
- provide clear pathways for approvals to use those technologies in the aviation system, both domestically and internationally.

First set of actions towards our ambition

Initial steps for the sector and Government to achieve the Council's ambition involve looking for ways to improve processes so that rules are more adaptable, and prioritising rule review work to make the most of our limited resources.

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Initial actions are:

Lead	Initial Action
CAA and Ministry of Transport, with input from the sector	Rework specific rules to allow for safe innovation and growth in the advanced aviation sector, and contribute to improving the pace of regulatory decision-making, while continuously improving safety and security – to be implemented by the end of 2025.
Ministry of Transport and CAA	<ul style="list-style-type: none"> • Explore how best to use transport instruments • Develop a 2-year, prioritised rolling rule-making programme, tested with the sector. [Timeframe to be determined]

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Ambition: We maintain high standards safety and security

Commented [DW18]: I accept safety often stands on its own, however wonder if this sits as a sub-set of the earlier Ambition: Our part in the international aviation system helps grow our aviation sector. By definition, close alignment to international aviation best practice includes those elements of safety.

Our aviation sector relies on safety and security. Our ambition is to maintain safety and security, embedding a best practice safety and security culture throughout the sector and through each participant's habits, practices and interactions.

New Zealand will maintain its SSP and National Aviation Safety Plan. Both are required by ICAO. The purpose of the National Aviation Safety Plan is to combine global and regional safety priorities with our own safety risks, into a plan that is relevant to us. The plan will identify national safety issues, define national goals, targets, and measures for safety, and present initiatives to address safety risks.

ICAO also requires states to have an up-to-date National Civil Aviation Security Programme to outline roles and responsibilities within the security system and the legislation, rules and guidance which support positive security outcomes. We will continue to maintain, oversee and implement our programme.

We will respond to ICAO's recommendations for how we can improve aviation safety and security, including recommendations from ICAO's most recent audits to assess New Zealand's implementation of international best practice (in particular, our implementation of ICAO Standards and Recommended Practices).

First set of actions towards our ambition

The actions below support safety and security by ensuring we have well defined and clear systems, regulations, roles and responsibilities across the sector to implement safety and security measures efficiently. They also ensure we meet ICAO expectations.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Work collaboratively with the CAA and AvSec and key industry members to improve operational efficiency of the current aviation security service, with a review at the end of 2025 to see how performance has tracked over the year and understand the impact of efficiency work programmes that have been put in place.
CAA	Continue an ongoing programme of work to ensure New Zealand's safety system comply with international standards and recommended practices and respond to ICAO recommendations arising from audits.
CAA, with input from other organisations	Implement and maintain the National Aviation Safety Plan – ongoing.
CAA, with input from other organisations	Implement and maintain the National Civil Aviation Security Programme – ongoing.

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Annex 1 – Roles and responsibilities of organisations

Ministry of Transport

The Ministry of Transport (the Ministry) provides strategic advice to the Minister on the policy and regulatory settings for the aviation system.

Ministry of Education

The Ministry of Education provides strategic policy advice for the education sector, including tertiary education provision that contributes to the skills, knowledge, and capabilities needed to fully participate in the labour market, society, and communities.

Ministry of Business, Innovation and Employment (MBIE)

MBIE develops and delivers policy, services, advice, and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. It plays a key role in various sectors, including aviation and tourism.

Civil Aviation Authority (CAA)

The CAA is New Zealand's specialist aviation safety and security regulator. It ensures compliance with aviation safety standards, oversees the certification and surveillance of aviation activities, and collaborates with international aviation organisations.

Aviation Security Service (AvSec)

AvSec is an operational unit within the CAA. AvSec is responsible for aviation security in New Zealand. It screens passengers and their luggage ensuring compliance with security regulations and maintaining a safe travel environment.

New Zealand Defence Force (NZDF)

The NZDF supports the New Zealand Government by maintaining a range of combat capabilities at agreed notice to meet standards to secure our national interests. The NZDF operates within its own Defence Aviation Rules which, while closely aligned to Civil Aviation Rules, provide additional operational response options when directed. The NZDF has three established Military Air Bases and restricted airspace that provide system resilience and support partner military engagement. Beyond those core combat tasks the NZDF additional support to the civil power civil aviation through search and rescue operations, disaster response, missions in support of the New Zealand Police, Customs, MPI and other agencies. The NZDF provides personnel across the entire aviation system as they transition out of their military career, providing airspace security, and training aviation sector personnel (including pilots, ground engineering staff, and logistics specialists), some of whom will go on to civil careers.

Airways Corporation of New Zealand (Airways)

Airways provides air traffic control and navigation services. It ensures the safe and efficient movement of aircraft within New Zealand and oceanic airspace. As New Zealand's air navigation service provider, Airways is responsible for delivering air traffic services to ensure

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the safe and efficient operation of both civil and military aircraft in New Zealand's controlled airspace. Airways provides information to aircraft traveling in uncontrolled airspace, provides an alerting service for aircraft in distress, and delivers aeronautical telecommunication services and meteorological services. Through its subsidiary companies, Airways provides aeronautical information management, procedure design and other training and digital services and products.

Meteorological Service of New Zealand Ltd (MetService)

MetService provides a range of aviation weather products and services, including observations, forecasts, warnings, and volcanic ash advisory services for New Zealand airspace. MetService also supports civil aviation and defence for search and rescue operations, disaster response, and collaboration with other national and private weather service providers and ICAO.

Industry organisations

The **Aviation Industry Association New Zealand** represents the commercial aviation industry in New Zealand. Members come from many sectors of the industry, such as agriculture, scheduled and charter services, freight, search and rescue, and tourism, and companies that service, maintain, design or manufacture for these sectors. AIANZ also represents uncrewed aerial vehicle (UAV) businesses.

The **Board of Airline Representatives of New Zealand** is the voice of the airline industry in New Zealand, representing 26 airline members and 5 non-airline members. It champions the airline industry and its contribution to travel, trade and tourism in New Zealand.

The **New Zealand Air Line Pilots Association** is an internationally affiliated professional association and trade union that represents over 2,600 New Zealand pilot, air traffic controllers and flight service operators.

The **New Zealand Airports Association** is the peak industry body dedicated to supporting New Zealand's airports and the broader aviation sector. NZ Airports represents 46 airport members ranging from New Zealand's largest airports to small aerodromes.

The **New Zealand Aviation Federation** unites various sectors of General Aviation (this excludes scheduled and non-scheduled air transport for hire) to discuss and present issues to regulators, covering activities from private and recreational flying to agricultural and aerial work.

Iwi and hapū

Iwi and hapū have interests in and ambitions about, aviation matters including infrastructure, workforce development, environmental sustainability, boosting exports (including tourism) and regional economic development. For example:

- as part of the Crown's Treaty settlement with Ngāi Tahu, the iwi has the first opportunity to acquire a large range of Crown assets, at their current market value. These assets will become available to Ngāi Tahu as and when the Crown chooses to sell them. Ngāi Tahu have the right of first refusal for the Crown's 50% shareholdings in each of Dunedin and Invercargill airports, 25% shareholding in Christchurch airport (subject to existing pre-emptive rights) and the assets of Milford airport

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- in 2018 Ngāti Porou and Air New Zealand signed a Partnership Agreement aimed at generating further economic and social growth in Tairāwhiti Gisborne
- Auckland Airport and Waikato-Tainui have built 2 hotels together through a joint venture.

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Harry Atkins

Out of Scope

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Friday, 14 March 2025 2:23 pm
To: Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Cc: Isabel Avery <I.Avery@transport.govt.nz>; John Kay <John.Kay@caa.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>; Steve Smyth <Steve.Smyth@caa.govt.nz>
Subject: RE: Aviation Council Working Group Papers - 13 March 2025

Hi all

Please find CAA's comments attached (not on the numbered version sorry!)

Thanks

Stu

Stuart Worden | Principal Policy Advisor

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System and Practice Design | International and Regulatory Strategy

s 9(2)(a) stuart.worden@caa.govt.nz

Released in Document 3

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Version 11 March 2025 – for Working Group feedback

Vision for Aviation to 2035

Key Interim Aviation Council Actions

[Photo]

March 2025

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Minister’s foreword

[xxx]

Likely themes:

- Grow and show our country
- Keep Kiwis connected

Hon James Meager
Associate Minister of Transport

Other forwards needed here too.

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Aviation in New Zealand

Aviation is critically important to help grow New Zealand's economy by facilitating resilient global connections, tourism and trade. Given our location and our geography, aviation is necessary for international travel and it is not always possible to swap to road, rail or ferries, as many other countries can, to replace regional flights.

The economic benefits of aviation are significant. Aviation makes it possible for millions of tourists to visit each year, supporting local businesses including hotels, restaurants, and attractions. Visitors generate substantial revenue and help create jobs in the tourism sector. International visitors contributed \$16.9 billion to New Zealand's economy in the year to March 2024; domestic tourism expenditure in the same period was \$27.5 billion.¹

Aviation plays a vital role in the transport of high value, perishable and critical products that must reach international markets in a timely way like seafood, value-added dairy products, and fresh produce. Efficient air freight services transport these products to international markets quickly, maintaining their quality and competitiveness. Domestic air cargo services provide time critical connections to export hubs for many of these products. Airfreight carries around 16 percent of our exports and 22 percent of our imports by value.

The importance of our aviation system and the international connectivity it provides was apparent during the COVID-19 pandemic. Air connectivity ensured the supply and availability of the vaccines and personal protective equipment necessary for the pandemic response and ongoing societal resilience. Throughout the pandemic, and with Government support, the aviation sector continued to import other essential supplies, while carrying valuable exports to world markets.

Aviation also supports international and domestic social connectivity. Over 30 per cent of international visitors to New Zealand in the three months ending 30 September 2024 were visiting friends and family as the primary purpose of their trip.² Domestically, flying times between urban centres, in our long and sprawling country, are typically 80-90 percent shorter than driving. This drastically improves social connectivity, noting that 78 percent of New Zealanders live within a 45-minute off-peak drive from an airport.³

New Zealand's domestic aviation network provides good geographic coverage (see Annex 1). Air New Zealand operates to 20 domestic destinations, while Jetstar serves five. In addition, around eight smaller airlines provide scheduled services, predominantly linking smaller towns with larger centres and offering charter flights. While key routes are well-served with frequent flights, some smaller communities face challenges in maintaining regular and affordable air connectivity.

We have over 30 airports serving scheduled domestic routes, and five international airports. Airports are businesses operating within regional economies and are hubs for commercial and industrial activity. In 2013 it was estimated that airports and businesses located within airport environs generated \$4.6 billion in economic activity, not including facilitated tourism

¹ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

² MBIE International Visitor Survey <https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/international-visitor-survey-ivs>

³ Facilitating prosperity. The economic contribution of Air New Zealand. Report to Air New Zealand 08 December 2023. Sense Partners. (pp. 3-4 & 11)

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and trade.⁴ In 2024, an economic analysis estimated that Auckland Airport alone generated \$1.4 billion of economic impact.⁵

The commercial air transport sector, together with the tourists arriving by air that it brings to New Zealand, were estimated in 2023 to support 177,000 jobs and contribute USD 14.2 billion gross value to New Zealand's GDP – with a total of 5.6 percent of GDP supported by the air transport sector and foreign tourists arriving by air.⁶

Emerging aviation and aerospace opportunities also have significant economic growth potential for New Zealand.

The benefits quantified above do not include those from other sectors in the New Zealand aviation system, such as commercial general aviation, which makes an important economic contribution of its own. General aviation (such as charter and freight, aerial work, flight instruction, ground aviation services, and agricultural aviation) supports economic activity in the regions and plays a key part in the aviation system workforce and capability supply chain. Sport and recreational aviation associations provide social benefits to the wider community.

New Zealand relies on the aviation sector for disaster support and relief in times of national emergency, for example in the response to Cyclone Gabrielle. Emergency services, including firefighting, aero-medical flights and search and rescue, provide essential, lifesaving services.

Despite its strengths, the sector is facing challenges and change. Sector growth, safety and security are of critical importance to the aviation sector and those who benefit from it, but an evolving geopolitical environment is placing a growing strain on the rules-based order. Meanwhile, the sector is entering a period in which it will be transformed by the rapid innovation and adoption of advanced air mobility and other new technology, and by the need to decarbonise. Now is the right time for the sector and Government to work together to set a shared ambition and direction for aviation in New Zealand.

⁴ New Zealand Airports Association.

⁵ <https://airport-world.com/auckland-airport-remains-key-economic-generator-for-new-zealand/>

⁶ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

Ambition Statement

The Council shares an ambition:

- New Zealand's aviation sector grows, innovates, and contributes to a thriving, **productive, connected** and **resilient** country.
- International and regional air connectivity, integrated with other modes of transport, bolsters **economic growth opportunities** and **resilience**
- **Safety and security** are continuously improved, while New Zealanders and visitors enjoy **accessible and efficient** services.
- Our **world-class aviation regulatory environment** is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive.
- Aviation provides attractive, highly skilled jobs and is a **desirable career path**.
- Iwi and hapu see exciting opportunities in the aviation sector
- The aviation system nurtures and embraces **advanced aviation technologies** that can safely drive productivity, attract investment, and benefit New Zealand and New Zealanders.
- All involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of **net zero carbon emissions** by 2050.

The Interim Aviation Council's role in developing the Vision for Aviation

The Interim Aviation Council was set up after the independent panel reviewing the Air Navigation System said, in its May 2023 report,⁷ that improving system leadership was the critical priority for aviation.

The Panel's nine recommendations aimed to strengthen the system to seize future opportunities and challenges. The Panel recommended that system leadership be driven through:

- a ministerially-appointed interim and then permanent Aviation Council with whole-of-system oversight responsibilities
- a new and long-range Vision for Aviation
- a Flight Plan for New Zealand: a medium-term direction for aviation and air navigation.

The Council's role is to provide a whole-of-system perspective on the current and future direction of aviation, focusing on system-level strategy, performance, change management and thought leadership. The Council oversees matters of national significance to the aviation sector including infrastructure, workforce, consumers, international engagement, regulation, safety and security, environmental sustainability and system growth.

The Council includes representatives from the following organisations:

- Ministry of Transport (chair)

⁷ <https://www.transport.govt.nz/area-of-interest/air-transport/aviation-system-review>

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- Air New Zealand
- Air Ruatoria
- Airways New Zealand
- Auckland International Airport Limited
- Aviation Industry Association
- Board of Airline Representatives of New Zealand
- Civil Aviation Authority
- Ministry of Business, Innovation and Employment
- New Zealand Air Line Pilots Association
- New Zealand Airports Association
- New Zealand Aviation Federation
- New Zealand Defence Force
- Wisk Aero.

The Vision for Aviation has been developed by the Interim Aviation Council in a collaboration between Government agencies and industry. Working together, they have set out an ambitious plan focused on growth and innovation, with safety at the core.

In setting up the Interim Council and developing this Vision for Aviation, industry and Government are delivering on the Air Navigation Systems Review's critical priority: improving system leadership. Now that the Vision for Aviation is complete, the interim Council will focus on its other tasks:

- advising on the sector's response to, and prioritisation of, the remaining Air Navigation System Review panel recommendations
- working with the Ministry of Transport to develop terms of reference for a permanent Aviation Council; and
- enabling Government, agencies and the aviation sector to voice their opinions and provide advice and recommendations on how to address challenges facing the sector and how best to embrace opportunities.

How we will achieve our ambition

The Council has identified priority areas that will contribute to achieving its long-term ambitions for aviation. These priority areas are discussed below, along with shorter-term initial actions under each priority area. The actions are stepping stones that will set us up for longer-term initiatives.

Success will rely on different groups working together, including government agencies and the private sector.

Roles and responsibilities

Industry, Government and not-for-profit organisations have important roles to play in the aviation sector.

- The private sector owns and operates airports, air operators (including those providing scheduled passenger services, air cargo services, adventure aviation, charters, agricultural aviation, and advanced aviation), maintenance providers, manufacturers, training providers, and many other businesses directly and indirectly involved in the aviation sector.
- The Government facilitates competition and growth in the market, while regulating the sector to ensure safety and other key outcomes and maintain New Zealand's international reputation. The Government also owns or partly owns some entities and businesses that operate within the sector, for example:
 - State-owned enterprises Airways and MetService
 - a 51 percent stake in Air New Zealand
 - 50 percent of six "joint-venture" airports
 - Shareholdings in Christchurch, Hawke's Bay and Dunedin airports
- Local authorities wholly own seven airports and partially own several others (including the joint-venture airports).
- Not-for-profit organisations are involved in sport and recreational aviation.
- Industry associations, unions, federations and other organisations represent aviation businesses and professionals working in the sector.

This section describes the roles and responsibilities of some Government agencies and key stakeholders in the aviation sector.

Minister of Transport

The Minister of Transport sets the strategic direction for aviation in New Zealand and has the primary role in establishing the laws, regulations, and rules that govern the aviation sector. The Minister ensures that aviation policies align with national goals for safety, security, and economic growth.

Interim Aviation Council

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The Interim Aviation Council (the Council) oversees the strategic direction and addresses emerging challenges in New Zealand's aviation sector. The Council aims to ensure a coordinated, future-focused aviation sector that supports economic growth, safety, and sustainability.

- Provides oversight and leadership for the aviation sector
- Helps develop comprehensive sector-wide documents, such as this Vision for Aviation
- Collaborates with public and private sector leaders to set system priorities
- Supports development of policy focusing on workforce needs, infrastructure, regulation, innovation, safety, security, international engagement, consumer protection, and sustainability
- Engages with stakeholders, including government agencies, Māori, and international bodies.

Ministry of Transport

The Ministry of Transport (the Ministry) provides strategic advice to the Minister on the policy and regulatory settings for the aviation system.

Ministry of Education

The Ministry of Education shapes an education system that delivers equitable and excellent outcomes. It develops strategic policy for the education sector, supports education providers, and ensures the education system meets the needs of students and the workforce.

Ministry of Business, Innovation and Employment (MBIE)

MBIE develops and delivers policy, services, advice, and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. It plays a key role in various sectors, including aviation.

Civil Aviation Authority (CAA)

The CAA is New Zealand's specialist aviation safety and security regulator. It ensures compliance with aviation safety standards, oversees the certification and surveillance of aviation activities, and collaborates with international aviation organisations.

Aviation Security Service (AvSec)

AvSec is an operational unit within the CAA. AvSec is responsible for aviation security in New Zealand. It screens passengers and their luggage, ensuring compliance with security regulations and maintaining a safe travel environment.

Airways New Zealand

Airways New Zealand provides air traffic control and navigation services. It ensures the safe and efficient movement of aircraft within New Zealand and oceanic airspace.

New Zealand Defence Force (NZDF)

The NZDF supports civil aviation through search and rescue operations, disaster response, and providing airspace security.

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Private Sector

The private sector includes airlines, aviation service providers, and other businesses that operate commercially within the aviation sector. These stakeholders play a large role in maintaining operational standards, investing in infrastructure, and driving innovation.

Industry Bodies/NGOs

Various associations, unions, and other organisations represent the interests of the aviation sector in New Zealand. These organisations play an important role in ensuring members' views and interests are understood and considered.

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Supporting system growth

Current state

New Zealand largely follows a user-pays approach to aviation. This means that the costs associated with aviation services and infrastructure are primarily covered by the participants in the system – airports, airlines, aviation businesses – and then passed on to the ultimate users, the passengers and freight customers.

There is some cross-subsidisation between different user groups in the setting of fees, levies and charges. Whilst it might be impossible to eliminate cross-subsidies entirely, they must be justified, as they hinder cost reduction and efficiency.

Funding for aviation comes from various sources, including, but not limited to:

- Government funding through the Ministry of Transport for, for example, policy and rules development
- the CAA operates under a cost recovery model which means its services are largely funded through user charges - levies, fees, and charges - because they benefit distinct user groups
- airport revenues from airlines' landing fees and commercial activities
- airlines' fees and charges for air navigation services
- private investment such as aircraft leasing and aviation technology development.

Tourism and trade lead to higher revenue, through increased passenger and cargo traffic.

Aviation businesses are facing a range of pressures such as increasing costs, supply chain challenges and workforce shortages. There is also an infrastructure deficit across the sector, driving increased costs.

Ambition

New Zealand's aviation system should grow in a way that strengthens its financial and environmental sustainability, supports regional and international connectivity, and maximises economic growth, including through the adoption of new technologies.

We need to ensure that the aviation funding model (including design of levies, fees and charges) drives efficiencies in the regulator and participants and contributes to achieving our vision for the sector.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
<i>Interim Aviation Council</i>	?
Ministry of Transport / CAA with input from the sector	Undertake a first principles CAA funding review

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Ministry of Transport	Progress aviation data collection and reporting to support policy and investment decisions
Ministry of Transport/ MBIE	Ensure policy settings support competition and facilitate air traffic growth, both domestically and internationally. [MBIE what are your thoughts? To discuss.]
MBIE/ Ministry of Transport	Align tourism strategies with aviation policy to strengthen competition and international air connectivity, regional air connectivity and visitor dispersal [MBIE what are your thoughts? To discuss.]

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Infrastructure

Current state

Aviation infrastructure includes, but is not limited to, airspace design, system navigation aids, system communications, and take-off and landing points that are needed for a safe, secure and effective public network of air transport.

Commented [SW1]: It's a little odd to single this particular example out of the entire air navigation services, and not, for example air traffic control systems. It would also be useful to include navigational procedures in the list, as they might not be viewed as traditional "infrastructure"

It is important to have a good understanding of the current state of key aviation infrastructure. International air travel relies heavily on a limited number of airports for emergency landings and diversions. Air travel is a lifeline for extremely remote communities where there is no reliable alternative. We need to ensure the sustainability and resilience of our current infrastructure system, while preparing for the future. Resilient infrastructure ensures that aviation services can continue or quickly resume operations after natural disasters, pandemics, or other crises.

The design, construction, and operation of aviation facilities and systems should minimise environmental impact, maximise economic growth, and support social well-being.

Ambition

Our future aviation system will need to be able to:

- handle increased flight volumes safely and efficiently
- withstand extreme weather events and adapt to changing climate conditions
- enable efficient integration with other modes of transport
- accommodate enhanced use of digital technologies and next generation aircraft for operations
- withstand new cyber threats to ensure the safety and integrity of operations.

Commented [SW2]: [John Kay] And different types of operation (e.g., autonomous, air taxi, eVTOL, etc), none of which are within the context of traditional aviation (these things will need to integrate into the system, use new forms of "traffic control", etc).....

thus the ambition seems somewhat underwhelming and potentially missing out on the opportunity available to NZ (think also about the National Aerospace Centre, and the things in the aerospace sector that are impacting on infrastructure issues)

Our future infrastructure system needs to accommodate new and emerging technologies, including those using electricity or new types of fuel. For example, urban air mobility solutions can help alleviate traffic congestion on the ground, leading to shorter commute times and less stress for commuters. Air mobility can provide better access to remote or underserved areas, improving connectivity and economic opportunities for those regions.

It is important to consider next steps for airspace integration to help unlock economic growth by enabling the anticipated growth of urban air mobility and uncrewed aircraft in any class of airspace with other aircraft safely, securely and efficiently. The implementation of advanced air traffic management systems will enhance the safety, efficiency, and capacity of our airspace.

It is also important that the system can accommodate diverse needs for take-off and landing infrastructure to support future urban air mobility solutions, including vertiports and drone delivery systems and continue to integrate with other forms of transportation to improve connectivity.

Initial steps for the sector and Government to achieve the Interim Council's ambition include:

Lead	Initial Action
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<i>Who from Interim Aviation Council?</i>	Understand and report on the minimum infrastructure, service levels, and performance standards that ensure resilience and delivery of essential services. Clearly articulate what infrastructure is required to meet safety standards.
TBC	Develop a future airspace and traffic management integration policy to enable the use of airspace by more aviation users.
<i>Who from Interim Aviation Council?</i>	Improve understanding of infrastructure requirements for emerging technologies, for example, but not limited to, take off and landing.
<i>Who from Interim Aviation Council?</i>	Assess future infrastructure needs, including electricity generation and transmission requirements for future aviation, and convene with the energy sector for specific discussion.

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Consumers

Current state

Passengers' rights are protected by New Zealand law (including the Consumer Guarantees Act 1993, Fair Trading Act 1986, Contract and Commercial Law Act 2017 and Civil Aviation Act 2023) and international agreements such as the Montreal Convention.⁸

Ambition

We want all passengers to receive accessible and efficient services. However, although many airlines voluntarily inform passengers about their rights, passengers may not always know about the protections they are entitled to. In some overseas jurisdictions, airlines are required by law to tell passengers what their rights are.

The Civil Aviation Act 2023⁹ includes a new regulation-making power: it allows for regulations to be made requiring any aviation participant to disclose information about rights of passengers, consignors and consignees (freight customers) to specified persons, or to make the information publicly available. This could include information on punctuality, performance, pricing and passengers' rights.

The Ministry of Transport has started policy work on information disclosure requirements. [To be confirmed]

Disabled consumers

Current state

One in five New Zealanders has a disability, and as the population ages, more and more consumers will need accessible travel options. Disabled travellers can face challenges such as time-consuming and repetitive check-in processes when travelling with a wheelchair, or difficulty navigating through airports as a blind traveller.

Disabled travellers want airports, airlines, and government agencies to better understand and consider their needs.

Ambition

We want all passengers, in particular disabled passengers, to enjoy accessible and efficient air travel services.

It is essential for airports, airlines, government agencies (including the CAA and border agencies) and others to collaborate so that disabled passengers have a smooth experience throughout their journey - from checking in, through security and border checks, on to the aircraft, and then through the destination airport – here or overseas. Collaborating to improve services for New Zealanders with disabilities also presents an opportunity to make New Zealand an attractive "accessible destination" for international disabled travellers.

To implement some new accessibility technologies, it may be necessary to change regulatory settings. We also need to adhere to International Civil Aviation Organisation

⁸ This Convention is given force of law in New Zealand through s91C of the Civil Aviation Act 1990 and s256 of the 2023 Act.

⁹ Section 410

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(ICAO) Standards concerning the air transport of passengers with disabilities, such as Standards included in Annex 9 – Facilitation to the Convention on International Civil Aviation.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Explore what other countries require airlines to disclose to passengers about their rights, taking into account information that airlines already provide.
Interim Aviation Council	Establish a Council working group and work programme focused on finding solutions to improve air travel for people with disabilities. As a first step, this group will engage more extensively with the disabled community to learn more about the challenges they face when travelling by air.
Airlines	<p>Develop passenger assistance profiles (following Australia's lead¹⁰).</p> <p>Profiles will give each passenger the choice to grant airlines permission to store personal details, including accessibility requirements, in a profile that airlines can access for future bookings. The profile will contain information about assistance animals and wheelchair battery specifications so airlines can confirm in advance the necessary support that meets air safety requirements.</p> <p>[TBC – to discuss– what is possible on a voluntary basis?]</p>

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¹⁰ <https://www.infrastructure.gov.au/sites/default/files/documents/awn-factsheet-accessible-air-travel-for-people-with-disability.pdf>

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International engagement

Current state

International harmonisation is the foundation for international aviation and a key principle of our domestic regulatory framework.

The aviation sector, ICAO and partner states expect the Government to be engaged in international matters of importance to New Zealand, to meet our international obligations, and ensure New Zealand standards align with safety, and other, international standards.

New Zealand's aviation sector faces several challenges and opportunities in international engagement. The rapid pace of change in global aviation standards makes it difficult for small countries like New Zealand to keep up with changes required. Additionally, participating in international engagements is challenging due to our distance and limited resources, so we have to prioritise our effort for maximum impact.

Regional harmonisation is complex as it requires collaboration and effort to align regulations and policies to improve safety, efficiency, and interoperability in aviation. Our Pacific neighbours confront distinct challenges that, while similar to our own, are often more severe. These include limited resources, infrastructure constraints, and the significant impacts of climate change, all of which can hinder the development of their aviation sectors.

Ambition

Our ambition is that international engagement should be:

- active – enabling us to influence international aviation outcomes that align with New Zealand's interests
- compliant – by adhering to international aviation conventions and adopting best practices for informed regulatory decisions
- supportive – through aiding Pacific Island nations' participation in the international aviation system
- reputable – by maintaining New Zealand's standing as a responsible aviation regulator and constructive participant in the international aviation system.

Active participation involves regularly engaging with ICAO and other key aviation bodies to advocate and build relationships with agencies like the Federal Aviation Administration and European Union Aviation Safety Agency. Our participation in international and regional forums will be well-planned and prioritised based on New Zealand's strategic interests.

Complying with international obligations and adopting best practices means adhering to Standards and Recommended Practices (SARPs), filing differences when impractical, and drawing from other international practices to inform and enhance New Zealand's international and domestic policy settings.

Supporting Pacific Island nations includes helping them meet international SARPs and fostering their participation in the international aviation system. The reinforcing of strong and robust relationships within the Pacific puts New Zealand firmly as the preferred strategic partner of choice.

Commented [SW3]: There doesn't seem to be much ambition here - this very much reads as maintaining BAU. There could also be something here about building our international relationships in a way that supports economic development (things like bilateral and multilateral mutual recognition agreements)

Commented [SW4]: It would be better to avoid mentioning specific jurisdictions by name, given that priorities and relationships might change over time. Suggest "likeminded agencies."

Commented [SW5]: Some care is needed with phrasing here: Adhering to SARPs and filing differences are mutually exclusive. As far as ICAO is concerned, filing differences isn't an "out" and the expectation is that we bring ourselves into compliance. The use of the word "impractical" implies quite a low threshold for not complying with SARPs, which would take us further from the objective of complying with international obligations.

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Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
TBC	Develop a sector-wide international engagement plan that integrates more active, linked-up international and regional participation with specific actions such as support for Pacific Island nations.

Commented [SW6]: As the CAA is responsible for much of NZ's international engagement, it makes sense that we would lead this piece of work with close support from the MoT and others

Commented [NH7]: We are investigating what else we can say here about Pacific engagement

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Regulation

Current state

The regulatory framework (Acts, regulations and rules relating to aviation) is the foundation of a safe and secure aviation system. As noted already, New Zealand's domestic regulatory settings are heavily influenced by international standards and expectations.

The credibility and integrity of our aviation regulatory system is vital and compromising it would have implications for our ability to export high-value products and attract international tourism. Airlines and aviation businesses from countries with well-regarded regulatory systems are more likely to gain access to international markets. This is because other countries and regulatory bodies have confidence that safety and operational standards are met.

Commented [SW8]: This goes a little broader than just Civil Aviation Rules, Act etc. and includes things like radio spectrum regulations etc.

The Civil Aviation Act and regulations have been recently modernised. The Civil Aviation Rules framework was set up in the 1990s, with many amendments and additions since that time. Maintaining the Civil Aviation Rule set (where the detailed legal requirements for aviation lie) and ensuring they continue to be in line with ICAO Standards and Recommended Practices (SARPs) as they evolve is a key challenge. The rules are fundamental to good safety and security outcomes and it is essential they are updated to avoid drifting out of alignment with international best practice.

Civil Aviation Rules are not always as flexible as they could be – hindering use of new technologies (such as satellite communications equipment), creating unnecessary barriers, and leading to workarounds such as exemptions. Innovations in advanced aviation are pushing the boundaries of the regulatory framework still further.

The processes to make or change a rule take up considerable resource and time.

Ambition

Our ambition is a world-class regulatory framework that:

- is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)
- supports safe innovation and economic development
- provides greater certainty and timeliness for sector participants and allows businesses to thrive, so that the industry feels supported, not stifled, by regulation
- is adaptable - able to keep pace with innovation, can manage the demands of both conventional aviation and advanced aviation, and can integrate evolving markets and other regulatory regimes
- is risk-based, fair and proportionate, outcome-focused, and enabling
- is efficient - achieves objectives with the least possible administrative burden and cost

Commented [SW9]: Regulatory change needs to be driven by strategic planning - Global, Regional, National Air Navigation, Safety, Security plans

To achieve this over the coming years we will review and modernise the whole rule set. Our approach will be informed by agreed principles of good rule design.

Commented [SW10]: There are a few questions here. Firstly, what is meant by "modernise?" What is the problem that this is seeking to solve? It might be better phrased in terms of regulatory stewardship, with objectives such as keeping rules up to date with respect to international standards and capable of adapting to changes in the sector (such as the introduction of new technologies). There are also timeframe and resourcing questions: what kind of timeframe does "the coming years" cover, and if the intention is for a significant increase in the rate of rules development, how would this be resourced?

We also need to look for innovative ways to improve processes to ensure that updating the regulatory framework is as efficient as possible.

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As well as updating the content of the rules, we will set the framework up for the future by making the rules more flexible, and easier to amend. This is likely to include using transport instruments, increasing use of guidance, and designing more flexibility into what the rules require (where this can be done without compromising other objectives).

In addition, to make the most of opportunities from advanced aviation, we need to:

- design faster, leaner, agile processes to help improve throughput and allow the regulatory system to keep pace with change
- enable safe and secure experimental areas to develop and proof new aviation technologies
- provide clear pathways for approvals to use those technologies in the aviation system, both domestically and internationally.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport and CAA, with input from the sector	<p>Review and modernise the full civil aviation rule set to ensure that the rules align with our objectives for the regulatory framework and respond to the need to fully integrate new technologies into the regulatory system.</p> <ul style="list-style-type: none">• In updating the rules, we will set the framework up for the future by making it more flexible and better able to respond to change.
CAA, with input from the sector	Rework specific rules to allow for safe innovation and growth in the advanced aviation sector, and contribute to improving the pace of regulatory decision-making, while continuously improving safety and security.

Commented [Mv11]: As proposed here, this would be undertaken as an individual project which would displace the majority of work already on the Authority's policy and rule development programmes. I suggest that 'modernising' the CAR's is a process done through attrition, and falls into two broad tasks (both of which are already being done albeit with constraints from available funding/resourcing): ICAO alignment, and development of new rules for emerging technologies. In short, modernising the rules requires investment.

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Safety and security

Current state

Safety and security continue to be the primary focus and most important outcomes of the aviation system. Without high standards of safety and security, the sector cannot operate.

Responsibility for aviation safety and security policy and regulation is a vital obligation of the government. The safe and secure operation of the aviation sector enables the economic and social benefits of aviation, including our ability to connect to the world.

Aviation safety involves managing risks to prevent aviation accidents and incidents. The aviation industry is subject to significant safety-focused regulation and oversight.

The objective of aviation security is to protect passengers, crew, ground personnel and the public against acts of unlawful interference with civil aviation. The international threat environment directly influences New Zealand's aviation security settings.

[Placeholder text: Our aviation security settings are guided by and based on international standards, known threats, risks and vulnerabilities. New Zealand is a contracting State of the International Civil Aviation Organization (ICAO) and is signatory to Annex 17- Aviation Security - Safeguarding Civil Aviation Against Acts of Unlawful Interference ('Annex 17') of the Chicago Convention 1944. Annex 17 provides the standards and recommended practices that are to be applied by Contracting States and is given legal effect in New Zealand through legislation, including Civil Aviation Rules, Notices of Direction and other regulatory instruments. As a contracting State, New Zealand is required to align with the standards of Annex 17 unless impossible to do so, with respect to international civil aviation operations. These standards (and the recommended practices, which States are not required to implement) are predominantly outcomes focussed, so that States can choose how to achieve the desired security outcome.

Annex 17 also requires States to have an up-to date National Civil Aviation Security Programme (NASP) to outline roles and responsibilities within the security system and to provide guidance which supports positive security outcomes.]

An evolving geopolitical environment is placing a growing strain on the rules-based order. As more States focus on the Pacific, New Zealand will face pressure from those who seek to undermine traditional security relationships and replace us as a trusted partner for Pacific Island countries.

This pressure requires New Zealand to foster international cooperation with like-minded partners on emerging challenges to prevent aviation security threats, strengthen connectivity linkages and ensure we are playing our part in creating stability for the aviation system in our region, and globally. The whole aviation system has a role to play to ensure New Zealand, and our broader Pacific region, continues to be a safe, secure, and reliable place to travel to.

Ambition

Our ambition is to continuously improve safety and security, embedding a safety and security culture throughout the sector and through each participant's habits, practices and interactions.

New Zealand's actions to improve aviation safety are shaped by our participation in ICAO [and our national safety risks and priorities](#). New Zealand will maintain a State Safety Programme (SSP) – which describes existing practices – and a National Aviation Safety

Commented [SS12]: The important ancillary issue here is that the ability to mitigate/manage safety is often impacted by other regulation in other areas of government. Since rogue drones first appeared over AKL airport in 2018, attempts have been made to address aviation's inability to detect and track drone systems. RF Spectrum regulation (MBIE) and Radio Communications Act Part 72 c impose limitations that impact aviation safety. So cross-agency aviation safety work supported by the Ministry's involved may be the way to raise awareness of the issues, clarify problem areas and address solutions.

Commented [SW13]: The purpose of the NASP is to combine global and regional safety priorities with our own safety risks into a plan that relevant to us.

Commented [SW14]: It's slightly more nuanced than that - although it is a descriptor of the system, it includes some aspects about how the system is designed to be, rather than how it necessarily is at present. It's better described as a document that sets out how NZ will ensure that the aviation system is safe.

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Plan (NASP). Both are documents that ICAO requires member States to have. The NASP will ~~identifies~~ identify national safety issues, defines national goals, targets, and measures for safety, and presents initiatives to address safety risks. Key actions contained in this Vision document are: XYZ.

We will respond to ICAO's recommendations for how we can improve aviation safety, including recommendations from ICAO's latest audit to assess New Zealand's implementation of international best practice on safety (in particular, our implementation of ICAO Standards and Recommended Practices).

The Ministry will continue policy work to ensure aviation security services are delivered as efficiently as possible without compromising safety and security.

[More text to come on ICAO and the National Aviation Security Programme]

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
<i>Interim Aviation Council</i>	?
CAA	Continue an ongoing programme of work to ensure New Zealand's safety systems comply with international standards and recommended practices.
CAA	Maintain and implement Implement and maintain the National Aviation Safety Plan.

Commented [SW15]: Implementation of the NASP will require input from other organisations, but CAA will lead. Also does there need to be a line entry re the Security NASP in this table as well?

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Workforce

Current state

The training pipeline for the aviation workforce is influenced by many factors¹¹ including:

- an increasingly tight global market for labour and skills
- changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
- tertiary education policy settings (including student loan policies)
- CAA training and licensing rules
- technological changes, leading to changes in the types of skills that the industry of the future will need.

Commercial airline growth and the COVID pandemic's impacts on the aviation sector have created a demand for aviation personnel, in particular pilots and engineering staff. If we do not act to improve recruitment and retention, we face worsening shortages of key personnel.

To build the right incentives and protections to attract and retain skilled workers we will also need to understand what system changes are needed to embed safety and security culture at an institutional level and through each participant's habits, practices and interactions.

New Zealand trains overseas pilots, and there is potential for demand for this training to increase.

New Zealand also hosts a growing advanced aviation sector that may create opportunities for innovation in aviation education, as well as requiring new skill sets and training needs.

Ambition

The Council's long-term ambition is that aviation provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector's workforce challenges to overcome shortages of key personnel and develop the attributes, knowledge and competencies that the aviation system will need in the future.

Initial steps for the sector and Government to achieve the Council's ambition include:

¹¹ Workforce supply and demand issues for pilots and aviation maintenance engineers are assessed in a report by Scarlatti for the Aviation Industry Association and Ringa Hora. A summary of the findings is available here: https://aianz.org.nz/wp-content/uploads/Summary-report_October-2024.pdf

Lead	Initial Action
Ministry of Education	Continue to engage with the sector to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.
Interim Aviation Council, with support from Government	<p>Set up an ongoing permanent Aviation Workforce Working Group to:</p> <ul style="list-style-type: none"> • review and streamline training pipelines for civil and military aviation • maximise the ability of personnel to transition between aviation careers (including military/civilian) • improve professional development and sabbatical opportunities • promote aviation as a future career • facilitate discussions between large and small airlines on pilot recruitment and training pathways • publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces
Aviation Workforce Working Group, with support from Government	Develop a national strategic aviation workforce plan to address current and future workforce shortages, scope opportunities for promoting aviation careers, and research the work preferences of young people in aviation and incentives that could support their retention in the sector.

Commented [NH16]: This is a placeholder action for now. Ministry of Education will confirm the action after briefing their Minister. Actions will be subject to change based on Ministerial direction.

Feedback on this section will be passed on to the Ministry of Education for consideration.

Commented [NH17]: TBC
 Note Ministry of Education will need to brief their Minister before they can confirm their role. Actions are subject to change based on Ministerial direction.

Commented [NH18]: As above

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Environmental sustainability

Current state

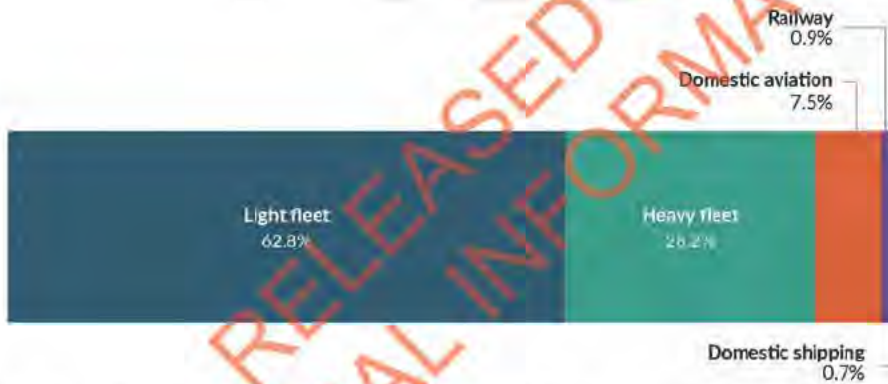
Aviation is a significant contributor to global carbon emissions. International efforts to develop and adopt sustainable aviation fuels (SAF) and more efficient aircraft can drastically reduce the industry's carbon footprint.

Domestic aviation emissions make up 7.5 percent of New Zealand's transport emissions. These emissions are managed through the Emissions Trading Scheme (ETS) in a net based approach to lowering emissions across all sectors. The Government will respond, by the end of 2025, to the recommendation of the Climate Change Commission to include emissions from international aviation in the 2050 emissions reduction target.

International organizations like ICAO set global standards for emissions and noise, ensuring that all countries work towards common environmental goals. This helps create a level playing field. New Zealand has committed to ICAO's global Long-Term Aspirational Goal (LTAG) of Net Zero by 2050. The LTAG is a non-binding global goal.

New Zealand is currently voluntarily participating in ICAO's Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector. Participation in CORSIA will become mandatory in 2027.

Chart 1: illustration of NZ emissions through the motor vehicle fleet and other modes of transport



New Zealand relies on aviation for travel and freight. Both international and domestic flights are essential for connectivity and economic activity in New Zealand. However, aviation faces challenges in adapting to low and zero emission alternative technologies. Carbon reduction initiatives will need to take into account economic growth objectives including increasing the value of exports.

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Aviation is a hard-to-abate sector and although industry is making some investments in clean technology and low emissions fuel to reduce emissions, high costs and commercial viability of low emissions alternatives remain an issue.¹²

Commercial aircraft that use zero emissions (at tailpipe) technologies, such as hydrogen-electric engines, are still in development. While they are currently not a viable commercial solution, they may be in future.

[To be refined - The Emissions Trading System (ETS) for aviation is a market-based mechanism designed to reduce greenhouse gas emissions from the aviation sector. The ETS operates on a cap-and-trade principle, where airlines must purchase allowances for their emissions. This can lead to market volatility and price fluctuations, impacting the cost of compliance for airlines.]

Ambition

Sustainable aviation can create new economic opportunities, from the production of SAF to the development of new technologies. This can lead to job creation and economic growth in various sectors.

The Council's ambition is that:

- all involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of net zero carbon emission by 2050
- New Zealand participates fully in international forums responsible for negotiating aviation emission targets.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Work with Australian Ministerial counterparts on the 2+2 Climate and Finance dialogue to develop regional collaboration on SAF uptake and supply.
Ministry of Transport MBIE	Lead Government and industry collaboration on national aviation decarbonisation through Sustainable Aviation Aotearoa (SAA). This will be developed through further engagements in 2025.
Ministry of Transport	Participate in ICAO forums, including affirming our LTAG commitment and voluntary participation in Carbon Offsetting Reduction Scheme for International Aviation (CORSIA).
Industry	[check with Industry through consultation what sustainability targets, investments, and other actions that can be listed here]

¹² For example, the production and use of Sustainable Aviation Fuel (SAF) lowers flight emissions without the need to upgrade existing infrastructure or fleets. However, SAF is currently two to five times more expensive than standard jet fuel. Competition for supply is also a concern as other countries also increase measures for SAF uptake.

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Annex 1 – Geographical coverage of airports



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Harry Atkins

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Thursday, 15 May 2025 2:02 pm
To: Keith.Manch@caa.govt.nz; Natalie Howell; Mark von Motschelnitz; John Kay; Steve Smyth
Cc: Jane Turner; Charlotte Baetens; Jo Nicholas
Subject: RE: Revised Vision document for your comment
Attachments: Draft Vision for Aviation to 2035 - incorporating IAC feedback from meeting held on 26 March 2025_CAA Comments.docx

Follow Up Flag: Follow up
Flag Status: Flagged

Hello Natalie

Further to Keith's comments below, please find attached some more detailed CAA feedback on the document.

In general, our main question is around the status of the document (and the IAC itself) with regards to assigning actions to the CAA and how this fits with the role of the Minister and the priorities of the government of the day. Our understanding is that the purpose of the document is advisory, not directive, but this isn't always reflected in the language used. Related to this is the question of resourcing needed to achieve the objectives set out in the vision – there doesn't seem to be much discussion of this.

Another general comment is that it's often unclear about what is current state and what is the desired future state. Some of the ambition statements reflect what we're doing now, and to list them as ambitions would imply that they are things we are not doing. For example, the ambition statement calling for a "...regulatory framework that...is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)." I would argue we largely have that at the moment, so it's not clear what the ambition is.

As Keith mentions below, it would be beneficial to discuss the current state in more detail to inform what is needed for the future state. The Vision does not acknowledge that the current aviation system is rooted in decades old technology and procedure and therefore the need for the aviation system to constantly evolve. That future evolution will not occur naturally as a consequence of new technologies entering the current system; in fact, the adoption of new technologies will become increasingly challenging without system change. A dedicated integrated programme of effort is required to develop the aviation system of the future that is designed to swiftly accept new technologies while maintaining current 'traditional' service provision.

As always, we'd be happy to discuss further.

Thanks

Stu

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
 Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

☎ s 9(2)(a)

stuart.worden@caa.govt.nz

From: Keith Manch <Keith.Manch@caa.govt.nz>

Sent: Saturday, 10 May 2025 10:39 am

To: Natalie Howell <N.Howell@transport.govt.nz>; [REDACTED]; [REDACTED] Billie Moore <billie.moore@nzairports.co.nz>; [REDACTED]

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Cc: Siobhan Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; Isabel Avery <I.Avery@transport.govt.nz>; Ruth Fairhall <R.Fairhall@transport.govt.nz>

Subject: Re: Revised Vision document for your comment

Thanks Natalie, we will come back with comments on the vision document (from an overall CAA perspective) as requested.

In respect to this point:

- *We have transferred the current state material to another document which we will share with you another time (as the focus now is on the Vision).*

While a vision for the future isn't necessarily determined by the current state, the current state should be something that Council has a very clear understanding of in setting the vision. This is especially so in identifying actions to achieve the vision. It's not clear that we have a shared view of key issues relating to things like:

- the state of the regulatory framework and its ability to enable the vision
- the current state of aviation in terms of economic viability and path to 'recovery', if we look through the lens of still recovering from the impacts of COVID and how we are coping via a vis other regions, especially noting the relative priority NZ has in terms of access to things necessary to support our aspirations, and the interest of international airlines in operating here. And added to this point is the variability of progress being made by different sectors, especially the sector that carries the biggest load in terms of system costs
- what is realistic in terms of NZs aspirations for aviation especially in respect to the balance between the private sector and the government role in (support for or the provision of) the basic infrastructure to enable aviation and the operation of aviation. Given that our location, size and geography makes aviation critical to NZs economic and social well being, we may need a different perspective on the balance as we consider the role of the state and the role of the private sector in setting the vision and actions.

I'd suggest that the Council should be engaged on the current state as well as the vision - beyond the short segment of the vision that touches on that.

Thanks
Keith

•

Keith Manch

Released in Document 8

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Version 8 May 2025 – incorporating Council feedback

Vision for Aviation to 2035

Key Interim Aviation Council Actions

[Photo]

May 2025

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Minister’s foreword

[xxx]

Likely themes:

- Grow and show our country
- Keep Kiwis connected

Hon James Meager
Acting Minister of Transport

Interim Council’s foreword.

[xxx]

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An ambition to grow and future-proof our aviation sector

The Interim Council shares an ambition for aviation in New Zealand.

Our aviation sector is already productive. It supports our tourism and trade industries and provides essential services like disaster and medical support. Aviation is a dynamic and innovative sector. To make the most of opportunities offered by innovation and change, the aviation system will need to continue to adapt.

We want to build on opportunities and address barriers to growth, building on our existing strengths and supporting the development of new capabilities and technologies that will help to boost our economy.

It is our ambition that by 2035:

- the aviation system has grown and is thriving, connected, resilient and productive (priority area)
- aviation system infrastructure is well-planned and integrated, supports efficient and sustainable movement of people and goods and enables economic growth (priority area)
- new technology and innovative operational practices that drive efficiencies and help grow the sector are the norm
- aviation is a desirable career path; we have the talented and skilled people we need for the sector to grow (priority area)
- Iwi and hapū see important, exciting, and long-term opportunities in the aviation sector
- we are reducing use of fossil fuels and transitioning to clean energy, in line with New Zealand's target of net zero carbon emissions by 2050
- New Zealanders and visitors experience consistently accessible and efficient aviation services and are treated fairly.

The success of the aviation sector relies on safety and security, international engagement, and on the regulatory environment. Our ambition for these enabling conditions is:

- our part in the international aviation system helps grow our aviation sector
- our world-class aviation regulatory environment is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive
- we maintain high standards safety and security.

The Interim Council's role in developing the Vision for Aviation

The Interim Council was set up after the independent panel reviewing the Air Navigation System said, in its May 2023 report,¹ that improving system leadership was the critical priority for aviation.

The Panel's nine recommendations aimed to strengthen the system to seize future opportunities and challenges. The Panel recommended that system leadership be driven through:

- a ministerially-appointed Interim and then permanent Aviation Council with whole-of-system oversight responsibilities
- a new and long-range National Aviation Policy Statement
- a Flight Plan for New Zealand: a medium-term direction for aviation and air navigation.

The Interim Council has developed this Vision for Aviation as a response to the recommendation to develop a National Aviation Policy Statement.

The Interim Council's role is to provide a whole-of-system perspective on the current and future direction of aviation, focusing on system-level strategy, performance, change management and thought leadership. The Council takes an interest in and provides guidance on, matters of national significance to the aviation sector

The Interim Council includes representatives from the following organisations:

- Ministry of Transport (chair)
- Air New Zealand
- Air Ruatoria
- Airways Corporation of New Zealand
- Auckland International Airport Limited
- Aviation Industry Association New Zealand
- Board of Airline Representatives of New Zealand
- Civil Aviation Authority
- Ministry of Business, Innovation and Employment
- New Zealand Air Line Pilots Association
- New Zealand Airports Association
- New Zealand Aviation Federation
- New Zealand Defence Force
- Wisk Aero.

¹ <https://www.transport.govt.nz/area-of-interest/air-transport/aviation-system-review>

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The Vision for Aviation has been developed, and is owned by, the Interim Council. It delivers on the Air Navigation Systems Review’s critical priority: improving system leadership. The permanent Council will build on the Interim Council’s work by:

- advising on the sector’s response to, and prioritisation of, the remaining Air Navigation System Review panel recommendations
- enabling Government, agencies, and the aviation sector to voice their opinions and provide advice and recommendations on how to address challenges facing the sector and how best to embrace opportunities.

Commented [KM1]: Who drives the actions to ensure delivery of the vision

Commented [NH2]: Placeholder until we finalise the TOR for the Permanent Council.

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Aviation in New Zealand

Aviation is critically important to help grow New Zealand's economy by facilitating resilient global connections, tourism and trade. Given our location and our geography, aviation is necessary for international travel and plays an important role in domestic travel.

Aviation supports tourism

Aviation makes it possible for millions of tourists to visit each year. Increased tourism leads to higher passenger volumes, which directly boost revenue from ticket sales, airport fees, and services such as parking, and retail. Tourism supports local businesses including hotels, restaurants, and attractions and helps create jobs in the tourism sector. International tourism numbers are increasing but have not yet fully recovered to pre-pandemic levels.²

International aviation connections support social connections: over 30 per cent of international visitors to New Zealand in the three months ending 30 September 2024 were visiting friends and family as the primary purpose of their trip.³

Aviation supports trade

Aviation plays a vital role in the transport of high value, perishable and critical products that must reach international markets in a timely way like seafood, value-added dairy products, and fresh produce. Efficient air freight services transport these products to international markets quickly, maintaining their quality and competitiveness. Domestic air cargo services provide time critical connections to export hubs for many of these products.

Air freight capacity is heavily dependent on passenger volumes. High passenger revenues mean cargo can be carried in belly-holds of passenger aircraft at a lower cost than on planes dedicated to just air freight. This means that air freight capacity is affected by passenger demand and not freight demand alone.⁴

The importance of international air connectivity was apparent during the COVID-19 pandemic. With Government support, the aviation sector continued to import essential supplies such as vaccines, and export valuable products to world markets.

Innovation in aviation

Innovation is critical for improving efficiency and operational capabilities. Innovations in aircraft technology, fuel efficiency, and digital services can create opportunities for new entrants, new services, and new options for consumers. For example, drones have become embedded in the agricultural and forestry industries due to their diverse applications. Drone use in farming and emergency services has increased, with new applications appearing regularly. In future, emerging aviation technologies will increasingly change the way passengers and freight are moved, requiring the sector to adapt.

² Overseas visitor arrivals were 370,200 in January 2025, an increase of 43,800 from January 2024, but 93% of the 399,300 in January 2019 (before the COVID-19 pandemic). While most arrivals are by air, these data also include cruise ship and other sea arrivals.

³ MBIE International Visitor Survey <https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/international-visitor-survey-ivs>

⁴ Aotearoa New Zealand Freight and Supply Chain Strategy: Government Policy, p 47

Innovation also supports growth by improving competitiveness, connectivity, sustainable development, managerial and operational capabilities, as well as efficiency and profitability.

Aviation helps connect the regions

Air connectivity is important to the prosperity of regional New Zealand, enabling regional communities to access critical services (such as healthcare, and in response to natural disasters) and supporting regional economies. Airports can be regional hubs for commercial and industrial activity.

General aviation contributes economically and to the community

General aviation, that is, civil aviation activities other than commercial air transport, makes an important economic contribution. General aviation (such as charter and freight, aerial work, flight instruction, ground aviation services, and agricultural aviation) supports economic activity in the regions – for example, in agriculture and tourism.

Essential services like disaster support and relief, firefighting, aero-medical flights, and search and rescue operations provide vital, lifesaving assistance. Sport and recreational aviation associations provide social benefits to the wider community. General aviation also plays a key part in the aviation system workforce and capability supply chain.

The sector faces change

Despite its strengths, the aviation sector is facing challenges and undergoing change. The sector has always been dynamic, searching for new and profitable routes while managing the challenges of flying to and within a distant small market. The sector faces increased cumulative cost pressures, with increases in charges, fees and levies, higher maintenance costs for airlines due to issues with the supply of engines and parts, and a lack of narrow-body jets needed to serve regional routes. We are also in a period of high international macroeconomic uncertainty. Factors that depress global GDP, such as high fuel prices, also impact on growth. At the same time, aviation is poised for transformation through rapid innovation and the adoption of new technologies, alongside the imperative to decarbonize.

Now is the right time for the sector and Government to work together to set a shared ambition and direction for aviation in New Zealand. This Vision is a key stepping stone towards realising the Council's ambition for the sector.

[photo?]

Aviation's contribution – by the numbers

[to be turned into a graphic]

Supporting growth through tourism

\$16.9b

Contribution of international visitors to New Zealand's economy in the year to March 2024.⁵

\$27.5b

Contribution of domestic tourism expenditure to New Zealand's economy in the year to March 2024.⁶

3.35 million

Overseas visitor arrivals in the February 2025 year (also includes arrivals by sea)⁷

Transporting freight

16%

Share of exports carried by airfreight, by value.

22%

Share of imports carried by airfreight, by value.

217,000 tonnes

Air cargo transported through airports in New Zealand in 2023, supporting the country's total import and export volumes.⁸

Contributing to the wider economy

5.6% of GDP, 14.2 billion USD

Estimated contribution of aviation to New Zealand's GDP (IATA estimate, 2023)⁹ – from air transport including foreign tourists arriving by air.¹⁰

\$1.4 billion

Estimated economic output generated through employment at Auckland Airport alone in 2024.¹¹

14,000 or 1% of the total workforce

⁵ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

⁶ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

⁷ <https://www.stats.govt.nz/information-releases/international-travel-february-2025/>

⁸ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

⁹ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

¹⁰ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

¹¹ <https://corporate.aucklandairport.co.nz/-/media/Files/Corporate/241015-Final-Auckland-Airport-Economic-Impact-Analysis.ashx>

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People employed in Aviation and Airport Services in 2023.¹²

177,000

Estimated number of jobs supported by the commercial air transport sector (IATA estimate, 2023).¹³

What about adding numbers re the total cost of government actions to enable aviation - and as a % of GDP?

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¹² The "Aviation and Airport Services" industry consists of businesses involved in aircraft manufacturing and repair, airport operations, and air transport services. <https://ringahora.nz/for-industry/skills-leadership/workforce-development-plan-2023/aviation-airport-services-workforce-action-plan/>

¹³ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

Roles and responsibilities

Industry, government and not-for-profit organisations have important roles to play in the aviation sector.

- **The private sector** owns and operates airports, air operators (including those providing scheduled passenger services, air cargo services, adventure aviation, charters, agricultural aviation, and advanced aviation), maintenance providers, manufacturers, training providers, and many other businesses directly and indirectly involved in the aviation sector. These businesses play a large role in maintaining operational standards, investing in infrastructure, and driving innovation. *The private sector is best placed to lead and drive change in the sector.*
- **The Government** has an enabling role, overseeing the regulatory framework for aviation to ensure safety and security while enabling efficiency and growth, and to ensure that the market continues to work effectively. It also looks to maintain New Zealand's international reputation.
- **Industry associations, unions, federations and other organisations** represent aviation businesses and professionals working in the sector. These organisations play an important role in ensuring members' views and interests are understood and considered.
- **Local authorities** wholly own 23 airports and partially own several others (including the joint-venture airports). Through District and Regional Plans, local government can enable and influence commercial aviation activity.
- **Not-for-profit organisations** provide emergency services and are involved in sport and recreational aviation.

Commented [KM3]: Is this true given aviation's critical role in NZ against a small economy

Commented [KM4]: Ownership of Air NZ, Airways, MetService

Minister of Transport/Associate Minister of Transport

The Minister of Transport responsible for aviation (currently Hon James Meager) sets New Zealand's policy direction for aviation which includes establishing the laws, regulations, and rules that govern the aviation sector. The Minister ensures that aviation policies align with national goals for safety, security and economic growth and that they implement international commitments.

Commented [SW5]: There should be a mention of the Minister for Space's responsibilities for advanced aviation.

Interim Aviation Council

The Interim Aviation Council (the Council) represents the aviation sector, oversees its strategic direction and addresses emerging challenges in New Zealand's aviation sector. The Council aims to ensure a coordinated, future-focused aviation sector that supports economic growth, safety, and sustainability.

- Provides oversight and leadership for the aviation sector
- Helps develop comprehensive sector-wide documents, such as this Vision for Aviation
- Collaborates with public and private sector leaders to set system priorities
- Supports development of policy focusing on workforce needs, infrastructure, regulation, innovation, safety, security, international engagement, consumer protection, and sustainability

Commented [SW6]: Perhaps in a commercial sense, but less so in the regulatory/enabling sense. On balance, the tone of the document could give the impression that the IAC directs the Authority's strategic work programme, rather than that direction coming from strategic planning documents, Ministerial direction etc.

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- Engages with stakeholders, including government agencies, Māori communities, and international bodies.

Annex 1 describes in more detail the roles and responsibilities of some Government agencies and key stakeholders in the aviation sector.

How we will achieve our ambition

The Interim Council has identified three priority areas that contribute to achieving its long-term ambitions for aviation. Priority areas are:

- supporting system growth
- infrastructure
- workforce.

The Council also has a strong interest in:

- New Zealand's part in the international aviation system
- regulation
- safety and security
- environmental sustainability
- consumers.

These areas are discussed below, along with shorter-term initial actions under each area. The actions are stepping stones that will set us up for longer-term initiatives.

Success will rely on different groups working together, including government agencies and the private sector.

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Ambition: The aviation system has grown and is thriving, connected, resilient and productive (priority area)

Supporting aviation system growth is important because air transport drives trade, tourism and economic growth. Without aviation, the landscape of global and regional tourism and trade would undoubtedly look very different. Tourism relies on aviation to bring in visitors, and aviation relies on tourism to generate demand and fill seats. Innovation has had a profound impact on aviation and tourism – streamlining booking and check-in processes and enhancing the overall air travel experience.

Growth also contributes to skills development, technology transfer, and regional connectivity, thereby playing a key role in overall economic progress.

The aviation system is characterised by competition and driven by a complex interplay of factors, including dynamic and ongoing market changes, technological progress, environmental considerations, the establishment of new business models (the service level offered, the regional reach and the main functions) and regulatory changes.

Commented [KM7]: Is it also characterised by high costs of operation and challenges given the small scale of NZ's economy and population, with a hint of market failure; and reliance on aviation for international and domestic connection, economic and social activity

To grow our economy, our aviation system should grow in a way that:

- maximises efficiency, including but not limited to through innovative operational practices and the safe and secure adoption of new technologies
- strengthens its financial and environmental sustainability
- supports regional and international connectivity.

This could involve government policies, industry innovations and collaborative efforts to support growth.

First set of actions towards our ambition

The initial actions in the table below lay some of the groundwork to support future growth.

Lead	Initial Action
Ministry of Transport	To have a clear picture of the current conditions and trends that impact on growth – develop an aviation system indicator framework, and progress aviation data collection by December 2025.
Aviation Council	To address barriers to growth – identify 3-5 actions for the Council to unlock barriers across government and industry by June 2026.
Civil Aviation Authority	To ensure that the aviation funding model drives efficiencies in the regulator and participants – undertake a system-wide first principles funding review by June 2027.
Ministry of Transport	To enhance competition, international and regional air connectivity, and visitor distribution – align tourism and trade strategies with aviation policy, where appropriate (ongoing).

Commented [KM8]: This should acknowledge that has to occur with a keen eye on the fact that maintaining high safety and security standards is a key foundation of aviation's success

Commented [KM9]: What about industry action

Ambition: Aviation infrastructure is well-planned and integrated, supports efficient and sustainable movement of people and goods and enables economic growth (priority area)

Aviation infrastructure includes, but is not limited to, airspace design, system communications, meteorological observation systems, energy supply, and take-off and landing points that are needed for a safe, secure and effective public network of air transport.

It is important we have the necessary infrastructure to maintain a safe and secure aviation system, and:

- support growth and increased flight volumes safely and efficiently
- withstand extreme weather events and adapt to changing climate conditions
- incorporate airspace requirements for advanced aviation while ensuring today's technology can operate with certainty
- accommodate new and emerging aircraft technologies, including those using electricity or new types of fuel
- withstand new cyber threats to ensure the safety and integrity of operations
- provide long-term investment opportunities for Iwi and hapū including through expanding commercial partnerships and collaboration.

First set of actions towards our ambition

The initial actions in the table below lay some of the groundwork to support aviation infrastructure.

Lead	Initial Action
Aviation Council	To enable prioritisation of infrastructure investment decisions – develop a set of principles to support decision making, including about roles and responsibilities - by December 2025
Air NZ	To support future focused investment decisions - assess future infrastructure needs, including electricity and transmission requirements for future aviation, and convene with the energy sector for specific discussion - by December 2025.
Aviation Council	To support future focused investment decisions - document infrastructure requirements for emerging technologies, for example, but not limited to, take-off and landing - by June 2026.
BARNZ	To ensure that New Zealand can remain 'open for business' at all times - engage with the sector to increase the hours of availability of Ohakea as an international alternate/diversion port – ongoing.

Commented [SW10]: There is a lack of detail around roles and responsibilities for infrastructure, and in particular where the planning and coordination role sits.

Commented [SW11]: Some of these actions appear to be things that could, or should, be included within a National Air Navigation Plan (NANP). We have an action to implement a NASP and a NCASP in the safety and security section below, so it would make some sense for there to be a corresponding action to update and implement NZ's NANP.

Commented [SW12]: The initial action probably needs to be the development of a clear plan and leadership framework.

Commented [KM13]: Don't understand the reference to take off and landing specifically (even though as an example)

Commented [KM14]: This requires airforce and airways engagement/action

MOT with input from CAA and Airways	To enable the use of airspace by more <u>appropriately equipped</u> aviation users - develop a future airspace and traffic management integration policy - by December 2027.
-------------------------------------	--

Commented [SW15]: I see a risk here in such a document intersecting with, and possibly conflicting with, Global, Regional and National Air Navigation Plans. NZ's NANP is now quite old and needs to be revised at some point, so this action needs to be done with an updated NANP in mind.

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Ambition: Aviation is a desirable career path; we have the talented and skilled people we need for the sector to grow (priority area)

The Interim Council's long-term ambition is that aviation provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector's workforce challenges to overcome personnel shortages and develop the attributes, knowledge and competencies that the aviation system will need in the future. If we do not act to improve recruitment and retention,¹⁴ we face worsening shortages of key aviation personnel such as pilots and engineering staff.

The Council wants to see increased Māori participation in the sector. Māori are significantly underrepresented in the aviation workforce: the Māori aviation workforce is just 8% of the total aviation workforce, despite Māori making up just over 17% of the overall New Zealand population.¹⁵

First set of actions towards our ambition

Setting up an Aviation Workforce Working Group will help us achieve our ambition by promoting cross-sector collaboration and coordination on aviation workforce challenges, informed by understanding of all parts of the aviation workforce pipeline. Ringa Hora's updates to the pilot qualification will improve the relevance of the qualification for airlines.

¹⁴ Ringa Hora reports that, of people who joined the industry in 2015, only 60% remained after the first year, and 22% after five years. In contrast, some parts of the workforce are very loyal. For example, 73% of the aircraft manufacturing and repair workforce has only had one employer. This is an ageing workforce which presents natural limits on retention (over half is older than 45, and 7% aged over 65). https://ringahora.nz/wp-content/uploads/2023/10/Ringa-Hora_Aviation_IAP_print.pdf

¹⁵ The Ringa Hora workforce development council has reported on their engagement with Māori in aviation: https://ringahora.nz/wp-content/uploads/2024/06/Kaupapa-Maori-Aviation-hui-findings_final-Jul24.pdf

Initial steps for the sector and Government to achieve the Council’s ambition include:

Lead	Initial Action
Aviation Council	<p>Set up an Aviation Workforce Working Group to:</p> <ul style="list-style-type: none"> • build on the existing Aviation and Airport Services Workforce Action Plan (developed by Ringa Hora in 2023)¹⁶ • review and streamline training pipelines for civil and military aviation • maximise the ability of personnel to transition between aviation careers (including military/civilian) • improve professional development and sabbatical opportunities • promote aviation as a future career • grow Māori and Pasifika participation in the aviation workforce • facilitate sector engagement, including discussions between airlines of different sizes on pilot and ground engineer recruitment and training pathways • publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces.
Ministry of Education	Continue policy work around issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation ongoing.
Ringa Hora	Updates to the pilot qualification, in consultation with airlines, by the end of 2025.

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¹⁶ <https://ringahora.nz/wp-content/uploads/2023/10/Ringa-Hora-Aviation-IAP-print.pdf>

Ambition: We are reducing use of fossil fuels and transitioning to clean energy, in line with New Zealand’s target of net zero carbon emissions by 2050

Aviation is a “hard to abate” sector, but international efforts to develop and adopt sustainable aviation fuels (SAF) and more efficient aircraft can reduce the industry’s carbon footprint. Sustainable aviation can also create new economic opportunities as new forms of propulsion become more viable through the development of new technologies, such as software and uncrewed vehicles.

New Zealand has committed to ICAO’s global Long-Term Aspirational Goal (LTAG) of Net Zero by 2050 and is voluntarily participating in ICAO’s Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector.

The Council’s ambition is that:

- all involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand’s target of net zero carbon emissions by 2050
- New Zealand participates fully in international forums responsible for negotiating aviation emission targets.

First set of actions towards our ambition

Our initial actions contribute to the Council’s ambition by leveraging international connections and domestic relationships between agencies and industry. The actions will help us meet international expectations and explore opportunities for SAF uptake and supply.

Commented [SW16]: There are also CAA activities underway such as the RZEP and regulatory change work to accommodate alternative propulsion activities

Initial steps for the sector and Government to achieve the Council’s ambition include:

Lead	Initial Action
Ministry of Transport and industry	Work with Australian Ministerial counterparts on the 2+2 Climate and Finance dialogue to develop regional collaboration on SAF uptake and supply – Ongoing
Sustainable Aviation Aotearoa	In line with the second Emissions Reduction Plan, explore ways to work with counterparts in other countries, such as Australia, on settings that would support sustainable aviation fuel supply and uptake – Ongoing.
Ministry of Transport	Participate in ICAO forums, including affirming our voluntary participation in Carbon Offsetting Reduction Scheme for International Aviation (CORSIA). The next forum is in September/October 2025.
Industry members of Sustainable Aviation Aotearoa	[Any actions flowing from scenarios work being developed by industry - TBC]

Commented [NH17]: TBC

Ambition: New Zealanders and visitors experience consistently accessible and efficient aviation services and are treated fairly

We want all passengers to enjoy accessible, safe and efficient air travel services. Consumers' rights, for example when flights are cancelled, are important to the Council – and of interest to the public.

Although many airlines voluntarily inform passengers about their rights, passengers may not always know about the protections they are entitled to. In some overseas jurisdictions, airlines are required by law to tell passengers what their rights are.

Disabled passengers can face challenges when travelling. It is essential for airports, airlines, government agencies (including the CAA and border agencies) and others to collaborate so that disabled passengers have a smooth experience throughout their journey – from checking in, through security and border checks, on to the aircraft, and through their destination airport. Improving services for New Zealanders with disabilities is also an opportunity to make New Zealand an attractive "accessible destination" for international disabled travellers.

First set of actions towards our ambition

Initial steps for the sector and Government will help to achieve the Council's ambition by exploring options and fostering collaboration between different parts of the sector. They are:

Lead	Initial Action
Aviation Council	To help ensure that disabled passengers enjoy accessible and efficient air travel services throughout their journey, establish a Council working group and work programme focused on finding solutions to improve air travel for people with disabilities, in consultation with people with disabilities (including Māori with disabilities ¹⁷) – by early 2026.
Aviation Council	TBC – any other actions involving enhancing consumers' experience/rights?
Ministry of Transport	Explore what other countries require airlines to disclose to passengers about their rights taking into account information that airlines already provide – by mid 2026.

¹⁷ Māori are a population group with higher rates of disability than the general New Zealand population (21% compared to 17%) and engagement with disabled people will need to take account of any distinct issues or needs faced by Māori with disabilities.

Ambition: Our part in the international aviation system helps grow our aviation sector

Ambition

International harmonisation is the foundation for international aviation and a key principle of our domestic regulatory framework.

Our ambition is that international engagement should be:

- proactive – influence international aviation outcomes that align and advance New Zealand’s interests
- outcomes-focused – adhere to international aviation conventions and adopt best practices for informed regulatory decisions to meet the required outcomes
- supportive – aid Pacific Island nations to foster economic growth, enhance connectivity, promote sustainability, and build resilience
- reputable – elevate New Zealand’s standing as a responsible aviation regulator and constructive participant in the international aviation system
- growth-oriented – build international relationships that enhance our knowledge of best practices and enable economic activity and growth.

First set of actions towards our ambition

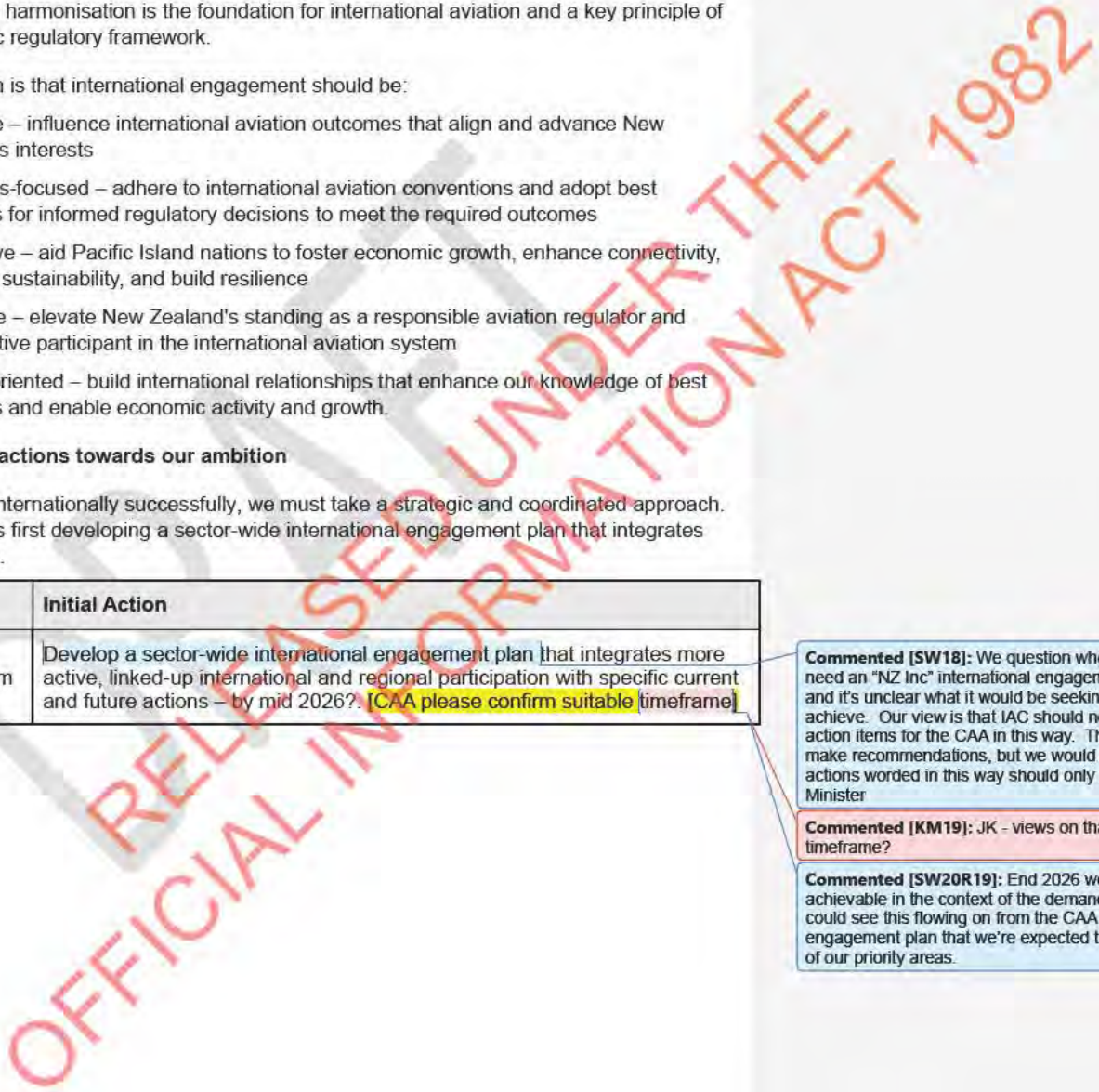
To engage internationally successfully, we must take a strategic and coordinated approach. This involves first developing a sector-wide international engagement plan that integrates our ambition.

Lead	Initial Action
CAA with support from others	Develop a sector-wide international engagement plan that integrates more active, linked-up international and regional participation with specific current and future actions – by mid 2026?. [CAA please confirm suitable timeframe]

Commented [SW18]: We question whether we actually need an “NZ Inc” international engagement plan like this and it’s unclear what it would be seeking to achieve. Our view is that IAC should not be setting action items for the CAA in this way. They are free to make recommendations, but we would argue that actions worded in this way should only come from the Minister

Commented [KM19]: JK - views on that over that timeframe?

Commented [SW20R19]: End 2026 would probably be achievable in the context of the demands on the team. I could see this flowing on from the CAA international engagement plan that we’re expected to deliver as part of our priority areas.



Ambition: our world-class aviation regulatory environment is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive

Regulation is an enabling condition for success. Our ambition is a world-class regulatory framework that:

- is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)
- promotes competition, safe innovation and economic development
- provides greater certainty and timeliness for sector participants (including new entrants) and allows businesses to thrive so that the industry feels supported, not stifled, by regulation
- is adaptable, keeps pace with innovation, can manage the demands of both conventional aviation and advanced aviation, and can integrate evolving markets and other regulatory regimes
- is risk-based, fair and proportionate, supported by evidence, outcome-focused, and enabling
- is efficient and minimises complexity so that it achieves its objectives with the least possible administrative burden and cost.

To achieve this, Government will review the civil aviation rule set, in line with a prioritised 2-year rolling work programme. Our approach will be informed by strategic planning, agreed principles of good rule design, and stakeholder engagement

As well as updating the rules' content, we will set the framework up for the future by making it more flexible and easier to amend. We will utilise new provisions in the Civil Aviation Act 2023 and look for innovative ways to improve processes so that updating the regulatory framework is as efficient as possible. This may draw on learning from other jurisdictions and organisations.

Commented [SW21]: I'm not sure that the word "review" is the right one here - there are many rules where there is no need for review, and it doesn't really suggest the kind of intelligence-led "find problems and solve them" approach that is needed. I suggest that "maintain and enhance" would better reflect the IAC's objectives.

Advanced aviation

In addition, to make the most of opportunities from advanced aviation, we need to:

- design faster, leaner, agile processes to help improve throughput and allow the regulatory system to keep pace with change
- enable safe and secure experimental areas to develop and proof new aviation technologies
- provide clear pathways for approvals to use those technologies in the aviation system, both domestically and internationally.

Commented [SW22]: Who's making the commitment here? Is the IAC's role to make commitments like this on matters that would normally rest entirely with government?

First set of actions towards our ambition

Initial steps for the sector and Government to achieve the Council's ambition involve looking for ways to improve processes so that rules are more adaptable, and prioritising rule review work to make the most of our limited resources.

Initial actions are:

Lead	Initial Action
CAA and Ministry of Transport, with input from the sector	Rework specific rules to allow for safe innovation and growth in the advanced aviation sector, and contribute to improving the pace of regulatory decision-making, while continuously improving safety and security – to be implemented by the end of 2025.
Ministry of Transport and CAA	<ul style="list-style-type: none"> Explore how best to use transport instruments Develop a 2-year, prioritised rolling rule-making programme, tested with the sector. [Timeframe to be determined]

Commented [KM23]: Reference current Minister Collins linked work programme?

Commented [SW24R23]: This seems to be referring to that, although it seem very odd to single out this one project, that's already well underway and will be finished in less than a year, in a 2035 vision document

Commented [KM25]: Perhaps broaden this to be more ambitious re rules framework changes?

Commented [SW26R25]: I agree - this is hardly much of an ambition. We already know how TIs can be used to enhance rule efficiency, but I'm concerned that the IAC may have an incorrect understanding of their purpose and limitations. A more performance-based action may be more appropriate here, such as "explore options for enhancing the efficiency of rulemaking systems."

Commented [SW27]: This needs to be considered in the context of the Minister's expectations. This kind of action should only come from the Minister, not the IAC.

In terms of how this works practically, the devil's in the detail. The question of how this is prioritised, and how regulatory changes are initiated, will have a significant impact on what this looks like.

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Ambition: We maintain high standards safety and security

Our aviation sector relies on safety and security. Our ambition is to maintain safety and security, embedding a best practice safety and security culture throughout the sector and through each participant’s habits, practices and interactions.

New Zealand will maintain its SSP and National Aviation Safety Plan. Both are required by ICAO. The purpose of the National Aviation Safety Plan is to combine global and regional safety priorities with our own safety risks, into a plan that is relevant to us. The plan will identify national safety issues, define national goals, targets, and measures for safety, and present initiatives to address safety risks.

ICAO also requires states to have an up-to-date National Civil Aviation Security Programme to outline roles and responsibilities within the security system and the legislation, rules and guidance which support positive security outcomes. We will continue to maintain, oversee and implement our programme.

We will respond to ICAO’s recommendations for how we can improve aviation safety and security, including recommendations from ICAO’s most recent audits to assess New Zealand’s implementation of international best practice (in particular, our implementation of ICAO Standards and Recommended Practices).

First set of actions towards our ambition

The actions below support safety and security by ensuring we have well defined and clear systems, regulations, roles and responsibilities across the sector to implement safety and security measures efficiently. They also ensure we meet ICAO expectations.

Initial steps for the sector and Government to achieve the Council’s ambition include:

Lead	Initial Action
Ministry of Transport	Work collaboratively with the CAA and AvSec and key industry members to improve operational efficiency of the current aviation security service, with a review at the end of 2025 to see how performance has tracked over the year and understand the impact of efficiency work programmes that have been put in place.
CAA	Continue an ongoing programme of work to ensure New Zealand’s safety system comply with international standards and recommended practices and respond to ICAO recommendations arising from audits.
CAA, with input from other organisations	Implement and maintain the National Aviation Safety Plan – ongoing.
CAA, with input from other organisations	Implement and maintain the National Civil Aviation Security Programme - ongoing.

Commented [SW28]: And security systems?

Commented [KM29]: This will be likely need a system response - at least it should be an MoT CAA joint action - does noone know the law isn't made by the CAA and rules belong to the Minister?

Annex 1 – Roles and responsibilities of organisations

Ministry of Transport

The Ministry of Transport (the Ministry) provides strategic advice to the Minister on the policy and regulatory settings for the aviation system.

Ministry of Education

The Ministry of Education provides strategic policy advice for the education sector, including tertiary education provision that contributes to the skills, knowledge, and capabilities needed to fully participate in the labour market, society, and communities.

Ministry of Business, Innovation and Employment (MBIE)

MBIE develops and delivers policy, services, advice, and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. It plays a key role in various sectors, including aviation and tourism.

Civil Aviation Authority (CAA)

The CAA is New Zealand's specialist aviation safety and security regulator. It ensures compliance with aviation safety standards, oversees the certification and surveillance of aviation activities, and collaborates with international aviation organisations.

Commented [SW30]: Given the actions above, might need to have something in here about the CAA's role in rulemaking under contract to the Ministry

Aviation Security Service (AvSec)

AvSec is an operational unit within the CAA. AvSec is responsible for aviation security in New Zealand. It screens passengers and their luggage, ensuring compliance with security regulations and maintaining a safe travel environment.

New Zealand Defence Force (NZDF)

The NZDF supports civil aviation through search and rescue operations, disaster response, providing airspace security, and training aviation sector personnel (including pilots, ground engineering staff, and logistics specialists), some of whom will go on to civil careers.

Airways Corporation of New Zealand (Airways)

Airways provides air traffic control and navigation services. It ensures the safe and efficient movement of aircraft within New Zealand and oceanic airspace. As New Zealand's air navigation service provider, Airways is responsible for delivering air traffic services to ensure the safe and efficient operation of both civil and military aircraft in New Zealand's controlled airspace. Airways provides information to aircraft traveling in uncontrolled airspace, provides an alerting service for aircraft in distress, and delivers aeronautical telecommunication services and meteorological services. Through its subsidiary companies, Airways provides aeronautical information management, procedure design and other training and digital services and products.

Meteorological Service of New Zealand Ltd (MetService)

MetService provides a range of aviation weather products and services, including observations, forecasts, warnings, and volcanic ash advisory services for New Zealand airspace. MetService also supports civil aviation and defence for search and rescue operations, disaster response, and collaboration with other national and private weather service providers and ICAO.

Industry organisations

The **Aviation Industry Association New Zealand** represents the commercial aviation industry in New Zealand. Members come from many sectors of the industry, such as agriculture, scheduled and charter services, freight, search and rescue, and tourism, and companies that service, maintain, design or manufacture for these sectors. AIANZ also represents uncrewed aerial vehicle (UAV) businesses.

The **Board of Airline Representatives of New Zealand** is the voice of the airline industry in New Zealand, representing 26 airline members and 5 non-airline members. It champions the airline industry and its contribution to travel, trade and tourism in New Zealand.

The **New Zealand Air Line Pilots Association** is an internationally affiliated professional association and trade union that represents over 2,600 New Zealand pilots, air traffic controllers and flight service operators.

The **New Zealand Airports Association** is the peak industry body dedicated to supporting New Zealand's airports and the broader aviation sector. NZ Airports represents 46 airport members ranging from New Zealand's largest airports to small aerodromes.

The **New Zealand Aviation Federation** unites various sectors of General Aviation (this excludes scheduled and non-scheduled air transport for hire) to discuss and present issues to regulators, covering activities from private and recreational flying to agricultural and aerial work.

Iwi and hapū

Iwi and hapū have interests in, and ambitions about, aviation matters including infrastructure, workforce development, environmental sustainability, boosting exports (including tourism) and regional economic development. For example:

- as part of the Crown's Treaty settlement with Ngāi Tahu, the iwi has the first opportunity to acquire a large range of Crown assets, at their current market value. These assets will become available to Ngāi Tahu as and when the Crown chooses to sell them. Ngai Tahu have the right of first refusal for the Crown's 50% shareholdings in each of Dunedin and Invercargill airports, 25% shareholding in Christchurch airport (subject to existing pre-emptive rights) and the assets of Milford airport
- in 2018 Ngāti Porou and Air New Zealand signed a Partnership Agreement aimed at generating further economic and social growth in Tairāwhiti Gisborne
- Auckland Airport and Waikato-Tainui have built 2 hotels together through a joint venture.

Harry Atkins

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Friday, 13 June 2025 1:59 pm
To: Natalie Howell; Marcus Linnell
Cc: Jo Nicholas
Subject: RE: Security text in Vision - and proposed new action

Re the NASP – industry engagement will be a key part of NASP development, and we expect to be in a position to commence this within the next couple of months. We agree with AirNZ that this is really important and we will need the sector’s input to ensure the document is meaningful and reflects the State’s safety risks and issues.

Stu

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
 System Strategy & Policy

☎ s 9(2)(a) stuart.worden@caa.govt.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Friday, 13 June 2025 12:05 pm
To: Marcus Linnell <Marcus.Linnell@caa.govt.nz>
Cc: Jo Nicholas <Jo.Nicholas@caa.govt.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>
Subject: RE: Security text in Vision - and proposed new action

Thanks Marcus – I’m sorry I caught you at a busy time! And sorry if I’ve also got mixed up about who does what.

I’ll add in “including industry and government partners” as it would be nice to be able to respond to Air NZ’s feedback. Unless you tell me not to, I will do this for both the security and safety actions because it could look weird to be inconsistent.

Thanks

Natalie

From: Marcus Linnell <Marcus.Linnell@caa.govt.nz>
Sent: Friday, 13 June 2025 11:05 am
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Jo Nicholas <Jo.nicholas@caa.govt.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>
Subject: RE: Security text in Vision - and proposed new action

Hi Natalie

I’m really sorry for the delayed response – I’m away for work at the moment and haven’t managed to keep up with my emails. Hopefully I’m not too late, but some thoughts below.

I've Cc'd in Jo and Stu for the safety NASP perspective.

On the security NCASP, we recently consulted with industry, including Air NZ while refreshing the NCASP, so it's absolutely something we do for the security work. I see Air NZ suggests (at least in relation to the NASP) that they want collaboration to be "more meaningful" – we're definitely open to that feedback (but it also isn't something they raised during the process!).

I wouldn't have any issue with including the highlighted text with regards to the NCASP – as our NCASP is very broad concept, industry is effectively 'implementing' it through their regulated security activities, so they are playing a key role. The original text "input from others" may impliedly include industry already, so it might be redundant? An alternative also might be "...with input from others (including industry and government partners)" to cover off the cross-government involvement too, as key parts of a broader NCASP (intelligence, response, enforcement etc) are also performed by Police and others.

Apologies again for the delayed response – very happy to talk further.

Marcus

Marcus Linnell | Lead Analyst, Aviation Security Threat and Risk
Civil Aviation Authority of New Zealand

Te Mana Rererangi Tūmatanui o Aotearoa

Security Certification, Monitoring and Response | Aviation Security Group

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From: Natalie Howell <N.Howell@transport.govt.nz>

Sent: Thursday, 12 June 2025 2:29 pm

To: Marcus Linnell <Marcus.Linnell@caa.govt.nz>

Subject: FW: Security text in Vision - and proposed new action

Hi Marcus, hope your day is going well.

Just following up on this question below.

If I don't hear back from you, I will leave the text as "CAA, with input from others".

Many thanks

Natalie

From: Natalie Howell

Sent: Tuesday, 10 June 2025 10:54 am

To: Marcus Linnell <Marcus.Linnell@caa.govt.nz>

Subject: RE: Security text in Vision - and proposed new action

Hi again Marcus

I hope you're having a nice morning.

Thanks for your help on the Vision for Aviation to 2035 a while back. I've got another question for you about it. Can you give me your thoughts by midday Thu? Thanks!

We had some feedback from Air NZ on the latest draft.

- They said:
We recommend: The CAA, when designing the NASP, look to collaborate more meaningfully with industry. Industry is involved with international associations and standards bodies (e.g. IATA) and can offer a lot in this area to ensure a collaborative more effective approach to safety. We also recommend additional leadership from the CAA on 'Sector Risk Profiles' to support further safety education and promotion of aviation safety to the public (e.g. dangerous goods, drones, lasers).
- What are your thoughts on this? Is industry consultation something that CAA will do anyway on the NASP?

Here's the text I've already got about safety and security (see below in green) – what needs to change?

- Since we last emailed about this, we've pruned it back quite a lot by putting the 'current state' content into a separate document. The Vision is now shorter and mostly focused on the ambition and actions.
- I've added some draft text (highlighted) about involving industry – is this appropriate? Is it even necessary?
- Should I make the same change for the security programme?
- I don't propose to add anything in about the Sector Risk Profiles, unless you think that is a good idea.
- Does anything else need to change?
- Happy to send you the whole doc if you like.

Ambition: We maintain high standards safety and security

Our aviation sector relies on safety and security. Our ambition is to maintain safety and security, embedding a best practice safety and security culture throughout the sector and through each participant's habits, practices and interactions.

New Zealand will maintain its State Safety Programme (SSP)^[1] and National Aviation Safety Plan. Both are required by ICAO. The purpose of the National Aviation Safety Plan is to combine global and regional safety priorities with our own safety risks, into a plan that is relevant to us. The plan will identify national safety issues, define national goals, targets, and measures for safety, and present initiatives to address safety risks.

ICAO also requires states to have an up-to-date National Civil Aviation Security Programme to outline roles and responsibilities within the security system and the legislation, rules and guidance which support positive security outcomes. We will continue to maintain, oversee and implement our programme.

We will respond to ICAO's recommendations for how we can improve aviation safety and security, including recommendations from ICAO's most recent audits to assess New Zealand's implementation

of international best practice (in particular, our implementation of ICAO Standards and Recommended Practices).

First set of actions towards our ambition

The actions below support safety and security by ensuring we have well defined and clear systems, regulations, roles and responsibilities across the sector to implement safety and security measures efficiently. They also ensure we meet ICAO expectations.

Initial steps for the sector and Government to achieve the Council’s ambition include:

Lead	Initial Action
Ministry of Transport	Work collaboratively with the CAA and AvSec, and key industry members to improve operational efficiency of the current aviation security service while maintaining safety and security outcomes. Review the work at the end of 2025 to see how performance has tracked over the year and understand the impact of efficiency work programmes that have been put in place.
CAA and Ministry of Transport	Continue an ongoing programme of work to ensure New Zealand’s safety and security systems comply with international standards and recommended practices and respond to ICAO recommendations arising from audits.
CAA, with input from others including industry [is this addition appropriate?]	Implement and maintain the National Aviation Safety Plan – ongoing.
CAA, with input from others including industry [is this addition appropriate?]	Implement and maintain the National Civil Aviation Security Programme - ongoing.

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Thanks!

Natalie Howell ([she/her](#))

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation
Te Manatū Waka Ministry of Transport

M: [s 9\(2\)\(a\)](#) E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



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From: Marcus Linnell <Marcus.Linnell@caa.govt.nz>
Sent: Wednesday, 9 April 2025 2:17 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Subject: RE: Security text in Vision - and proposed new action

Not a problem Natalie!

Yes absolutely, *outlines* is definitely more accurate than *provides* - thanks for picking that up!

Marcus

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Wednesday, 9 April 2025 1:18 pm
To: Marcus Linnell <Marcus.Linnell@caa.govt.nz>
Subject: RE: Security text in Vision - and proposed new action

Thanks again for this Marcus.

Just checking – would it be better to say that the programme *outlines* the legislation and rules (rather than that the programme *provides* these?) As shown in my edits below?

ICAO also requires states to have an up-to-date National Civil Aviation Security Programme to outline roles and responsibilities within the security system and to provide the legislation, rules and guidance which supports positive security outcomes. We will continue to maintain, oversee, and implement our programme.

Thanks
Natalie

From: Marcus Linnell <Marcus.Linnell@caa.govt.nz>
Sent: Tuesday, 8 April 2025 8:08 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Isabel Avery <I.Avery@transport.govt.nz>
Subject: RE: Security text in Vision - and proposed new action

Hi Natalie, thanks for the catch up yesterday and context below.

I had a chat with our policy manager who has been involved in the early cybersecurity work to date. We came to the view that it is too early to commit to the development of a code of practice at this stage, in advance of the required policy work behind where and how cybersecurity requirements will be advanced in the aviation security (and safety) context.

So for now our preference would be to leave it out of the Vision document – this will still allow us to advance a code of practice (if this is the pathway chosen) but doesn't prematurely tie us to the measurable timeframes the document would require.

I've reviewed the text below and overall I think it's looking good, and have suggested just a few additions below in red. The small adjustments mainly reflect ICAO's intent that the NCASP encapsulates all the laws, regulations, rules, guidance (etc) of the whole aviation security system. And also the addition of 'oversee' to reflect that our role is partly implementation, but also oversight of the sector's implementation through their operations.

I'll have a bit of a think about further specific actions with timeframes in the security space. We have a number of longer term pieces of work underway (particularly for my role in the security risk context), but with our restructure kicking in this week, and the uncertainty this brings about priorities etc moving forward, I would be reluctant to lock them in at this stage.

Hopefully this is useful, very happy to discuss further,

Marcus

Marcus Linnell | Lead Analyst, Aviation Security Threat and Risk
Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa

Security Certification, Monitoring and Response | Aviation Security Group

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From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Monday, 7 April 2025 3:52 pm
To: Marcus Linnell <Marcus.Linnell@caa.govt.nz>
Cc: Isabel Avery <I.Avery@transport.govt.nz>
Subject: Security text in Vision - and proposed new action

Hi Marcus

Thanks so much for your time just now!

Proposed action

- Here's that wording from Airways on a proposed new joint action for CAA and Airways:

“Create a code of practice for aviation cyber security within New Zealand that includes examples of best practice and provides a framework for assessing security maturity to ensure continual improvement.”

- It would be great to hear your thoughts on whether this action is appropriate to include in the Vision document.

The rest of the section...

- For context I've also copied below the text of the Safety and Security chapter which I had on screen during our discussion.
- I recalled after we talked that I have also been asked to strengthen the connection between the actions and achieving the ambition. I've had a go at better linking the National Civil Aviation Security Programme text with the ambition – see highlights below. Is what I've got OK? Please edit it as you see fit.
- If you can think of any actions relating to security that include more specific timeframes, I would love to hear them!

Safety and security

Current state

- Safety and security continue to be the primary focus and most important outcomes of the aviation system. High standards of safety and security mean the sector can continue to grow.
- All participants in the system, including airports, airlines, and those providing supporting services, contribute to keeping consumers safe. ¹⁸ Responsibility for aviation safety and security policy and regulation is a vital obligation of the government. The safe and secure operation of the aviation sector enables the economic and social benefits of aviation, including our ability to connect to the world.
- Aviation safety involves managing risks to prevent aviation accidents and incidents. The aviation industry is subject to significant safety-focused regulation and oversight. The objective of aviation security is to protect passengers, crew, ground personnel and the public against acts of unlawful interference with civil aviation. The international threat environment directly influences New Zealand's aviation security settings.
- Our aviation security settings are guided by and based on international standards, known threats, risks and vulnerabilities. Remaining secure also requires us to consider how the threat environment may change with new technologies. As an ICAO member state, New Zealand is required to align with ICAO security standards with respect to international civil aviation operations, unless it is impossible to do so. These standards (and the recommended practices, which States are not required to implement) are predominantly outcomes focussed, so that States can choose how to achieve the desired security outcome.
- An evolving geopolitical environment is placing a growing strain on the rules-based order. As more States focus on the Pacific, New Zealand will face pressure from those who seek to undermine traditional security relationships and replace us as a trusted partner for Pacific Island countries.
- This pressure requires New Zealand to foster international cooperation with like-minded partners on emerging challenges to prevent aviation security threats, strengthen connectivity linkages and

ensure we are playing our part in creating stability for the aviation system in our region, and globally. The whole aviation system has a role to play to ensure New Zealand, and our broader Pacific region, continues to be a safe, secure, and reliable place to travel to.

Ambition

- Our ambition is to continuously improve safety and security, embedding a best practice safety and security culture throughout the sector and through each participant’s habits, practices and interactions.
- New Zealand’s actions to improve aviation safety are shaped by our participation in ICAO and other bodies, and our national safety risks and priorities. New Zealand will maintain a State Safety Programme (SSP) – which describes existing practices – and a National Aviation Safety Plan. Both are documents that ICAO requires member States to have. The purpose of the National Aviation Safety Plan is to combine global and regional safety priorities with our own safety risks, into a plan that is relevant to us. The plan will identify national safety issues, defines national goals, targets, and measures for safety, and presents initiatives to address safety risks. Key actions contained in the Plan are: [to come].
- We will respond to ICAO’s recommendations for how we can improve aviation safety, including recommendations from ICAO’s latest audit to assess New Zealand’s implementation of international best practice on safety (in particular, our implementation of ICAO Standards and Recommended Practices). [I wondered if this could also reference advancing recommendations from the 2022 ICAO Security Audit?]
- ICAO also requires states to have an up-to-date National Civil Aviation Security Programme to outline roles and responsibilities within the security system and to provide the legislation, rules and guidance which supports positive security outcomes. We will continue to maintain, oversee, and implement our programme.
- The Ministry will continue policy work to ensure aviation security services are delivered as efficiently as possible without compromising safety and security.
- Initial steps for the sector and Government to achieve the Council’s ambition include:

Lead	Initial Action
Interim Aviation Council	?
CAA	Continue an ongoing programme of work to ensure New Zealand’s safety systems comply with international standards and recommended practices.
CAA, with input from other organisations	Implement and maintain the National Aviation Safety Plan.
CAA, with input from other organisations	Implement, oversee, and maintain the National Civil Aviation Security Programme. This supports continuous improvement of security by ensuring we have well defined and clear systems, regulations, roles, and

responsibilities across the sector to implement aviation security procedures. It also ensures we meet ICAO expectations.

Thanks again

Natalie Howell (she/her)

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation
Te Manatū Waka Ministry of Transport

M: s 9(2)(a) E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



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Harry Atkins

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Friday, 13 June 2025 10:38 am
To: Natalie Howell; Tom Forster; Mark von Motschelnitz
Subject: RE: Meeting briefing - CAA contact

Hi Natalie

Stick with early 2027. We'll probably have a review completed before then, but there might be more of a tail on work to embed processes to engage stakeholders more deeply in our international engagement work.

All good on the other point, on the assumption that calling it a "policy" at this point doesn't preclude the eventual output taking the shape of a NANP. I'm just wary of creating a plethora of strategic documents with duplicate functions, and the need to ensure we are aligned with ICAO expectations.

Stu

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

📞 s 9(2)(a) stuart.worden@caa.govt.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 12 June 2025 3:10 pm
To: Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>
Subject: RE: Meeting briefing - CAA contact

Thanks Stuart!

Is there a due date for this action? Still early 2027?

Re the other one you commented on – the airspace policy – I checked with Caro. She felt there was some policy work to be done by the Ministry as well as work by the CAA in this area, and she therefore wanted me to leave the text as it is.

Thanks again

Natalie

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Thursday, 12 June 2025 2:41 pm
To: Tom Forster <t.forster@transport.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>
Cc: Natalie Howell <N.Howell@transport.govt.nz>
Subject: RE: Meeting briefing - CAA contact

Hello all

Here is my suggested wording for the action.

Carry out a review of international obligations and expectations related to safety and security to ensure they are appropriately reflected in CAA strategies, and work with stakeholders across government and industry to ensure that New Zealand's interests are advanced in international forums.

This obviously more narrowly focused on the CAA's primary safety and security remit, so it might be appropriate to add an additional corresponding action for the Ministry to do something similar in the facilitation, economic and environmental space.

Stu

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

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From: Tom Forster <t.forster@transport.govt.nz>
Sent: Thursday, 12 June 2025 11:34 am
To: Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>
Cc: Stuart Worden <Stuart.Worden@caa.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Subject: FW: Meeting briefing - CAA contact

Hi Mark

When we spoke on Tuesday, you were going to provide revisions to how the action on international engagement was framed, as the current action was conceived before the Flight plan changes came into existence. Are you able to please let us know what we can change to make it align with your current thinking?

For ease of reference, I've copied the current action below.

Lead	Initial Action
CAA with support from other agencies	Develop a NZ Government international aviation engagement plan that integrates more active, linked-up international and regional participation with specific current and future actions – by early 2027.

Thanks
Tom

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Thursday, 12 June 2025 10:55 am
To: Natalie Howell <N.Howell@transport.govt.nz>
Subject: RE: Meeting briefing - CAA contact

Hi Natalie

There wasn't much. The main point was the lack of clarity around what the purpose and objective of the international engagement plan would be - this is a new action that the CAA wasn't planning on doing, and question is who exactly is directing the CAA to do this work (given the status of the IAC and the vision).

The other thing was "develop a future airspace and traffic management integration policy," in the infrastructure bit. I suggest that the appropriate mechanism for this would be a new National Air Navigation Plan, which is the air nav system equivalent of the NASP. Our current one dates back to 2014 and drove the NSS programme, so it makes some sense to continue using the same kind of process to plan for the next phase of system transformation. However, CAA resourcing to support a NANP update is another question, and like the international engagement strategy, there would need to be some clarity around who is directing it to be done.

Thanks

Stu

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

☎ s 9(2)(a) stuart.worden@caa.govt.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 12 June 2025 10:29 am
To: Stuart Worden <Stuart.Worden@caa.govt.nz>
Subject: RE: Meeting briefing - CAA contact

Thanks for this Stu!

On another matter – Caro mentioned that CAA might have some feedback on the latest draft of the Vision....? Could you send this to me please? Thanks!

Natalie

From: Carolina Durrant <C.Durrant@transport.govt.nz>
Sent: Wednesday, 11 June 2025 1:40 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Siobhan Routledge <S.Routledge@transport.govt.nz>
Subject: Meeting briefing - CAA contact

Dear Nat

Stu has kindly offered to assist you with content for the MBIE/MoT meeting briefing re CHCH visit.

We will need to include a para on where we are at with the rules, as the NPRMs will be out for public consultation. We should also talk about the airspace approval at Tawhaki as the Minister will want to mention it.

Stu can help you with anything you need!

Thanks, Caro

Carolina Durrant
Kaitohutohu Mātāmua - Principal Adviser, Aviation

Te Manatū Waka Ministry of Transport

Waea: s 9(2)(a) | Īmera: c.durrant@transport.govt.nz | transport.govt.nz



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Harry Atkins

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Thursday, 19 June 2025 8:52 am
To: Natalie Howell; Tom Forster
Cc: Katherine Dickerson
Subject: RE: Pilot quals

Very much an ongoing thing – it's very much dependent on the other countries, and we don't even know if they will be interested ^{s 6(a)}

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
 Te Mana Rererangi Tūmatanui o Aotearoa
 System Strategy & Policy

☎ s 9(2)(a) stuart.worden@caa.govt.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 19 June 2025 8:49 am
To: Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>
Cc: Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: Re: Pilot quals

PS - is there a timeframe we could put on this? Or is it ongoing?

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From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, June 19, 2025 8:46:39 AM
To: Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>
Cc: Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: Re: Pilot quals

Great, thanks all

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From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Wednesday, June 18, 2025 3:59:23 PM
To: Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Cc: Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: RE: Pilot quals

Yep, should be fine

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand

 s 9(2)(a) stuart.worden@caa.govt.nz

From: Tom Forster <t.forster@transport.govt.nz>
Sent: Wednesday, 18 June 2025 3:58 pm
To: Stuart Worden <Stuart.Worden@caa.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Cc: Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: RE: Pilot quals

Happy with that as an action. Can we add the highlighted? I took it from the Saudi Arabian MOC

Nat – can you please include it?

Thanks Stu.

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Wednesday, 18 June 2025 3:55 pm
To: Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Cc: Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: RE: Pilot quals

s 6(a)

I would suggest “Engage with other States, where appropriate, to explore putting in place mutual recognition agreements of licencing systems and Licences

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

 s 9(2)(a) stuart.worden@caa.govt.nz

From: Tom Forster <t.forster@transport.govt.nz>
Sent: Wednesday, 18 June 2025 3:49 pm
To: Stuart Worden <Stuart.Worden@caa.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Cc: Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: RE: Pilot quals

The Minister seems to want that as an action for the Vision. Is this something that the CAA may be up to? Something like “Engage with the US, Canada and UK to explore putting in place mutual recognition agreements”.

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Wednesday, 18 June 2025 3:40 pm
To: Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Cc: Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: RE: Pilot quals

Nope. I think the only thing we have at the moment is Australia within the scope of ANZA and possibly TTMRA (but I don't know the details on that)

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

§ 9(2)(a) stuart.worden@caa.govt.nz

From: Tom Forster <t.forster@transport.govt.nz>
Sent: Wednesday, 18 June 2025 3:32 pm
To: Stuart Worden <Stuart.Worden@caa.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Cc: Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: RE: Pilot quals

Hi Stu

Do you have mutual recognition arrangements with the US and Canada?

Cheers
Tom

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Wednesday, 18 June 2025 2:52 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>; Katherine Dickerson <Katherine.Dickerson@caa.govt.nz>
Subject: RE: Pilot quals

Hi Natalie

If the question is what I think it's about, it's myself and Katherine (copied in).

We met with a delegation from the UK Department of Trade & Industry on this back in April (at their request), and indicated that we are willing to start work on a mutual recognition arrangement. § 6(a)

Stu

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

§ 9(2)(a) stuart.worden@caa.govt.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Wednesday, 18 June 2025 2:17 pm
To: Stuart Worden <Stuart.Worden@caa.govt.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>
Subject: Pilot quals

Hi Stuart

Hope you're having a great day.

We have received some feedback from the Minister on the Vision and it touches on recognition of overseas pilots' qualifications. Can you please tell us who we should contact at CAA about that issue?

Thanks

Natalie

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Harry Atkins

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Wednesday, 3 September 2025 11:31 am
To: Natalie Howell
Subject: RE: Minister's feedback on Action Plan

Hi Natalie

No issues from me – movement of personnel is the whole reason for licence recognition...

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

📞 s 9(2)(a) stuart.worden@caa.govt.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Wednesday, 3 September 2025 11:27 am
To: Stuart Worden <Stuart.Worden@caa.govt.nz>
Subject: FW: Minister's feedback on Action Plan

Hi Stuart, hope you're having a nice day.
Just checking if you have any issues with the Minister's edits?
Many thanks
Natalie

From: Natalie Howell
Sent: Monday, 1 September 2025 11:34 am
To: Stuart Worden <Stuart.Worden@caa.govt.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>; John Kay <John.Kay@caa.govt.nz>
Subject: Minister's feedback on Action Plan

Hi Stuart

I hope you had a great weekend.

Mutual recognition of licences continues to be an area of interest for the Minister. His feedback on the latest draft of the Action Plan includes these edits:

CAA	Progress potential opportunities with like-minded partners and other States, where appropriate, to put in place mutual recognition agreements for licensing systems, and licences, and the movement of aviation personnel.
-----	--

This seems OK to me...? Is it OK from your perspective?

Thanks

Natalie Howell ([she/her](#))

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation

Te Manatū Waka Ministry of Transport

M: [s 9\(2\)\(a\)](#)

E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



Hāpaitia ana ngā tāngata o Aotearoa kia eke
Enabling New Zealanders to flourish

From: Natalie Howell

Sent: Thursday, 14 August 2025 11:59 am

To: Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>; John Kay <John.Kay@caa.govt.nz>

Subject: RE: ACTION REQUIRED: Minister Meager WR

Thanks for your help with this Stuart.

From: Stuart Worden <Stuart.Worden@caa.govt.nz>

Sent: Thursday, 14 August 2025 11:47 am

To: Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>; John Kay <John.Kay@caa.govt.nz>

Subject: RE: ACTION REQUIRED: Minister Meager WR

I'm much happier with that "potential" added in.

Stuart Worden | **Manager Regulatory Policy & International Engagement**

Civil Aviation Authority of New Zealand

Te Mana Rererangi Tūmatanui o Aotearoa

System Strategy & Policy

☎ [s 9\(2\)\(a\)](#)

stuart.worden@caa.govt.nz

From: Tom Forster <t.forster@transport.govt.nz>

Sent: Thursday, 14 August 2025 11:45 am

To: Natalie Howell <N.Howell@transport.govt.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>; John Kay <John.Kay@caa.govt.nz>
Subject: RE: ACTION REQUIRED: Minister Meager WR

I think he also suggested a word which I have added and highlighted

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 14 August 2025 11:40 am
To: Stuart Worden <Stuart.Worden@caa.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>; John Kay <John.Kay@caa.govt.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>
Subject: RE: ACTION REQUIRED: Minister Meager WR

Hi again Stuart

We totally understand where you are coming from. Tom and I just rang Gary to talk this through. We explained that this relies on other states' willingness to engage, and that it is not possible to commit to an outcome that depends on someone else.

Gary suggested some alternative language – see below in red.

Is this ok?

Thanks
Natalie

From: Stuart Worden <Stuart.Worden@caa.govt.nz>
Sent: Thursday, 14 August 2025 9:50 am
To: Natalie Howell <N.Howell@transport.govt.nz>; Mark von Motschelnitz <Mark.vonMotschelnitz@caa.govt.nz>; John Kay <John.Kay@caa.govt.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>
Subject: RE: ACTION REQUIRED: Minister Meager WR

Hi Natalie

I think the response to that is very simple – we simply can't say we "will put in place" mutual recognition agreements because it is 100% dependent on another State's decision.

Even if the Gary is referring to unilateral recognition, we can't commit to something like that without doing the necessary work to ensure that safety is maintained (e.g. that the system we recognise is equivalent in all areas and that we have access to the specific licensing information that we need to administer a recognition process)

s 6(a)

A large grey rectangular redaction box covers the text in this section.

Otherwise, we don't have any work underway in this area, so anything we do (especially with other States) would be a new workstream.

Stu

Stuart Worden | Manager Regulatory Policy & International Engagement

Civil Aviation Authority of New Zealand
Te Mana Rererangi Tūmatanui o Aotearoa
System Strategy & Policy

☎ s 9(2)(a) stuart.worden@caa.govt.nz

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 14 August 2025 9:24 am
To: Stuart Worden <Stuart.Worden@caa.govt.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>
Subject: FW: ACTION REQUIRED: Minister Meager WR
Importance: High

Good morning Stuart, hope your day has got off to a good start.

We've received some comments from the Minister's office on the weekly report item about mutual recognition agreements – see below.

How would you like to respond to this?

Happy to set up a quick chat if that's best?

Thanks

Natalie

From: Weekly Report <W2@transport.govt.nz>
Sent: Thursday, 14 August 2025 9:00 am
To: Natalie Howell <N.Howell@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>
Cc: Weekly Report <W2@transport.govt.nz>
Subject: ACTION REQUIRED: Minister Meager WR
Importance: High

Kia ora,

Gary has left a comment in the Meager WR on the below highlighted paragraph of the Aviation workforce item– he has said:

A couple of comments:

- 1. Its not clear if this action has been added or was already in the Action Plan being consulted on*
- 2. The Ministers comments are likely to be:*

“explore putting in place” is too weak and can it at least say “put in place”; and CAA are already doing this (they have already signed mutual recognition agreements with Saudi and are in discussion with the UK).

Can you thinki about how the item could give assurance that the Action Plan is driving an increased focus, or new activity please.

Could you please make any amendments required in response to his comments in the text box below, and send it back to me when done? Thank you!

Aviation workforce - recognising overseas licences

You asked us to consider adding to the Aviation Action Plan an action to automatically recognise equivalent qualifications from Canada, UK, and Australia as being valid in NZ across the aviation sector.

In response to your comment we have added an action (as outlined below).

Existing processes

- Australian flight crew and maintenance engineer licences are already recognised in New Zealand under the Trans-Tasman Mutual Recognition Act.
- The Civil Aviation Act 2023 and the New Zealand Civil Aviation Rules allow the Director of Civil Aviation to recognise current licences which have been issued by the licensing authority of an ICAO member state.
- Subject to the holder meeting specific requirements, such qualifications may be accepted as a basis for the issue of a NZ flight crew licence or a short-term NZ validation permit.
- Overseas pilots wanting a NZ Commercial Pilot Licence (CPL) or an Airline Transport Pilot Licence (ATPL) are required to have their flight experience and qualifications assessed. These assessments are carried out on behalf of the CAA by Aspeq

Mutual recognition

- The Action Plan now includes an action for the CAA to progress mutual recognition agreements: **“Progress potential opportunities with likeminded partners and other States, where appropriate, to put in place mutual recognition agreements for licensing systems and licences.”**
- The CAA can negotiate agreements with other jurisdictions to mutually recognise each other’s licences and licensing systems. This is permitted by ICAO Standards and Recommended Practices. There are existing mutual recognition arrangements in place between New Zealand and Australia and New Zealand and Saudi Arabia.
- Mutual recognition is preferred because it reduces barriers for New Zealand trained workers to work in the same occupation in another State.
- To ensure ongoing safety, an important requirement for any recognition of another State’s licence would be an ongoing relationship between the two States to enable the sharing of relevant safety information. This means that we would be made aware of issues that might be relevant to the continued recognition of an individual’s license.
- Progressing these agreements relies on other jurisdictions’ willingness to engage. In April the CAA met with a delegation from the UK for an initial discussion about mutual recognition.
- Certain parts of the sector may oppose this such as the New Zealand Airline Pilots’ Association. Whilst it is possible for airline pilots to move between countries, there can be some complexities, as factors like pilot seniority and airline policies can influence the ease of such transitions.

Ngā mihi,

Hazel McLaren-Swift

Advisor – Ministerial & Executive Services

M: s 9(2)(a) E: H.McLaren-Swift@transport.govt.nz



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Harry Atkins

From: Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>
Sent: Friday, 5 September 2025 1:39 pm
To: Natalie Howell
Cc: Carolina Durrant; Stuart Worden; Tom Forster; Jess Carter; John Kay; Mark Davis; Kane Patena
Subject: Re: Minister's feedback on the Aviation Action Plan

Hi Natalie,

I've chatted with the team - unfortunately because the funding is not yet secured for the digital initiatives, we can't give a timeline. Would it be possible to say 'contingent on the outcome of the funding review' or similar words?

Warm regards
 Catherine

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Friday, September 5, 2025 11:05 AM
To: Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>
Cc: Carolina Durrant <C.Durrant@transport.govt.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Jess Carter <Jess.Carter@caa.govt.nz>; John Kay <John.Kay@caa.govt.nz>; Mark Davis <Mark.Davis@caa.govt.nz>; Kane Patena <Kane.Patena@caa.govt.nz>
Subject: RE: Minister's feedback on the Aviation Action Plan

Morning Catherine

Thanks so much for your message and for the helpful chat yesterday.

How about we add an action about your digital delivery plan to the Action Plan – maybe something like this?

CAA	Lift the quality of service and speed up certification decision-making by: <ul style="list-style-type: none"> • Improving resourcing and processes • Replacing paper-heavy processes with smarter, more accessible systems • Automating routine tasks By X date.
-----	---

The Minister will expect to see a deadline. Can you help me with this please?

- If you don't want to commit to achieving all of the above by a set time, I think it would be ok to attach a deadline to an interim step, if you can give me some words describing the interim step.

We already have an action in the Action Plan about the rules programme, and I'll leave that as is.

Many thanks

Natalie

From: Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>

Sent: Thursday, 4 September 2025 8:36 pm

To: Natalie Howell <N.Howell@transport.govt.nz>

Cc: Carolina Durrant <C.Durrant@transport.govt.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Jess Carter <Jess.Carter@caa.govt.nz>; John Kay <John.Kay@caa.govt.nz>; Mark Davis <Mark.Davis@caa.govt.nz>; Kane Patena <Kane.Patena@caa.govt.nz>

Subject: Re: Minister's feedback on the Aviation Action Plan

Kia ora Natalie,

Thanks again for reaching out on this issue. CAA is working with the Minister on two key proposals that will create a system that is able to deliver improved certification timeliness, participant experience, and responsiveness. There is significant thinking and design behind both these initiatives, so we can provide further detail if required. We propose that these are included additional initiatives in the action plan.

- **Aviation Rules Programme.** The current Civil Aviation Rules framework is a product of several decades of gradual evolution, where rules have generally been amended in an ad hoc and piecemeal manner in response to changes in the domestic and international aviation environment. This reactive approach has resulted in rules that provide the requisite levels of safety and security but does little to ensure that they are able to accommodate the more rapid pace of change we are now seeing.

CAA has proposed to the Minister a focused two year programme which will: Bring current rules into alignment with international standards and address issues raised in the 2025 Universal Safety Oversight Programme audit by the International Civil Aviation Organization (ICAO); identify and address high priority, high benefit issues that require rules amendments; and implement a modern approach to rule-making for aviation safety and security. The cost is \$3M, covering 20 FTE to deliver the work. The intent (still under consideration by the Minister) is for 50% crown funding, 50% levy funding.

- **Digital Delivery Plan.** Over the past decade CAA's demand for digital services has risen sharply: new applications increased 76%, service tickets rose 23%, supporting new sites increased 43%, number of new devices grew 400%, storage grew 57%, and network infrastructure expanded 7,206%. Our current outdated systems limit the efficiency of our service delivery, contributing the certification timeliness challenges and undermining participant experience.

CAA is embarking on a digital transformation to make it easier for people to engage with us and to strengthen aviation safety in Aotearoa New Zealand. By embracing cloud-first, XaaS, and AI-enabled tools, we'll replace paper-heavy processes with smarter, more accessible systems. Routine tasks will be automated, so our people can focus on what matters most: keeping aviation safe. This shift will speed up certification, improve the clarity and consistency of regulation, and lift the quality of service and engagement across the aviation sector. Our goal is simple, fair, and responsive regulation that is easier to navigate and delivers better outcomes for everyone in aviation. There are several options for scope and timeline that we are currently engaging with the Minister on.

In terms of the near-term management of certification timeliness, we are using a number of resourcing and process changes to improve our performance. However, these sit in the area of operational management and are being constantly adjusted as we learn more about where the delays are occurring, so it probably wouldn't be helpful to include them in the strategy.

Out of Scope

Please don't hesitate to connect with the team on any of these matters.

Warm regards
Catherine

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Monday, September 1, 2025 2:08 PM
To: Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>
Cc: Carolina Durrant <C.Durrant@transport.govt.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Jess Carter <Jess.Carter@caa.govt.nz>
Subject: Re: Minister's feedback on the Aviation Action Plan

Thanks Catherine. We received the feedback in writing, so what I sent you is all that I have for now - although I can go back to the Minister's office for more info if you like.

If the CAA were willing to sign up to something additional to or more ambitious than what is the SPE, I'm sure the Minister would welcome that. What are you comfortable committing to?

Whatever we include, the Minister will want it to be something tangible, with a date attached to it.

Thanks
Natalie

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From: Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>
Sent: Monday, September 1, 2025 1:13:35 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Carolina Durrant <C.Durrant@transport.govt.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Jess Carter <Jess.Carter@caa.govt.nz>
Subject: Re: Minister's feedback on the Aviation Action Plan

Hi Natalie,

Thanks for reaching out - very happy to support this, and timely as we discussed it with the board this week as well.

I can send through some notes, but it would be good to understand, was the conversation about communicating the work underway, or proposing new actions? Also happy to jump on a call.

Warm regards
Catherine

From: Natalie Howell <N.Howell@transport.govt.nz>

Sent: Monday, September 1, 2025 12:55 PM

To: Catherine MacGowan <Catherine.MacGowan@caa.govt.nz>

Cc: Carolina Durrant <C.Durrant@transport.govt.nz>; Stuart Worden <Stuart.Worden@caa.govt.nz>; Tom Forster <t.forster@transport.govt.nz>

Subject: Minister's feedback on the Aviation Action Plan

Dear Catherine

I hope your week has got off to a good start.

Caro suggested you would be the right person for this query. Minister Meager has given us some feedback on the latest draft of the Aviation Action Plan. He said:

“We need to add an action about speeding up certification backlog. That is a must have to signal to the sector we are listening to their biggest issue with CAA”.

Could we include something on this in the Action Plan that’s drawn from the performance measures in page 15 of the [CAA SPE](#)?

What would you be comfortable with including?

Many thanks

Natalie Howell ([she/her](#))

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation

Te Manatū Waka Ministry of Transport

M: [s 9\(2\)\(a\)](#) E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



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From: [Robyn Henderson](#)
To: [Natalie Howell](#)
Cc: [Tracey Black](#); [Saskia Vervoorn](#); [Carolyn Tremain](#)
Subject: FW: Revised Vision document for your comment Sec: unclassified
Date: Monday, 19 May 2025 5:25:27 pm
Attachments: [image001.png](#)
[250513 Draft Vision for Aviation to 2035 - incorporating IAC feedback from meeting held on 26 March 2025.docx](#)

Hi Natalie

Carolyn has passed to me to comment from an MBIE point of view. I've noted some comments below from both the SI&T, Space and Tourism portfolios.

For SIT and Space, the main area we would comment on is the degree of emphasis on benefits from new technologies and how easily the aviation system can absorb and incentivise these to develop for the benefit of consumers/passengers and also as export opportunities for NZ. This could be added into the early section on "ambition that by 2035 that:" e.g. the system can readily adapt to new technologies that bring efficiency and safety benefits as well as create new jobs in New Zealand.

In the section "the sector faces change" on page 7, we feel there could be more emphasis on the potential changes that are coming via the adoption of new aviation technologies. And under Roles and Responsibilities on page 10, the disrupter element within the private sector is also relevant. The text currently notes driving innovation but there is significant change on the horizon which is being driven by the creation and adoption of new technologies and related activity by the private sector and in particular investors. It's largely the private sector that is driving for change which can ultimately benefit users of the aviation system, but at the same time, there's pressure from incumbents to retain the status quo (or an evolving version of that). It would be good if there's a way to unpick these different drivers.

For Tourism

On the action list on page 12 – this may be semantics, but for the highlighted text, isn't it the other way around? Align aviation policy with Going for Growth, and the Government's export double goal? (trade and tourism both part of that)

First set of actions towards our ambition

The initial actions in the table below lay some of the groundwork to support future growth.

Lead	Initial Action
Ministry of Transport	To have a clear picture of the current conditions and trends that impact on growth – develop an aviation system indicator framework, and progress aviation data collection by December 2025.
Aviation Council	To address barriers to growth – identify 3-5 actions for the Council to unlock barriers across government and industry by June 2026.
Civil Aviation Authority	To ensure that the aviation funding model drives efficiencies in the regulator and participants – undertake a system-wide first principles funding review by June 2027.
Ministry of	To enhance competition, international and regional air connectivity, and

Transport

visitor distribution – align tourism and trade strategies with aviation policy, where appropriate (ongoing).

We also note that Digby added a comment on the chapter “Ambition: New Zealanders and visitors experience consistently accessible and efficient aviation services and are treated fairly”

“This ambition appears new to me. I’m not sure it sits at the same degree of importance to others. If retained through consensus, I would place it last in priority.”

This ambition serves visitors/travellers, which supports our tourism growth goals. We don’t have a view of relative importance, but think it should be included somehow.

Thanks
Robyn

Robyn Henderson
Acting General Manager, Science & Space Branch
Ministry of Business, Innovation and Employment
s 9(2)(a)

From: Carolyn Tremain <Carolyn.Tremain@mbie.govt.nz>
Sent: Thursday, 15 May 2025 7:49 am
To: Robyn Henderson <Robyn.Henderson@mbie.govt.nz>
Subject: FW: Revised Vision document for your comment Sec: unclassified

Hi Robyn, any comments from you? CT

From: Webb, Darryn, AVM <DARRYN.WEBB@NZDF.mil.nz>
Sent: Wednesday, 14 May 2025 4:38 pm
To: Natalie Howell <N.Howell@transport.govt.nz>; s 6(a)
<[redacted]>; s 9(2)(a) Billie Moore
<billie.moore@nzairports.co.nz>; s 9(2)(a)
<[redacted]> John Kay <John.Kay@caa.govt.nz>; s 9(2)(a)
<[redacted]> Ray Thorpe <Ray.Thorpe@metservice.com>
<Ray.Thorpe@metservice.com>; Steve Smyth <Steve.Smyth@caa.govt.nz>;
catherine.macgowan <[redacted]>
<[redacted]>
<[redacted]>
<[redacted]>
<[redacted]>
<[redacted]> Mark.Blanchard@airways.co.nz; Stuart Worden
<Stuart.Worden@caa.govt.nz>; Chris Noble (MetService) <Chris.Noble@MetService.com>;

Saskia Vervoorn <Saskia.Vervoorn@mbie.govt.nz>; President NZALPA
<president@nzalpa.org.nz>; s 9(2)(a)
< >; Keith.Manch@caa.govt.nz; Carolyn Tremain
<Carolyn.Tremain@mbie.govt.nz>; David.Morgan@airnz.co.nz; James Young
<james.young@airways.co.nz>; Cath O'Brien s 9(2)(a) < >; Carrie Hurihanganui
(Auckland Airport) <carrie.hurihanganui@aucklandairport.co.nz>; mahanga s 9(2)(a) < > Iain
Cossar <iain.Cossar@mbie.govt.nz>
Cc: S Routledge <S.Routledge@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>;
Carolina Durrant <C.Durrant@transport.govt.nz>; Isabel Avery <I.Avery@transport.govt.nz>;
Ruth Fairhall <R.Fairhall@transport.govt.nz>
Subject: RE: Revised Vision document for your comment Sec: unclassified

Hi Natalie,

I have had a crack at providing some feedback. I am looking at the Statement from both a Board member perspective, but also through a Defence lens – the emphasis on the latter, in my view, feels a bit light and while the primary goals are noted to be growth and economic development, s 9(2)(g)(i) < >

Comments attached, very happy to discuss.

Regards

AVM D.R. Webb
CAF

Released in Document 8

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Harry Atkins

From: Melanie Berg <melanie.berg@tpk.govt.nz>
Sent: Thursday, 20 March 2025 3:07 pm
To: Natalie Howell; Tom Forster; Carolina Durrant
Cc: Manish Muthukrishnan
Subject: RE: Draft Vision for Aviation
Attachments: Draft Vision for Aviation to 2035 -TPK comments.docx

Kia ora anō,

The attachment is the draft vision document with our comments and recommendations throughout. I hope you find this helpful, and let us know if you have any questions about the feedback we've given.

Ngā mihi,

Mel

Melanie Berg

Senior Advisor | Kaitohu Mātua
 Evaluation, Research & Engagement | Arotake,
 Rangahau me Totoro
Te Puni Kōkiri, Te Tari Matua



Te Puni Kōkiri
 MINISTRY OF HUMAN DEVELOPMENT

§ 9(2)(a)

Te Puni Kōkiri, Te Puni Kōkiri House, 143 Lambton Quay, Wellington
 PO Box 3943 Wellington 6140, New Zealand



Te Puni Kōkiri Website



Kōkiri Magazine



Facebook

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Wednesday, 19 March 2025 1:44 pm
To: Melanie Berg <melanie.berg@tpk.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>
Cc: Manish Muthukrishnan <Manish.Muthukrishnan@tpk.govt.nz>
Subject: RE: Draft Vision for Aviation

Thank you Melanie!

From: Melanie Berg <melanie.berg@tpk.govt.nz>
Sent: Wednesday, 19 March 2025 12:14 pm
To: Natalie Howell <N.Howell@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>
Cc: Manish Muthukrishnan <Manish.Muthukrishnan@tpk.govt.nz>
Subject: RE: Draft Vision for Aviation

Kia ora koutou,

Thank you for your responses to my questions yesterday.

Just updating you on our timeframe for responding to you- we'll send our advice around consultation with Māori to you by COP tomorrow. I know you're on a tight timeline with the vision document, I hope this works okay for you.

Ngā mihi,

Mel

Melanie Berg

Senior Advisor | Kaitohu Mātua
Evaluation, Research & Engagement | Arotake,
Rangahau me Totoro
Te Puni Kōkiri, Te Tari Matua



§ 9(2)(a)

Te Puni Kōkiri, Te Puni Kōkiri House, 143 Lambton Quay, Wellington
PO Box 3943 Wellington 6140, New Zealand



Te Puni Kōkiri Website



Kōkiri Magazine



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From: Natalie Howell <N.Howell@transport.govt.nz>

Sent: Tuesday, 18 March 2025 1:34 pm

To: Tom Forster <t.forster@transport.govt.nz>; Melanie Berg <melanie.berg@tpk.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>

Cc: Manish Muthukrishnan <Manish.Muthukrishnan@tpk.govt.nz>

Subject: RE: Draft Vision for Aviation

Hi Melanie

I met with the Disabled People's Organisations Coalition – Managers' Group in October last year to hear about disabled people's experiences with air travel. They suggested further consultation (that would allow them to reach out to their membership) so I have included that as part of one of the actions in the Vision document.

Natalie

From: Tom Forster <t.forster@transport.govt.nz>

Sent: Tuesday, 18 March 2025 1:20 pm

To: Melanie Berg <melanie.berg@tpk.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>

Cc: Natalie Howell <N.Howell@transport.govt.nz>; Manish Muthukrishnan <Manish.Muthukrishnan@tpk.govt.nz>

Subject: RE: Draft Vision for Aviation

Hi Melanie

No it didn't progress. They were too busy.

Cheers

Tom

From: Melanie Berg <melanie.berg@tpk.govt.nz>

Sent: Tuesday, 18 March 2025 12:59 pm

To: Carolina Durrant <C.Durrant@transport.govt.nz>

Cc: Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>; Manish Muthukrishnan <Manish.Muthukrishnan@tpk.govt.nz>

Subject: RE: Draft Vision for Aviation

Kia ora Caroline,

I have a question regarding the information you forwarded. It looks like you commissioned Whiti mai te Rā, a policy document which would help inform the development of the National Aviation Policy Statement. Did this progress at all?

And regarding the consultation you carried out with disabled people (through Whaikaha?), are you able to send any details about this?

Ngā mihi,

Mel

Melanie Berg

Senior Advisor | Kaitohu Mātua
Evaluation, Research & Engagement | Arotake,
Rangahau me Totoro
Te Puni Kōkiri, Te Tari Matua



s 9(2)(a)

Te Puni Kōkiri, Te Puni Kōkiri House, 143 Lambton Quay, Wellington
PO Box 3943 Wellington 6140, New Zealand



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From: Carolina Durrant <C.Durrant@transport.govt.nz>

Sent: Wednesday, 12 March 2025 2:28 pm

To: Melanie Berg <melanie.berg@tpk.govt.nz>; Manish Muthukrishnan <manish.muthukrishnan@tpk.govt.nz>

Cc: Tom Forster <t.forster@transport.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>

Subject: Draft Vision for Aviation

Some people who received this message don't often get email from c.durrant@transport.govt.nz. [Learn why this is important](#)

Kia ora kōrua

Please find attached the latest version of the document, as well as emails outlining previous discussions.

We look forward to receiving your feedback next week, at your convenience, Caro

Carolina Durrant

Kaitohutohu Mātāmua - Principal Adviser, Aviation

Te Manatū Waka Ministry of Transport

Waea: s 9(2)(a) | Īmera: c.durrant@transport.govt.nz | transport.govt.nz



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Version 11 March 2025 – for Working Group feedback

Vision for Aviation to 2035

Key Interim Aviation Council Actions

[Photo]

March 2025

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Minister’s foreword

[xxx]

Likely themes:

- Grow and show our country
- Keep Kiwis connected

Hon James Meager
Associate Minister of Transport

Other forwards needed here too.

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Aviation in New Zealand

Aviation is critically important to help grow New Zealand's economy by facilitating resilient global connections, tourism and trade. Given our location and our geography, aviation is necessary for international travel and it is not always possible to swap to road, rail or ferries, as many other countries can, to replace regional flights.

The economic benefits of aviation are significant. Aviation makes it possible for millions of tourists to visit each year, supporting local businesses including hotels, restaurants, and attractions. Visitors generate substantial revenue and help create jobs in the tourism sector. International visitors contributed \$16.9 billion to New Zealand's economy in the year to March 2024; domestic tourism expenditure in the same period was \$27.5 billion.¹

Aviation plays a vital role in the transport of high value, perishable and critical products that must reach international markets in a timely way like seafood, value-added dairy products, and fresh produce. Efficient air freight services transport these products to international markets quickly, maintaining their quality and competitiveness. Domestic air cargo services provide time critical connections to export hubs for many of these products. Airfreight carries around 16 percent of our exports and 22 percent of our imports by value.

The importance of our aviation system and the international connectivity it provides was apparent during the COVID-19 pandemic. Air connectivity ensured the supply and availability of the vaccines and personal protective equipment necessary for the pandemic response and ongoing societal resilience. Throughout the pandemic, and with Government support, the aviation sector continued to import other essential supplies, while carrying valuable exports to world markets.

Aviation also supports international and domestic social connectivity. Over 30 per cent of international visitors to New Zealand in the three months ending 30 September 2024 were visiting friends and family as the primary purpose of their trip.² Domestically, flying times between urban centres, in our long and sprawling country, are typically 80-90 percent shorter than driving. This drastically improves social connectivity, noting that 78 percent of New Zealanders live within a 45-minute off-peak drive from an airport.³

New Zealand's domestic aviation network provides good geographic coverage (see Annex 1). Air New Zealand operates to 20 domestic destinations, while Jetstar serves five. In addition, around eight smaller airlines provide scheduled services, predominantly linking smaller towns with larger centres and offering charter flights. While key routes are well-served with frequent flights, some smaller communities face challenges in maintaining regular and affordable air connectivity.

We have over 30 airports serving scheduled domestic routes, and five international airports. Airports are businesses operating within regional economies and are hubs for commercial and industrial activity. In 2013 it was estimated that airports and businesses located within airport environs generated \$4.6 billion in economic activity, not including facilitated tourism

¹ <https://www.stats.govt.nz/information-releases/tourism-satellite-account-year-ended-march-2024/>

² MBIE International Visitor Survey <https://www.mbie.govt.nz/immigration-and-tourism/tourism-research-and-data/tourism-data-releases/international-visitor-survey-ivs>

³ Facilitating prosperity. The economic contribution of Air New Zealand. Report to Air New Zealand 08 December 2023. Sense Partners. (pp. 3-4 & 11)

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and trade.⁴ In 2024, an economic analysis estimated that Auckland Airport alone generated \$1.4 billion of economic impact.⁵

The commercial air transport sector, together with the tourists arriving by air that it brings to New Zealand, were estimated in 2023 to support 177,000 jobs and contribute USD 14.2 billion gross value to New Zealand's GDP – with a total of 5.6 percent of GDP supported by the air transport sector and foreign tourists arriving by air.⁶

Emerging aviation and aerospace opportunities also have significant economic growth potential for New Zealand.

The benefits quantified above do not include those from other sectors in the New Zealand aviation system, such as commercial general aviation, which makes an important economic contribution of its own. General aviation (such as charter and freight, aerial work, flight instruction, ground aviation services, and agricultural aviation) supports economic activity in the regions and plays a key part in the aviation system workforce and capability supply chain. Sport and recreational aviation associations provide social benefits to the wider community.

New Zealand relies on the aviation sector for disaster support and relief in times of national emergency, for example in the response to Cyclone Gabrielle. Emergency services, including firefighting, aero-medical flights and search and rescue, provide essential, lifesaving services.

Despite its strengths, the sector is facing challenges and change. Sector growth, safety and security are of critical importance to the aviation sector and those who benefit from it, but an evolving geopolitical environment is placing a growing strain on the rules-based order. Meanwhile, the sector is entering a period in which it will be transformed by the rapid innovation and adoption of advanced air mobility and other new technology, and by the need to decarbonise. Now is the right time for the sector and Government to work together to set a shared ambition and direction for aviation in New Zealand.

⁴ New Zealand Airports Association.

⁵ <https://airport-world.com/auckland-airport-remains-key-economic-generator-for-new-zealand/>

⁶ <https://www.iata.org/en/iata-repository/publications/economic-reports/the-value-of-air-transport-to-new-zealand/>

Ambition Statement

The Council shares an ambition:

- New Zealand's aviation sector grows, innovates, and contributes to a thriving, **productive, connected** and **resilient** country.
- International and regional air connectivity, integrated with other modes of transport, bolsters **economic growth opportunities** and **resilience**
- **Safety and security** are continuously improved, while New Zealanders and visitors enjoy **accessible and efficient** services.
- Our **world-class aviation regulatory environment** is robust, internationally credible, and nimble, and allows businesses and New Zealanders to thrive.
- Aviation provides attractive, highly skilled jobs and is a **desirable career path**.
- **Iwi and hapu see exciting opportunities in the aviation sector**
- The aviation system nurtures and embraces **advanced aviation technologies** that can safely drive productivity, attract investment, and benefit New Zealand and New Zealanders.
- All involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of **net zero carbon emissions** by 2050.

The Interim Aviation Council's role in developing the Vision for Aviation

The Interim Aviation Council was set up after the independent panel reviewing the Air Navigation System said, in its May 2023 report,⁷ that improving system leadership was the critical priority for aviation.

The Panel's nine recommendations aimed to strengthen the system to seize future opportunities and challenges. The Panel recommended that system leadership be driven through:

- a ministerially-appointed interim and then permanent Aviation Council with whole-of-system oversight responsibilities
- a new and long-range Vision for Aviation
- a Flight Plan for New Zealand: a medium-term direction for aviation and air navigation.

The Council's role is to provide a whole-of-system perspective on the current and future direction of aviation, focusing on system-level strategy, performance, change management and thought leadership. The Council oversees matters of national significance to the aviation sector including infrastructure, workforce, consumers, international engagement, regulation, safety and security, environmental sustainability and system growth.

The Council includes representatives from the following organisations:

- Ministry of Transport (chair)

⁷ <https://www.transport.govt.nz/area-of-interest/air-transport/aviation-system-review>

Commented [MM1]: It would be good to reflect throughout the document (in current state and ambition) that Iwi see important, long-term opportunities in the aviation sector. Especially in the areas of Infrastructure investment, workforce development, environmental sustainability, boosting exports (incl tourism) and regional economic development.

Please find attached an example of Ngāti Porou's partnership with Air NZ from 2018. The partnership is multi-faceted with a focus on the following areas:

- Enhancing tourism experience
- Talent sharing
- Expanding commercial partnerships through collaboration
- Sell carbon credits to Air NZ from its forest estates on the east coast

[Ngāti Porou and Air New Zealand sign Partnership Agreement - MSC NewsWire](#)

Commented [MM2R1]: We have included some examples throughout the document that show some existing connections between Iwi and the aviation sector. This can help in understanding what Iwi find important in terms of focus/ ambition. Iwi are especially interested in reflecting their ambition in the infrastructure investment space.

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- Air New Zealand
- Air Ruatoria
- Airways New Zealand
- Auckland International Airport Limited
- Aviation Industry Association
- Board of Airline Representatives of New Zealand
- Civil Aviation Authority
- Ministry of Business, Innovation and Employment
- New Zealand Air Line Pilots Association
- New Zealand Airports Association
- New Zealand Aviation Federation
- New Zealand Defence Force
- Wisk Aero.

The Vision for Aviation has been developed by the Interim Aviation Council in a collaboration between Government agencies and industry. Working together, they have set out an ambitious plan focused on growth and innovation, with safety at the core.

In setting up the Interim Council and developing this Vision for Aviation, industry and Government are delivering on the Air Navigation Systems Review's critical priority: improving system leadership. Now that the Vision for Aviation is complete, the interim Council will focus on its other tasks:

- advising on the sector's response to, and prioritisation of, the remaining Air Navigation System Review panel recommendations
- working with the Ministry of Transport to develop terms of reference for a permanent Aviation Council; and
- enabling Government, agencies and the aviation sector to voice their opinions and provide advice and recommendations on how to address challenges facing the sector and how best to embrace opportunities.

How we will achieve our ambition

The Council has identified priority areas that will contribute to achieving its long-term ambitions for aviation. These priority areas are discussed below, along with shorter-term initial actions under each priority area. The actions are stepping stones that will set us up for longer-term initiatives.

Success will rely on different groups working together, including government agencies and the private sector.

Roles and responsibilities

Industry, Government and not-for-profit organisations have important roles to play in the aviation sector.

- The private sector owns and operates airports, air operators (including those providing scheduled passenger services, air cargo services, adventure aviation, charters, agricultural aviation, and advanced aviation), maintenance providers, manufacturers, training providers, and many other businesses directly and indirectly involved in the aviation sector.
- The Government facilitates competition and growth in the market, while regulating the sector to ensure safety and other key outcomes and maintain New Zealand's international reputation. The Government also owns or partly owns some entities and businesses that operate within the sector, for example:
 - State-owned enterprises Airways and MetService
 - a 51 percent stake in Air New Zealand
 - 50 percent of six "joint-venture" airports
 - Shareholdings in Christchurch, Hawke's Bay and Dunedin airports
- Local authorities wholly own seven airports and partially own several others (including the joint-venture airports).
- Not-for-profit organisations are involved in sport and recreational aviation.
- Industry associations, unions, federations and other organisations represent aviation businesses and professionals working in the sector.

This section describes the roles and responsibilities of some Government agencies and key stakeholders in the aviation sector.

Minister of Transport

The Minister of Transport sets the strategic direction for aviation in New Zealand and has the primary role in establishing the laws, regulations, and rules that govern the aviation sector. The Minister ensures that aviation policies align with national goals for safety, security, and economic growth.

Interim Aviation Council

Commented [MM3]: We would recommend that you engage with the [National Iwi Chairs Forum \(NICF\)](#) to understand and incorporate a nationally coordinated Iwi approach to the aviation industry. The economic pillar (Pou Tahua) and the Skills and employment pillar would be particularly useful to engage with for your purposes.

Commented [MM4R3]: You can also leverage this useful tool. It is a directory of Iwi and Māori organisations. They are also broken down by regions. It can help you with finding, engaging and partnering with the relevant stakeholders.

[Directory of Iwi and Māori organisations: TKM | Home | Te Kāhui Māngai | Te Kahui Māngai: Directory of Iwi and Māori Organisations | Te Kahui Māngai](#)

Commented [MM5R3]: You can also use this guideline document for engaging with Māori. It was prepared by Te Arawhiti but now sits within TPK due to their restructure.

[Crown engagement with Māori](#)

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The Interim Aviation Council (the Council) oversees the strategic direction and addresses emerging challenges in New Zealand's aviation sector. The Council aims to ensure a coordinated, future-focused aviation sector that supports economic growth, safety, and sustainability.

- Provides oversight and leadership for the aviation sector
- Helps develop comprehensive sector-wide documents, such as this Vision for Aviation
- Collaborates with public and private sector leaders to set system priorities
- Supports development of policy focusing on workforce needs, infrastructure, regulation, innovation, safety, security, international engagement, consumer protection, and sustainability
- Engages with stakeholders, including government agencies, Māori, and international bodies.

Commented [MM6]: Iwi/hapu, Māori communities

Ministry of Transport

The Ministry of Transport (the Ministry) provides strategic advice to the Minister on the policy and regulatory settings for the aviation system.

Ministry of Education

The Ministry of Education shapes an education system that delivers equitable and excellent outcomes. It develops strategic policy for the education sector, supports education providers, and ensures the education system meets the needs of students and the workforce.

Ministry of Business, Innovation and Employment (MBIE)

MBIE develops and delivers policy, services, advice, and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. It plays a key role in various sectors, including aviation.

Civil Aviation Authority (CAA)

The CAA is New Zealand's specialist aviation safety and security regulator. It ensures compliance with aviation safety standards, oversees the certification and surveillance of aviation activities, and collaborates with international aviation organisations.

Aviation Security Service (AvSec)

AvSec is an operational unit within the CAA. AvSec is responsible for aviation security in New Zealand. It screens passengers and their luggage, ensuring compliance with security regulations and maintaining a safe travel environment.

Airways New Zealand

Airways New Zealand provides air traffic control and navigation services. It ensures the safe and efficient movement of aircraft within New Zealand and oceanic airspace.

New Zealand Defence Force (NZDF)

The NZDF supports civil aviation through search and rescue operations, disaster response, and providing airspace security.

Private Sector

The private sector includes airlines, aviation service providers, and other businesses that operate commercially within the aviation sector. These stakeholders play a large role in maintaining operational standards, investing in infrastructure, and driving innovation.

Industry Bodies/NGOs

Various associations, unions, and other organisations represent the interests of the aviation sector in New Zealand. These organisations play an important role in ensuring members' views and interests are understood and considered.

Commented [MM7]: If Iwi and hapu are referenced in the main ambition statement, then they need to be included in your key stakeholders list. Please note their focused ambition on infrastructure ambition, workforce development, environmental sustainability, boosting exports (incl tourism) and regional economic development.

Better information can only be received about their focus and ambition with direct engagement with the NICF and specific Iwi/hapu.

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Supporting system growth

Current state

New Zealand largely follows a user-pays approach to aviation. This means that the costs associated with aviation services and infrastructure are primarily covered by the participants in the system – airports, airlines, aviation businesses – and then passed on to the ultimate users, the passengers and freight customers.

There is some cross-subsidisation between different user groups in the setting of fees, levies and charges. Whilst it might be impossible to eliminate cross-subsidies entirely, they must be justified, as they hinder cost reduction and efficiency.

Funding for aviation comes from various sources, including, but not limited to:

- Government funding through the Ministry of Transport for, for example, policy and rules development
- the CAA operates under a cost recovery model which means its services are largely funded through user charges - levies, fees, and charges - because they benefit distinct user groups
- airport revenues from airlines' landing fees and commercial activities
- airlines' fees and charges for air navigation services
- private investment such as aircraft leasing and aviation technology development.

Tourism and trade lead to higher revenue, through increased passenger and cargo traffic.

Aviation businesses are facing a range of pressures such as increasing costs, supply chain challenges and workforce shortages. There is also an infrastructure deficit across the sector, driving increased costs.

Ambition

New Zealand's aviation system should grow in a way that strengthens its financial and environmental sustainability, supports regional and international connectivity, and maximises economic growth, including through the adoption of new technologies.

We need to ensure that the aviation funding model (including design of levies, fees and charges) drives efficiencies in the regulator and participants and contributes to achieving our vision for the sector.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
<i>Interim Aviation Council</i>	?
Ministry of Transport / CAA with input from the sector	Undertake a first principles CAA funding review

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Ministry of Transport	Progress aviation data collection and reporting to support policy and investment decisions
Ministry of Transport/ MBIE	Ensure policy settings support competition and facilitate air traffic growth, both domestically and internationally. [MBIE what are your thoughts? To discuss.]
MBIE/ Ministry of Transport	Align tourism strategies with aviation policy to strengthen competition and international air connectivity, regional air connectivity and visitor dispersal [MBIE what are your thoughts? To discuss.]

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Infrastructure

Current state

Aviation infrastructure includes, but is not limited to, airspace design, system navigation aids, system communications, and take-off and landing points that are needed for a safe, secure and effective public network of air transport.

It is important to have a good understanding of the current state of key aviation infrastructure. International air travel relies heavily on a limited number of airports for emergency landings and diversions. Air travel is a lifeline for extremely remote communities where there is no reliable alternative. We need to ensure the sustainability and resilience of our current infrastructure system, while preparing for the future. Resilient infrastructure ensures that aviation services can continue or quickly resume operations after natural disasters, pandemics, or other crises.

The design, construction, and operation of aviation facilities and systems should minimise environmental impact, maximise economic growth, and support social well-being.

Ambition

Our future aviation system will need to be able to:

- handle increased flight volumes safely and efficiently
- withstand extreme weather events and adapt to changing climate conditions
- enable efficient integration with other modes of transport
- accommodate enhanced use of digital technologies and next generation aircraft for operations
- withstand new cyber threats to ensure the safety and integrity of operations.

Our future infrastructure system needs to accommodate new and emerging technologies, including those using electricity or new types of fuel. For example, urban air mobility solutions can help alleviate traffic congestion on the ground, leading to shorter commute times and less stress for commuters. Air mobility can provide better access to remote or underserved areas, improving connectivity and economic opportunities for those regions.

It is important to consider next steps for airspace integration to help unlock economic growth by enabling the anticipated growth of urban air mobility and uncrewed aircraft in any class of airspace with other aircraft safely, securely and efficiently. The implementation of advanced air traffic management systems will enhance the safety, efficiency, and capacity of our airspace.

It is also important that the system can accommodate diverse needs for take-off and landing infrastructure to support future urban air mobility solutions, including vertiports and drone delivery systems and continue to integrate with other forms of transportation to improve connectivity.

Initial steps for the sector and Government to achieve the Interim Council's ambition include:

Lead	Initial Action
------	----------------

Commented [MM8]: Iwi/hapu should definitely be involved in this section. Iwi have stated their focus on infrastructure investment and regional economic growth in several different forums. Understanding the current state and ambition of Iwi in this area would be very important.

Please find some examples below to understand Iwi interests in Infrastructure focused on the aviation industry.

Commented [MM9R8]: [Right of First Refusal \(RFR\) for Ngāi Tahu](#) includes airports in the South Island:

Ngāi Tahu will have first opportunity to acquire a large range of Crown assets, at their current market value. These assets will become available to Ngāi Tahu as and when the Crown chooses to sell them.

Ngāi Tahu have RFR for Airports – Crown's 50% shareholdings in each of Dunedin and Invercargill airports, 25% shareholding in Christchurch airport (subject to existing pre-emptive rights) and the assets of Milford airport.

Commented [MM10]: Waikato Tainui's interests in Auckland airport focused assets:

Auckland airport has two joint ventures with Iwi partner Waikato Tainui - Te Arikini Pullman Auckland airport Hotel and Novotel Auckland airport Hotel
[Auckland airport: \\$200m Te Arikini will be new welcome to NZ | BusinessDesk](#)

Commented [MM11R10]: Waikato Tainui have also indicated their interest in Auckland airport shares.

[Airport Shares for Unsettled Auckland Interests – Waikato-Tainui](#)

Commented [MM12R10]: Iwi (like Waikato Tainui) want to approach infrastructure investment in the aviation industry (and other associated assets) a cohesive, long-term oriented way that drives economic growth and leads to further development of the airport and the surrounding areas. The ambition statements must reflect the ambition of Iwi to use infrastructure investment to drive growth.

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<i>Who from Interim Aviation Council?</i>	Understand and report on the minimum infrastructure, service levels, and performance standards that ensure resilience and delivery of essential services. Clearly articulate what infrastructure is required to meet safety standards.
TBC	Develop a future airspace and traffic management integration policy to enable the use of airspace by more aviation users.
<i>Who from Interim Aviation Council?</i>	Improve understanding of infrastructure requirements for emerging technologies, for example, but not limited to, take off and landing.
<i>Who from Interim Aviation Council?</i>	Assess future infrastructure needs, including electricity generation and transmission requirements for future aviation, and convene with the energy sector for specific discussion.

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Consumers

Current state

Passengers' rights are protected by New Zealand law (including the Consumer Guarantees Act 1993, Fair Trading Act 1986, Contract and Commercial Law Act 2017 and Civil Aviation Act 2023) and international agreements such as the Montreal Convention.⁸

Ambition

We want all passengers to receive accessible and efficient services. However, although many airlines voluntarily inform passengers about their rights, passengers may not always know about the protections they are entitled to. In some overseas jurisdictions, airlines are required by law to tell passengers what their rights are.

The Civil Aviation Act 2023⁹ includes a new regulation-making power: it allows for regulations to be made requiring any aviation participant to disclose information about rights of passengers, consignors and consignees (freight customers) to specified persons, or to make the information publicly available. This could include information on punctuality, performance, pricing and passengers' rights.

The Ministry of Transport has started policy work on information disclosure requirements. [To be confirmed]

Disabled consumers

Current state

One in five New Zealanders has a disability, and as the population ages, more and more consumers will need accessible travel options. Disabled travellers can face challenges such as time-consuming and repetitive check-in processes when travelling with a wheelchair, or difficulty navigating through airports as a blind traveller.

Disabled travellers want airports, airlines, and government agencies to better understand and consider their needs.

Ambition

We want all passengers, in particular disabled passengers, to enjoy accessible and efficient air travel services.

It is essential for airports, airlines, government agencies (including the CAA and border agencies) and others to collaborate so that disabled passengers have a smooth experience throughout their journey - from checking in, through security and border checks, on to the aircraft, and then through the destination airport – here or overseas. Collaborating to improve services for New Zealanders with disabilities also presents an opportunity to make New Zealand an attractive "accessible destination" for international disabled travellers.

To implement some new accessibility technologies, it may be necessary to change regulatory settings. We also need to adhere to International Civil Aviation Organisation

⁸ This Convention is given force of law in New Zealand through s91C of the Civil Aviation Act 1990 and s256 of the 2023 Act.

⁹ Section 410

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(ICAO) Standards concerning the air transport of passengers with disabilities, such as Standards included in Annex 9 – Facilitation to the Convention on International Civil Aviation.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Explore what other countries require airlines to disclose to passengers about their rights, taking into account information that airlines already provide.
Interim Aviation Council	Establish a Council working group and work programme focused on finding solutions to improve air travel for people with disabilities. As a first step, this group will engage more extensively with the disabled community to learn more about the challenges they face when travelling by air.
Airlines	<p>Develop passenger assistance profiles (following Australia's lead¹⁰).</p> <p>Profiles will give each passenger the choice to grant airlines permission to store personal details, including accessibility requirements, in a profile that airlines can access for future bookings. The profile will contain information about assistance animals and wheelchair battery specifications so airlines can confirm in advance the necessary support that meets air safety requirements.</p> <p>[TBC – to discuss– what is possible on a voluntary basis?]</p>

Commented [MB13]: Māori are a population group with higher rates of disability than the general NZ population (21%, compared to 17%), think about how you might ensure Māori have a voice through this engagement to ensure you capture any distinct issues or needs faced by Māori with disabilities.

Commented [MB14]: You may want to think about Māori data sovereignty principles here, [Te Mana Raraunga](#) might be a helpful resource.

¹⁰ <https://www.infrastructure.gov.au/sites/default/files/documents/awo-factsheet-accessible-air-travel-for-people-with-disability.pdf>

International engagement

Current state

International harmonisation is the foundation for international aviation and a key principle of our domestic regulatory framework.

The aviation sector, ICAO and partner states expect the Government to be engaged in international matters of importance to New Zealand, to meet our international obligations, and ensure New Zealand standards align with safety, and other, international standards.

New Zealand's aviation sector faces several challenges and opportunities in international engagement. The rapid pace of change in global aviation standards makes it difficult for small countries like New Zealand to keep up with changes required. Additionally, participating in international engagements is challenging due to our distance and limited resources, so we have to prioritise our effort for maximum impact.

Regional harmonisation is complex as it requires collaboration and effort to align regulations and policies to improve safety, efficiency, and interoperability in aviation. Our Pacific neighbours confront distinct challenges that, while similar to our own, are often more severe. These include limited resources, infrastructure constraints, and the significant impacts of climate change, all of which can hinder the development of their aviation sectors.

Ambition

Our ambition is that international engagement should be:

- active – enabling us to influence international aviation outcomes that align with New Zealand's interests
- compliant – by adhering to international aviation conventions and adopting best practices for informed regulatory decisions
- supportive – through aiding Pacific Island nations' participation in the international aviation system
- reputable – by maintaining New Zealand's standing as a responsible aviation regulator and constructive participant in the international aviation system.

Active participation involves regularly engaging with ICAO and other key aviation bodies to advocate and build relationships with agencies like the Federal Aviation Administration and European Union Aviation Safety Agency. Our participation in international and regional forums will be well-planned and prioritised based on New Zealand's strategic interests.

Complying with international obligations and adopting best practices means adhering to Standards and Recommended Practices (SARPs), filing differences when impractical, and drawing from other international practices to inform and enhance New Zealand's international and domestic policy settings.

Supporting Pacific Island nations includes helping them meet international SARPs and fostering their participation in the international aviation system. The reinforcing of strong and robust relationships within the Pacific puts New Zealand firmly as the preferred strategic partner of choice.

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Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
TBC	Develop a sector-wide international engagement plan that integrates more active, linked-up international and regional participation with specific actions such as support for Pacific Island nations.

Commented [NH15]: We are investigating what else we can say here about Pacific engagement

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Regulation

Current state

The regulatory framework (Acts, regulations and rules relating to aviation) is the foundation of a safe and secure aviation system. As noted already, New Zealand's domestic regulatory settings are heavily influenced by international standards and expectations.

The credibility and integrity of our aviation regulatory system is vital and compromising it would have implications for our ability to export high-value products and attract international tourism. Airlines and aviation businesses from countries with well-regarded regulatory systems are more likely to gain access to international markets. This is because other countries and regulatory bodies have confidence that safety and operational standards are met.

The Civil Aviation Act and regulations have been recently modernised. The Civil Aviation Rules framework was set up in the 1990s, with many amendments and additions since that time. Maintaining the Civil Aviation Rule set (where the detailed legal requirements for aviation lie) and ensuring they continue to be in line with ICAO Standards and Recommended Practices (SARPs) as they evolve is a key challenge. The rules are fundamental to good safety and security outcomes and it is essential they are updated to avoid drifting out of alignment with international best practice.

Civil Aviation Rules are not always as flexible as they could be – hindering use of new technologies (such as satellite communications equipment), creating unnecessary barriers, and leading to workarounds such as exemptions. Innovations in advanced aviation are pushing the boundaries of the regulatory framework still further.

The processes to make or change a rule take up considerable resource and time.

Ambition

Our ambition is a world-class regulatory framework that:

- is robust, internationally credible, and achieves high standards of safety and security (including a positive safety and security culture)
- supports safe innovation and economic development
- provides greater certainty and timeliness for sector participants and allows businesses to thrive, so that the industry feels supported, not stifled, by regulation
- is adaptable - able to keep pace with innovation, can manage the demands of both conventional aviation and advanced aviation, and can integrate evolving markets and other regulatory regimes
- is risk-based, fair and proportionate, outcome-focused, and enabling
- is efficient - achieves objectives with the least possible administrative burden and cost

To achieve this, over the coming years we will review and modernise the whole rule set. Our approach will be informed by agreed principles of good rule design.

We also need to look for innovative ways to improve processes to ensure that updating the regulatory framework is as efficient as possible.

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As well as updating the content of the rules, we will set the framework up for the future by making the rules more flexible, and easier to amend. This is likely to include using transport instruments, increasing use of guidance, and designing more flexibility into what the rules require (where this can be done without compromising other objectives).

In addition, to make the most of opportunities from advanced aviation, we need to:

- design faster, leaner, agile processes to help improve throughput and allow the regulatory system to keep pace with change
- enable safe and secure experimental areas to develop and proof new aviation technologies
- provide clear pathways for approvals to use those technologies in the aviation system, both domestically and internationally.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport and CAA, with input from the sector	Review and modernise the full civil aviation rule set to ensure that the rules align with our objectives for the regulatory framework and respond to the need to fully integrate new technologies into the regulatory system. <ul style="list-style-type: none">• In updating the rules, we will set the framework up for the future by making it more flexible and better able to respond to change.
CAA, with input from the sector	Rework specific rules to allow for safe innovation and growth in the advanced aviation sector, and contribute to improving the pace of regulatory decision-making, while continuously improving safety and security.

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Safety and security

Current state

Safety and security continue to be the primary focus and most important outcomes of the aviation system. Without high standards of safety and security, the sector cannot operate.

Responsibility for aviation safety and security policy and regulation is a vital obligation of the government. The safe and secure operation of the aviation sector enables the economic and social benefits of aviation, including our ability to connect to the world.

Aviation safety involves managing risks to prevent aviation accidents and incidents. The aviation industry is subject to significant safety-focused regulation and oversight.

The objective of aviation security is to protect passengers, crew, ground personnel and the public against acts of unlawful interference with civil aviation. The international threat environment directly influences New Zealand's aviation security settings.

[Placeholder text: Our aviation security settings are guided by and based on international standards, known threats, risks and vulnerabilities. New Zealand is a contracting State of the International Civil Aviation Organization (ICAO) and is signatory to Annex 17- Aviation Security - Safeguarding Civil Aviation Against Acts of Unlawful Interference ('Annex 17') of the Chicago Convention 1944. Annex 17 provides the standards and recommended practices that are to be applied by Contracting States and is given legal effect in New Zealand through legislation, including Civil Aviation Rules, Notices of Direction and other regulatory instruments. As a contracting State, New Zealand is required to align with the standards of Annex 17 unless impossible to do so, with respect to international civil aviation operations. These standards (and the recommended practices, which States are not required to implement) are predominantly outcomes focussed, so that States can choose how to achieve the desired security outcome.

Annex 17 also requires States to have an up-to-date National Civil Aviation Security Programme (NASP) to outline roles and responsibilities within the security system and to provide guidance which supports positive security outcomes.]

An evolving geopolitical environment is placing a growing strain on the rules-based order. As more States focus on the Pacific, New Zealand will face pressure from those who seek to undermine traditional security relationships and replace us as a trusted partner for Pacific Island countries.

This pressure requires New Zealand to foster international cooperation with like-minded partners on emerging challenges to prevent aviation security threats, strengthen connectivity linkages and ensure we are playing our part in creating stability for the aviation system in our region, and globally. The whole aviation system has a role to play to ensure New Zealand, and our broader Pacific region, continues to be a safe, secure, and reliable place to travel to.

Ambition

Our ambition is to continuously improve safety and security, embedding a safety and security culture throughout the sector and through each participant's habits, practices and interactions.

New Zealand's actions to improve aviation safety are shaped by our participation in ICAO. New Zealand will maintain a State Safety Programme (SSP) – which describes existing practices – and a National Aviation Safety Plan (NASP). Both are documents that ICAO

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requires member States to have. The NASP will identify national safety issues, define national goals, targets, and measures for safety, and present initiatives to address safety risks. Key actions contained in this Vision document are: XYZ.

We will respond to ICAO's recommendations for how we can improve aviation safety, including recommendations from ICAO's latest audit to assess New Zealand's implementation of international best practice on safety (in particular, our implementation of ICAO Standards and Recommended Practices).

The Ministry will continue policy work to ensure aviation security services are delivered as efficiently as possible without compromising safety and security.

[More text to come on ICAO and the National Aviation Security Programme]

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
<i>Interim Aviation Council</i>	?
CAA	Continue an ongoing programme of work to ensure New Zealand's safety systems comply with international standards and recommended practices.
CAA	Maintain and implement the National Aviation Safety Plan.

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Workforce

Current state

The training pipeline for the aviation workforce is influenced by many factors¹¹ including:

- an increasingly tight global market for labour and skills
- changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
- tertiary education policy settings (including student loan policies)
- CAA training and licensing rules
- technological changes, leading to changes in the types of skills that the industry of the future will need.

Commercial airline growth and the COVID pandemic's impacts on the aviation sector have created a demand for aviation personnel, in particular pilots and engineering staff. If we do not act to improve recruitment and retention, we face worsening shortages of key personnel.

To build the right incentives and protections to attract and retain skilled workers we will also need to understand what system changes are needed to embed safety and security culture at an institutional level and through each participant's habits, practices and interactions.

New Zealand trains overseas pilots, and there is potential for demand for this training to increase.

New Zealand also hosts a growing advanced aviation sector that may create opportunities for innovation in aviation education, as well as requiring new skill sets and training needs.

Ambition

The Council's long-term ambition is that aviation provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector's workforce challenges to overcome shortages of key personnel and develop the attributes, knowledge and competencies that the aviation system will need in the future.

Initial steps for the sector and Government to achieve the Council's ambition include:

Commented [MM16]: Ambition should have clear focus on increasing the Māori workforce participation in the sector.

Commented [MM17]: IMPORTANT: Would be valuable to use existing engagement that has been conducted by other orgs to inform your current state assessment and ambition.

The Ringa Hora workforce development council have developed a report based on their engagement with Māori in the aviation space. The goal of their hui was to provide a forum for Māori in aviation, kaimahi, whānau, hapū, and interested partners to participate in sharing kōrero, identifying challenges, and future thinking for Māori within the aviation industry.

Their report is attached below.

[Kaupapa Māori Aviation hui \(2024\) - Ringa Hora Services Workforce development council](#)

Commented [MM18]: Including the changing workforce of NZ. Connect to Māori workforce projections here

Commented [MM19]: Can you pls include some stats on the future of the Māori workforce?

(could add a point about the NZ workforce, specifically about Māori workforce - including the changing workforce of NZ. Connect to Māori workforce projections here.)

Commented [MM20R19]: The Māori aviation workforce make up 8% of the overall NZ aviation workforce despite Māori accounting for just over 17% of the overall NZ population.

Commented [MB21R18]: Added - and incorporated your aviation workforce stats too

Commented [MM22]: The Iwi chairs have a specific pillar focused on skills and employment. NICKF - Skills and Employment ILG - Rahui Papa - Lorraine Toki

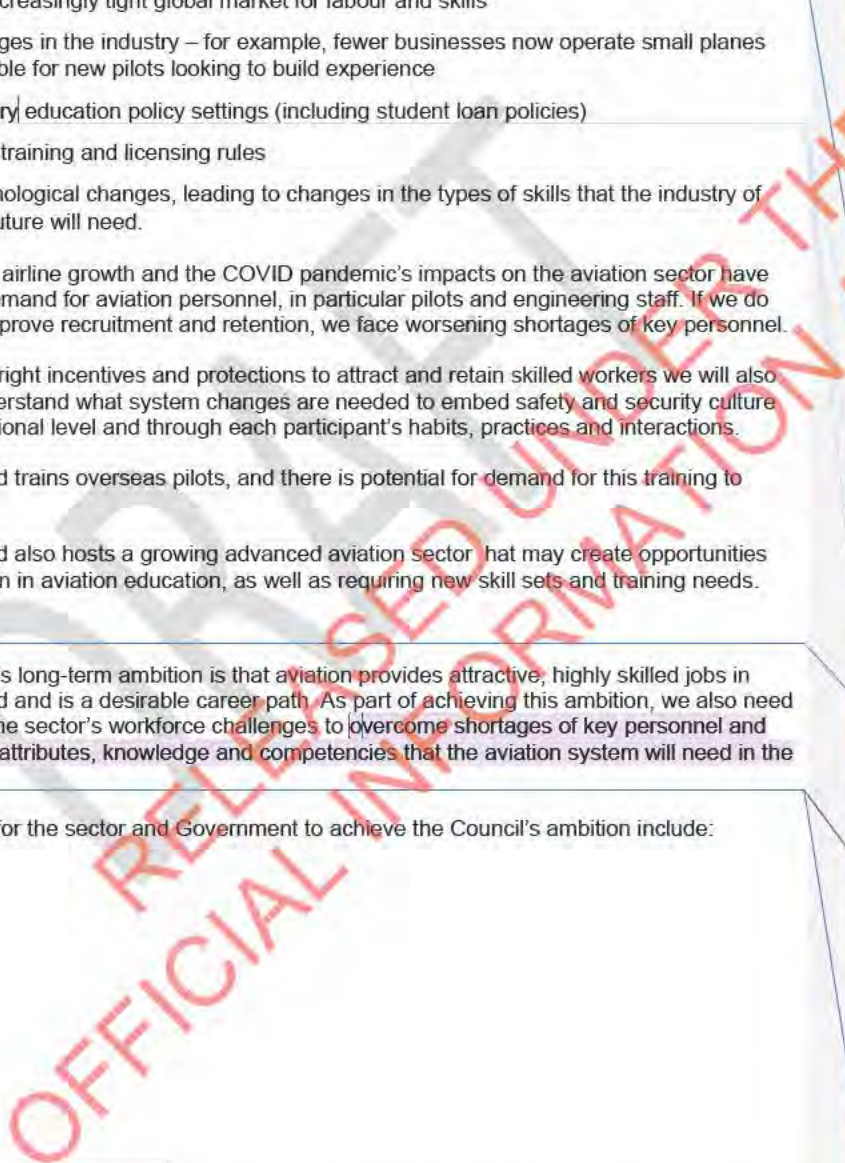
[Pou & ILG Contacts | Iwi Chairs Forum Secretariat Sharing The Vision of Kotahitanga](#)

Commented [MB23]: The Māori population is growing faster than the rest of the NZ population, and it is structurally younger, too. This means that in coming years a higher proportion of those in schooling and higher education will be Māori, and Māori will make up a higher proportion of the NZ workforce. Stats NZ population projections estimate the Māori workforce, currently at 14% of the NZ workforce, will make up 20% of the workforce in 2040. (These are 2022 numbers, you may find more up-to-date numbers and projects on the Stats NZ website, or through their Aotearoa Data Explorer). The Māori aviation workforce make up 8% [1]

Commented [MM24]: Might need an active focus on retention based on data found by Ringa Hora.

Talent attraction will be an ongoing problem if retention rates do not improve. Of people who joined the industry in 2015, only 60% remained after the first year, and [2]

¹¹ Workforce supply and demand issues for pilots and aviation maintenance engineers are assessed in a report by Scarlatti for the Aviation Industry Association and Ringa Hora. A summary of the findings is available here: https://aianz.org.nz/wp-content/uploads/Summary-report_October-2024.pdf



Lead	Initial Action
Ministry of Education	Continue to engage with the sector to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.
Interim Aviation Council, with support from Government	<p>Set up an ongoing permanent Aviation Workforce Working Group to:</p> <ul style="list-style-type: none"> review and streamline training pipelines for civil and military aviation maximise the ability of personnel to transition between aviation careers (including military/civilian) improve professional development and sabbatical opportunities promote aviation as a future career facilitate discussions between large and small airlines on pilot recruitment and training pathways publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces
Aviation Workforce Working Group, with support from Government	Develop a national strategic aviation workforce plan to address current and future workforce shortages, scope opportunities for promoting aviation careers, and research the work preferences of young people in aviation and incentives that could support their retention in the sector.

Commented [NH25]: This is a placeholder action for now. Ministry of Education will confirm the action after briefing their Minister. Actions will be subject to change based on Ministerial direction.

Feedback on this section will be passed on to the Ministry of Education for consideration.

Commented [MM26]: Have a specific focus on attracting Māori and Pasifika. Similar to initiatives like these: [Māori and Pasifika Aviation Career Expo](#)

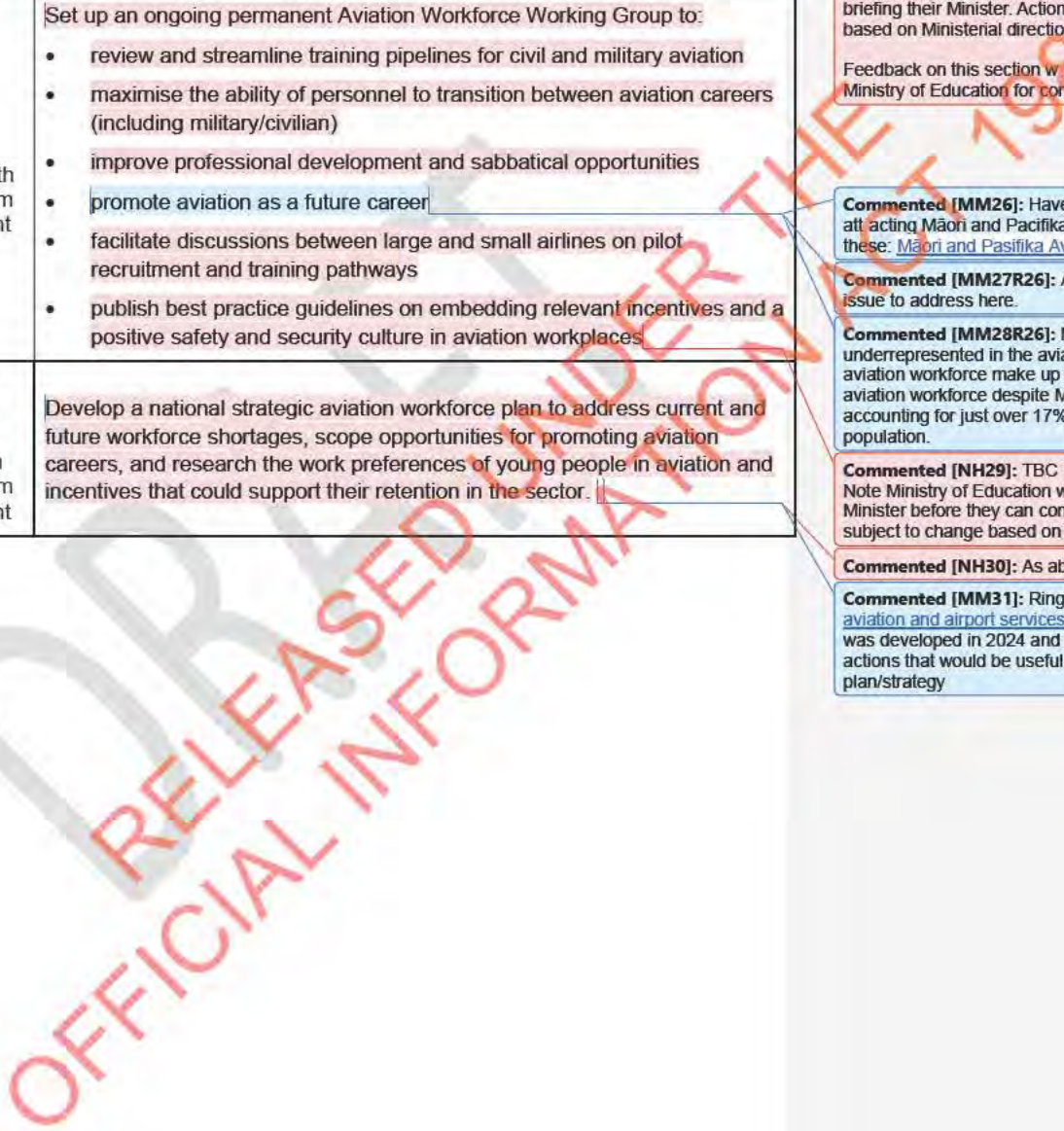
Commented [MM27R26]: Again retention will be a key issue to address here.

Commented [MM28R26]: Māori are significantly underrepresented in the aviation workforce - The Māori aviation workforce make up 8% of the overall NZ aviation workforce despite Māori accounting for just over 17% of the overall NZ population.

Commented [NH29]: TBC
Note Ministry of Education will need to brief their Minister before they can confirm their role. Actions are subject to change based on Ministerial direction.

Commented [NH30]: As above

Commented [MM31]: Ringa Hora have developed an [aviation and airport services workforce action plan](#). This was developed in 2024 and includes a lot of facts and actions that would be useful for any refreshed plan/strategy



Environmental sustainability

Current state

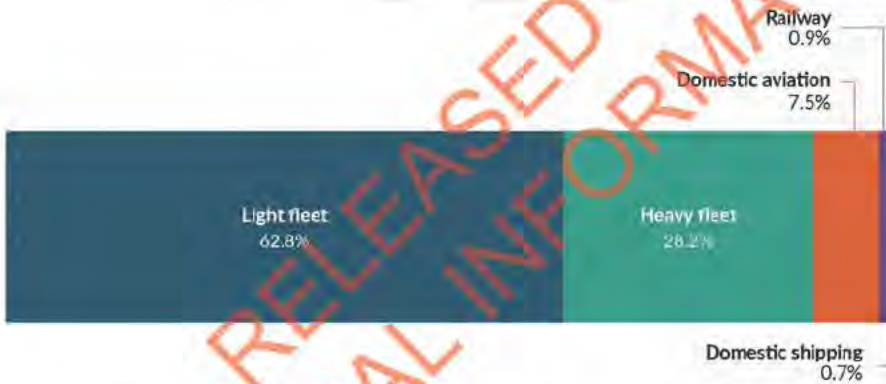
Aviation is a significant contributor to global carbon emissions. International efforts to develop and adopt sustainable aviation fuels (SAF) and more efficient aircraft can drastically reduce the industry's carbon footprint.

Domestic aviation emissions make up 7.5 percent of New Zealand's transport emissions. These emissions are managed through the Emissions Trading Scheme (ETS) in a net based approach to lowering emissions across all sectors. The Government will respond, by the end of 2025, to the recommendation of the Climate Change Commission to include emissions from international aviation in the 2050 emissions reduction target.

International organizations like ICAO set global standards for emissions and noise, ensuring that all countries work towards common environmental goals. This helps create a level playing field. New Zealand has committed to ICAO's global Long-Term Aspirational Goal (LTAG) of Net Zero by 2050. The LTAG is a non-binding global goal.

New Zealand is currently voluntarily participating in ICAO's Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector. Participation in CORSIA will become mandatory in 2027.

Chart 1: illustration of NZ emissions through the motor vehicle fleet and other modes of transport



New Zealand relies on aviation for travel and freight. Both international and domestic flights are essential for connectivity and economic activity in New Zealand. However, aviation faces challenges in adapting to low and zero emission alternative technologies. Carbon reduction initiatives will need to take into account economic growth objectives including increasing the value of exports.

Commented [MM32]: Considering Iwi assets and their plans for economic growth and diversification, they might have a big part to play here?

Commented [MM33R32]: The Ngāti Porou example presents an ambition vision of how Iwi can partner with the aviation sector to encourage economic growth while also enabling carbon reduction.

Please find attached an example of Ngāti Porou's partnership with Air NZ from 2018. The partnership is multi-faceted with a focus on the following areas:

- Enhancing tourism experience
- Talent sharing
- Expanding commercial partnerships through collaboration
- Sell carbon credits to Air NZ from its forest estates on the east coast

[Ngāti Porou and Air New Zealand sign Partnership Agreement - MSC NewsWire](#)

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Aviation is a hard-to-abate sector and although industry is making some investments in clean technology and low emissions fuel to reduce emissions, high costs and commercial viability of low emissions alternatives remain an issue.¹²

Commercial aircraft that use zero emissions (at tailpipe) technologies, such as hydrogen-electric engines, are still in development. While they are currently not a viable commercial solution, they may be in future.

[To be refined - The Emissions Trading System (ETS) for aviation is a market-based mechanism designed to reduce greenhouse gas emissions from the aviation sector. The ETS operates on a cap-and-trade principle, where airlines must purchase allowances for their emissions. This can lead to market volatility and price fluctuations, impacting the cost of compliance for airlines.]

Ambition

Sustainable aviation can create new economic opportunities, from the production of SAF to the development of new technologies. This can lead to job creation and economic growth in various sectors.

The Council's ambition is that:

- all involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of net zero carbon emission by 2050
- New Zealand participates fully in international forums responsible for negotiating aviation emission targets.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Transport	Work with Australian Ministerial counterparts on the 2+2 Climate and Finance dialogue to develop regional collaboration on SAF uptake and supply.
Ministry of Transport MBIE	Lead Government and industry collaboration on national aviation decarbonisation through Sustainable Aviation Aotearoa (SAA). This will be developed through further engagements in 2025.
Ministry of Transport	Participate in ICAO forums, including affirming our LTAG commitment and voluntary participation in Carbon Offsetting Reduction Scheme for International Aviation (CORSIA).
Industry	[check with Industry through consultation what sustainability targets, investments, and other actions that can be listed here]

¹² For example, the production and use of Sustainable Aviation Fuel (SAF) lowers flight emissions without the need to upgrade existing infrastructure or fleets. However, SAF is currently two to five times more expensive than standard jet fuel. Competition for supply is also a concern as other countries also increase measures for SAF uptake.

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Annex 1 – Geographical coverage of airports



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The Māori population is growing faster than the rest of the NZ population, and it is structurally younger, too. This means that in coming years a higher proportion of those in schooling and higher education will be Māori, and Māori will make up a higher proportion of the NZ workforce. Stats NZ population projections estimate the Māori workforce, currently at 14% of the NZ workforce, will make up 20% of the workforce in 2040. (These are 2022 numbers, you may find more up-to-date numbers and projects on the Stats NZ website, or through their Aotearoa Data Explorer). The Māori aviation workforce make up 8% of the overall NZ aviation workforce, despite Māori accounting for just over 17% of the overall NZ population. You may want to think about how current representation of Māori in the aviation workforce could be addressed, as well as planning for a future where there are more Māori workers that could contribute to the aviation sector.

Might need an active focus on retention [based on data found by Ringa Hora](#).

Talent attraction will be an ongoing problem if retention rates do not improve. Of people who joined the industry in 2015, only 60% remained after the first year, and 22% after five years. In contrast, some parts of the workforce are very loyal. For example, 73% of the aircraft manufacturing and repair workforce has only had one employer. We do not know the full reasons for these different dynamics, although can see that this is an ageing workforce which presents natural limits on retention (over half is older than 45, and 7% aged over 65).

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Harry Atkins

From: Leo Shen <Leo.Shen@ringahora.nz>
Sent: Friday, 11 April 2025 3:02 pm
To: Natalie Howell
Cc: Tejas Menon; Ben Whitehouse (Education); Eleonora Sparagna
Subject: RE: Question about Action to include in the Vision for Aviation to 2035

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Friday, 11 April 2025 2:28 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Cc: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse (Education) <Ben.Whitehouse@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Subject: RE: Question about Action to include in the Vision for Aviation to 2035

Good afternoon Leo

Thanks for the info and phone chat earlier this week. Here's what I have put in the draft Vision document about Ringa Hora's action – see below. Looking over this again... do we need the “associated settings” part of the description?

Let me know by the end of Monday if you have any issues with this text.

Thanks!

Priority Focus Area: Workforce

Current state

The training pipeline for the aviation workforce is influenced by many factors⁽¹⁾ Workforce supply and demand issues for pilots and aviation maintenance engineers are assessed in a report by Scarlatti for the Aviation Industry Association and Ringa Hora. A summary of the findings is available here: https://aianz.org.nz/wp-content/uploads/Summary-report_October-2024.pdf⁽¹⁾ including:

- an increasingly tight global market for labour and skills
- ageing of the current workforce and changing demographics of the future workforce (for example, growth of the Māori workforce as a proportion of the total workforce)
- changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
- tertiary education policy settings (including student loan policies)
- CAA training and licensing rules (influenced by ICAO standards and recommendations)

- technological changes, leading to changes in the types of skills that the industry of the future will need.

Commercial airline growth and the COVID pandemic’s impacts on the aviation sector have created a demand for aviation personnel such as pilots and engineering staff. If we do not act to improve recruitment and retention,¹²¹ Ringa Hora reports that, of people who joined the industry in 2015, only 60% remained after the first year, and 22% after five years. In contrast, some parts of the workforce are very loyal. For example, 73% of the aircraft manufacturing and repair workforce has only had one employer. This is an ageing workforce which presents natural limits on retention (over half is older than 45, and 7% aged over 65). <https://ringahora.nz/wp-content/uploads/2023/10/Ringa-Hora-Aviation-IAP-print.pdf>²¹ we face worsening shortages of key personnel.

To build the right incentives and protections to attract and retain skilled workers we will also need to understand what system changes are needed to embed a safety and security culture at an institutional level and through each participant’s habits, practices and interactions.

There is potential to increase Māori participation in the sector. Māori are significantly underrepresented in the aviation workforce: the Māori aviation workforce is just 8% of the total aviation workforce, despite Māori making up just over 17% of the overall New Zealand population.¹²² The Ringa Hora workforce development council has reported on their engagement with Māori in aviation: https://ringahora.nz/wp-content/uploads/2024/06/Kaupapa-Maori-Aviation-hui-findings_final-Jul24.pdf.³¹

New Zealand trains overseas pilots, and there is potential for demand for this training to increase.

The Royal New Zealand Air Force is working to harmonise its systems and rules with the wider civil aviation system, including recognised international standards. This means that in future, the Defence Force could play a greater role in training technical, engineering and logistics personnel who can fill workforce shortages in the civil system.

New Zealand also hosts a growing advanced aviation sector that may create new demand for skilled personnel, and new opportunities for innovation in aviation education. It may also require new skill sets and training needs.

Ambition

The Interim Council’s long-term ambition is that aviation provide attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector’s workforce challenges to overcome shortages of key personnel and develop the attributes, knowledge and competencies that the aviation system will need in the future.

First set of actions towards our ambition

Setting up an Aviation Workforce Working Group will help us achieve our ambition by promoting cross-sector collaboration and coordination on aviation workforce challenges, informed by understanding of all parts of the aviation workforce pipeline.

Ringa Hora’s updates to the pilot qualification will improve the relevance of the qualification for airlines, so that pilots develop the competencies the sector needs. (just to avoid the general aviation parts of the industry screaming what about me)

Initial steps for the sector and Government to achieve the Council’s ambition include:

Lead	Initial Action
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Ministry of Education

Continue policy work around issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation – ongoing.

Ringa Hora

Updates to the pilot qualification ~~[and associated settings]~~, in consultation with airlines, by the end of 2025. Happy with the change

Set up an Aviation Workforce Working Group to:

- build on the existing Aviation and Airport Services Workforce Action Plan
- review and streamline training pipelines for civil and military aviation
- maximise the ability of personnel to transition between aviation careers (including military/civilian)
- improve professional development and sabbatical opportunities
- promote aviation as a future career
- grow Māori and Pasifika participation in the aviation workforce
- facilitate sector engagement, including discussions between airlines of different sizes on pilot and ground engineer recruitment and training pathways
- publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces.

Aviation Council

From: Leo Shen <Leo.Shen@ringahora.nz>

Sent: Tuesday, 8 April 2025 9:37 am

To: Natalie Howell <N.Howell@transport.govt.nz>

Cc: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse (Education)

<Ben.Whitehouse@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>

Subject: RE: Question about Action to include in the Vision for Aviation to 2035

Kia ora Natalie

Unfortunately, this is a slightly trickier question to answer as it depends § 3(2)(b)(ii)

Once we got confirmation from AirNZ/Airlines on what changes they want to see the process we had to go through is pretty straight forward and fairly speedy. It will probably take 12 weeks from inception to approval by NZQA for a programme change of this nature. .

I don't think I have explained this well as there are a few technical considerations.. will give you a call this morning

Leo

From: Natalie Howell <N.Howell@transport.govt.nz>

Sent: Tuesday, 8 April 2025 8:56 am

To: Leo Shen <Leo.Shen@ringahora.nz>

Cc: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse (Education)

<Ben.Whitehouse@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>

Subject: RE: Question about Action to include in the Vision for Aviation to 2035

Thanks for this Leo!

Can you tell me the timeframe for this action? When do you expect it to be completed?

From: Leo Shen <Leo.Shen@ringahora.nz>

Sent: Monday, 7 April 2025 4:55 pm

To: Natalie Howell <N.Howell@transport.govt.nz>

Cc: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse (Education)

<Ben.Whitehouse@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>

Subject: RE: Question about Action to include in the Vision for Aviation to 2035

Kia ora Natalie

From our perspective we would support an action around "reviewing the pilot qualification and associated settings" as part of the action suite. However, we do note that Ringa Hora will be replaced by Industry Skills Board in 2026 so it may be a vocational education system action rather than a Ringa Hora action.

What we are working on at the moment is reviewing whether the pilot qualification is fit for purpose as a part of our qualification setting functions. ^{s.9(2)(b)(ii)}

Hope this helps, give me a call if need

Leo

From: Natalie Howell <N.Howell@transport.govt.nz>

Sent: Monday, 7 April 2025 4:23 pm

To: Leo Shen <Leo.Shen@ringahora.nz>

Cc: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse (Education) <Ben.Whitehouse@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Subject: Question about Action to include in the Vision for Aviation to 2035

Dear Leo

I hope you are having a nice day today.

I have a question for you about a possible action to include in the draft “Vision for Aviation to 2035” document for the Interim Aviation Council.

- When reviewing the draft Vision document, NZ Airports commented that: “Could be a Ringa Hora action in here that is more specific - they are now working with Air NZ on qual review, and we are plugging in the regional airlines to that”.
- Can you tell me more about this work please? It sounds relevant! Would it be appropriate to include it in the Vision document? Happy to discuss it with you on a quick call if you like.
- Are you able to come back to me by the end of the day tomorrow? Thanks!

Background: what is the Vision for Aviation?

- The Vision will be a product of the [Interim Aviation Council](#).
- The document sets out the Council’s shared ambition for the aviation sector and includes some actions identifying how it will achieve its ambition.
- As you know from earlier discussions, the Council is motivated to address workforce issues affecting the sector.
- There is a section in the draft Vision about Workforce issues, and I’ve been working with the Ministry of Education on this.
- I’ve copied the draft section on Workforce below, for context – and any feedback you might have.

Workforce

Current state

- The training pipeline for the aviation workforce is influenced by many factors¹¹ including:
 - an increasingly tight global market for labour and skills
 - ageing of the current workforce and changing demographics of the future workforce
 - changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
 - tertiary education policy settings (including student loan policies)
 - CAA training and licensing rules (influenced by ICAO standards and recommendations)
 - technological changes, leading to changes in the types of skills that the industry of the future will need.

- Commercial airline growth and the COVID pandemic’s impacts on the aviation sector have created a demand for aviation personnel, such as pilots and engineering staff. If we do not act to improve recruitment and retention,¹² we face worsening shortages of key personnel.
- To build the right incentives and protections to attract and retain skilled workers we will also need to understand what system changes are needed to embed a safety and security culture at an institutional level and through each participant’s habits, practices and interactions.
- There is potential to increase Māori participation in the sector. Māori are significantly underrepresented in the aviation workforce: the Māori aviation workforce is just 8% of the total aviation workforce, despite Māori making up just over 17% of the overall New Zealand population.¹³
- New Zealand trains overseas pilots, and there is potential for demand for this training to increase.
- The Royal New Zealand Air Force is working to harmonise its systems and rules with the wider civil aviation system, including recognised international standards. This means that in future, the Defence Force could play a greater role in training technical, engineering, and logistics personnel who can fill workforce shortages in the civil system.
- New Zealand also hosts a growing advanced aviation sector that may create new demand for skilled personnel, and new opportunities for innovation in aviation education. It may also require new skill sets and training needs.

Ambition

- The Interim Council’s long-term ambition is that aviation provides attractive, highly skilled jobs in New Zealand and is a desirable career path. As part of achieving this ambition, we also need to address the sector’s workforce challenges to overcome shortages of key personnel and develop the attributes, knowledge and competencies that the aviation system will need in the future.
- Initial steps for the sector and Government to achieve the Council’s ambition include:

Lead	Initial Action
Ministry of Education	Continue to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.

Set up an Aviation Workforce Working Group to:

- build on the existing Aviation and Airport Services Workforce Action Plan
- review and streamline training pipelines for civil and military aviation
- maximise the ability of personnel to transition between aviation careers (including military/civilian)
- improve professional development and sabbatical opportunities
- promote aviation as a future career
- grow Māori and Pasifika participation in the aviation workforce
- facilitate sector engagement, including discussions between airlines of different sizes on pilot and ground engineer recruitment and training pathways
- publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces.

Interim
Aviation
Council

Natalie Howell (she/her)

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation

Te Manatū Waka Ministry of Transport

M: s 9(2)(a) E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



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Harry Atkins

From: Leo Shen <Leo.Shen@ringahora.nz>
Sent: Monday, 23 June 2025 8:01 am
To: Natalie Howell
Cc: Tom Forster
Subject: RE: Follow-Up from Today's Meeting – Aviation Workforce Development Next Steps

Morning Natalie

That's good from our end

Leo

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Wednesday, 18 June 2025 1:15 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>
Subject: RE: Follow-Up from Today's Meeting – Aviation Workforce Development Next Steps

Hi again Leo, sad to hear you've been unwell. I hope you're all better now.

The Minister has asked us to include some more specific actions in the Vision, including in the Workforce section.

We are wondering if we can include your action from the Minister's meeting as an action in the Vision. How would you feel about that?

What about something like this?

Ringa Hora	Work with industry partners, Aviation Council, and Transport, Immigration and Education officials to develop a holistic aviation workforce package including coordinated recommendations to address persistent challenges in the training and retention of aviation workforce – by end 2025.
------------	--

Would that be ok?

Many thanks!

Natalie Howell ([she/her](#))

Kaitohutu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation
Te Manatū Waka Ministry of Transport

M: [s 9\(2\)\(a\)](#) E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.

From: Tom Forster <t.forster@transport.govt.nz>
Sent: Tuesday, 17 June 2025 2:59 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Cc: Natalie Howell <N.Howell@transport.govt.nz>
Subject: RE: Follow-Up from Today's Meeting – Aviation Workforce Development Next Steps

Hi Leo

I hope you are much better now.
This is great.
Have a good rest of the week.

Cheers
Tom

From: Leo Shen <Leo.Shen@ringahora.nz>
Sent: Tuesday, 17 June 2025 2:53 pm
To: Tom Forster <t.forster@transport.govt.nz>
Subject: RE: Follow-Up from Today's Meeting – Aviation Workforce Development Next Steps

Sorry Tom .. just about to reply to you, apologies for the delayed response.. was caught up with some illness

We are currently working on a scoping document building on work done to date by agencies and the aviation council, we will share this scoping document with the agencies and key associations by early next week. The desire is then meet with the agencies by early July to confirm the scope and work towards an initial industry + agency workshop in early August and confirmed detailed milestones and outputs.

It is envisaged that the work will involve a detailed count of workforce challenges/opportunities from key aviation stakeholders (pilots, engineers, airport, regional operators and other key aviation sub industries etc..) and gauge from the various perspectives in regards to possible ways forward. It would helpfully build up a comprehensive repository of aviation workforce insights for agencies to build on for future policies/interventions

Hope this helps, again apologies for the delayed response. Just give me a call if you need anything further

Leo

Leo Shen
General Manager Strategy and Advice



M: s 9(2)(a)

PO Box 27-048, Wellington, New Zealand
www.ringahora.nz

From: Tom Forster <t.forster@transport.govt.nz>
Sent: Tuesday, 17 June 2025 2:42 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Subject: RE: Follow-Up from Today's Meeting – Aviation Workforce Development Next Steps

Hi Leo

I'm just following on my email below. We want to put a short update to the Minister in the weekly report on progress being made – so just checking whether there's anything we can say?
Entries into the Weekly report close at 4.30 today – so if there's anything we can say, we'll need to get it by 4.30.

Thanks
Tom

From: Tom Forster
Sent: Friday, 13 June 2025 12:34 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Subject: RE: Follow-Up from Today's Meeting – Aviation Workforce Development Next Steps

Hi Leo

I hope you've had a good week thus far?
I just thought I'll drop you a line to find out how things are going with the below?
Are you able to please give me an update?

Cheers
Tom

From: Kari Scrimshaw <Kari.Scrimshaw@ringahora.nz>
Sent: Thursday, 5 June 2025 3:55 pm
To: James Meager (MIN) <j.meager@ministers.govt.nz>
Cc: Gary Tonkin (Parliament) <gary.tonkin@parliament.govt.nz>; Tom Forster <t.forster@transport.govt.nz>; Leo Shen <Leo.Shen@ringahora.nz>
Subject: Follow-Up from Today's Meeting – Aviation Workforce Development Next Steps

Tēnā koe Minister Meager

Thank you again for taking the time to meet with Leo and I today and for your thoughtful engagement on the challenges and opportunities facing regional aviation in Aotearoa. We greatly appreciated the opportunity to discuss how workforce planning and system-level coordination can help build a more resilient and future-ready aviation sector.

We were particularly encouraged by your interest in practical solutions that bring together government, industry, and providers.

Key Follow-Up Actions Agreed:

- **Cross-Agency Collaboration** – We will meet with officials from across the **Transport, Immigration, and Education** portfolios to scope what a holistic aviation workforce package could look like. This work will be undertaken alongside industry partners and the Aviation Council, with the goal of developing coordinated recommendations to address persistent challenges in the training and retention of aviation workforce.
- We will outline potential co-investment and partnership models to support workforce capability aligned with regional air connectivity priorities. We will consider the details discussed during our time together – with a particular focus on improving **efficiency in the existing system**, increasing **completion rates**, and **reducing barriers** across the training and regulatory settings, including **funding structures and timeframes**.

We expect to be able to come back to you within a month with our approach and timeline for delivery of the above. We would appreciate guidance along the way to ensure that your and the industries aspirations can be met. We can then look to hand over an approach for real change to be driven to address the future workforce needs before our disestablishment at the end of the year.

We look forward to working collaboratively to progress the next steps.

Ngā manaakitanga



Kari Scrimshaw

Tumu o Ringa Hora | Chief Executive
Ringa Hora Services Workforce Development Council

A: 49 Tory St, ANZ Campus, Tower B Level 3, Wellington
M: s 9(2)(a) **E:** Kari.Scrimshaw@RingaHora.nz **W:** ringahora.nz

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Harry Atkins

From: Leo Shen <Leo.Shen@ringahora.nz>
Sent: Tuesday, 15 July 2025 11:54 am
To: Natalie Howell
Subject: RE: Pilot training - how it all fits together

That's no problem at all from our perspective

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Tuesday, 15 July 2025 10:58 am
To: Leo Shen <Leo.Shen@ringahora.nz>
Subject: RE: Pilot training - how it all fits together

Hi Leo, hope you are having a great day.

A quick question about this action (see below). NZALPA has suggested changing the wording to "in consultation with the sector" instead of "in consultation with airlines".

Perhaps this means that they want to be consulted? Can you let me know if you were planning to consult any other sector stakeholders as part of this work? And would changing the wording cause any issues for you? I will only change the text if the proposed wording works for Ringa Hora.

Thanks
 Natalie

From: Leo Shen <Leo.Shen@ringahora.nz>
Sent: Tuesday, 20 May 2025 2:26 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Subject: RE: Pilot training - how it all fits together

Will do

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Tuesday, 20 May 2025 2:25 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Subject: RE: Pilot training - how it all fits together

Thanks! Can you let me know if there any significant developments?
 Cheers!

From: Leo Shen <Leo.Shen@ringahora.nz>
Sent: Tuesday, 20 May 2025 2:11 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Subject: RE: Pilot training - how it all fits together

Yep I think that's fine.. just FYI . also meeting with AirNZ this Thursday to go through the Qual

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Tuesday, 20 May 2025 2:10 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Subject: RE: Pilot training - how it all fits together

Hi Leo, thanks again for your time last week.

I'd like to add a bit more detail to the Ringa Hora action in the Vision. Have I described it accurately below?

Ringa Hora	Updates to the pilot qualification, in consultation with airlines, by the end of 2025. This involves developing an airline-approved training programme that: <ul style="list-style-type: none">• can be delivered over a shorter period• better aligns training to airlines' needs.
------------	--

Thanks!

Natalie

From: Leo Shen <Leo.Shen@ringahora.nz>
Sent: Wednesday, 14 May 2025 2:18 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Carolina Durrant <C.Durrant@transport.govt.nz>
Subject: RE: Pilot training - how it all fits together

Sure more than happy to support
How about 10:30?

Leo

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Wednesday, 14 May 2025 1:08 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Cc: Carolina Durrant <C.Durrant@transport.govt.nz>
Subject: Pilot training - how it all fits together

Hi Leo, hope you're having a great day today.

I'm wondering if I can chat with you about how the whole pilot training system works, including Ringa Hora's place in it. I'm having trouble fitting all the pieces together – it seems like there are a lot of agencies and organisations involved!

Would you be free on Friday to talk with me about this? I'm free anytime except 11.30-12.00.

If you're available to do this, Caro would like to join us.

thanks

Natalie Howell (she/her)

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation
Te Manatū Waka Ministry of Transport

M: s 9(2)(a) E: N.Howell@transport.govt.nz | transport.govt.nz

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Harry Atkins

From: Leo Shen <Leo.Shen@ringahora.nz>
Sent: Friday, 29 August 2025 1:35 pm
To: Natalie Howell
Cc: Jenny Connor; Lisa Sengelow
Subject: RE: Edits to actions in Action Plan

All good from our end

Leo

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Friday, 29 August 2025 12:59 pm
To: Leo Shen <Leo.Shen@ringahora.nz>
Cc: Jenny Connor <Jenny.Connor@ringahora.nz>; Lisa Sengelow <Lisa.Sengelow@education.govt.nz>
Subject: Edits to actions in Action Plan

Hi Leo

Hope you're having a nice Friday!

The Minister's office has given us some comments on the Aviation Action Plan – including some requested edits to the Ringa Hora actions, as shown below. Are these changes ok with you?

Ringa Hora	<p>To improve the relevance of the qualification for airlines by updating the pilot qualification, in consultation with the sector, by the end of 2025. This involves developing an airline-approved training programme that:</p> <ul style="list-style-type: none"> • can be delivered over a shorter period • better aligns training to airlines' needs.
Ringa Hora	<p>Work with industry partners, Aviation Council, and Transport, Immigration and Education officials to develop a holistic aviation workforce package of options including coordinated recommendations to address persistent challenges in the training and retention of aviation workforce – by end 2025.</p>

You might be interested that he also brought forward the timeframe for the industry action, by a year!

Industry	<p>By end 2026:</p> <ul style="list-style-type: none"> • Collaborate on joint employment promotion activities to ensure aviation is seen as an attractive, diverse and rewarding sector for young people – by end 2026 • Report to the Council on options for the Council to help coordinate aviation graduates' placement and progression in the workforce – by end 2025.
----------	---

Thanks
Natalie

Natalie Howell (she/her)

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation

Te Manatū Waka Ministry of Transport

M: s 9(2)(a) E: N.Howell@transport.govt.nz | transport.govt.nz

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Harry Atkins

From: Ben Whitehouse <Ben.Whitehouse@education.govt.nz>
Sent: Friday, 31 January 2025 10:59 am
To: Natalie Howell
Cc: Tina Jamieson; Eleonora Sparagna
Subject: RE: Feedback for NAPS + Update on chat with MBIE

Kia ora Natalie,

Do you think we can just make a minor change to the wording in the comment attached to the MoE action please? (changes in red)

This is a placeholder action for now. Ministry of Education will confirm the action after briefing their Minister. Actions will be subject to change based on Ministerial direction.

Thanks for the link to Australia's white paper, very interesting read 😊

Ngā mihi

Ben Whitehouse (he/him/ia) | Policy Analyst
 Te Pou Kaupapahere | Policy

DDI s 9(2)(a)
 National Office 1 The Terrace

education.govt.nz

He mea tārai e mātou te mātauranga kia rangatira ai, kia mana taurite ai ōna huanga
We shape an education system that delivers equitable and excellent outcomes



**Te Tāhu
 te Māta**

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Friday, 31 January 2025 9:08 am
To: Ben Whitehouse <Ben.Whitehouse@education.govt.nz>
Cc: Tina Jamieson <Tina.Jamieson@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Subject: RE: Feedback for NAPS + Update on chat with MBIE

Thank you for this Ben!

I've removed some of your notes so that the text is ready to be shared with the working group and others. I've attached it so you can see what I've done – let me know if I need to change anything.

You might be interested to see what the Australians are doing about aviation skills shortages. Chapter 5 of their very thorough "Aviation White Paper" covers workforce issues. You can access the report here:

<https://www.infrastructure.gov.au/department/media/publications/aviation-white-paper-towards-2050#regenerating>

Thanks and let's stay in touch.

Natalie

From: Ben Whitehouse <Ben.Whitehouse@education.govt.nz>
Sent: Tuesday, 28 January 2025 3:25 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Tina Jamieson <Tina.Jamieson@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Subject: Feedback for NAPS + Update on chat with MBIE

Kia ora Natalie,

I've just got the wording for the Ministry of Education's part in the NAPS attached.

I think the key is that we've got to be clear that any actions for the time being will be subject to change once we've been given some more Ministerial direction, and for the Ministry to have a substantive role outside of the areas we'd potentially be the lead agency for we'd need to ask our Ministers. Of course, we understand that this is the first iteration of something that you'll be looking to publish mid-way through the year, so we'll have the opportunity to add more detail as work progresses.

Just to update you on the meeting we had with Kānoa – they're very early in the policy process and just weighing up their options. I gave them your contact details, along with Leo Shen's and Simon Wallace's if they'd like to pursue anything further – I mentioned that the IAC would be a great place to start if they'd like to talk to the sector too 😊 Hopefully something good might come out of it.

I'm absolutely happy to jump on a call if you need anything else!

Ngā mihi

Ben Whitehouse (he/him/ia) | Policy Analyst
Te Pou Kaupapahere | Policy

DDI s 9(2)(a)
National Office 1 The Terrace

education.govt.nz

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We shape an education system that delivers equitable and excellent outcomes



**Te Tāhu
te Māta**

Extract from draft NAPS

Ambition Statement

The Council's vision for aviation is:

- New Zealand's aviation sector grows, innovates, and contributes to a more **productive, connected** and **resilient** country.
- **Safety and security** are continuously improved, while New Zealanders and visitors enjoy **accessible and efficient** services.
- **Economic opportunities and resilience** are supported by strong international and regional air connectivity, that integrates with other forms of transport.
- Aviation provides attractive, highly skilled jobs and is a **preferred career path**.
- Our **world-class aviation regulatory environment** is robust, internationally credible, and allows businesses and New Zealanders to thrive.
- Māori see exciting opportunities in the aviation sector, because **Te Ao Māori** values are embedded in the sector.
- The aviation system nurtures and embraces **emerging technologies** that can safely drive productivity, attract investment, and benefit New Zealand and New Zealanders.
- All involved in the system work to reduce use of fossil fuels and promote a transition to clean energy, in line with New Zealand's target of **net zero carbon emissions** by 2050.

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Workforce

Commercial airline growth and the COVID pandemic's impacts on the aviation sector have created a demand for pilots and engineering staff. If we do not act to improve recruitment and retention, we face worsening shortages of key personnel.

New Zealand also hosts a growing aerospace and emerging aviation technology sector that may create opportunities for innovation in aviation education, as well as requiring new training needs.

[More?]

Commented [NH1]: Any more background that's essential? (Bearing in mind we need to keep it short)

The training pipeline for the aviation workforce is influenced by many factors including:

- tertiary education policy settings (including student loan policies)
- CAA training and licensing rules
- an increasingly tight global market for labour and skills
- changes in the industry – for example, fewer businesses now operate small planes suitable for new pilots looking to build experience
- technological changes, leading to changes in the types of skills that the industry of the future will need.
- **Other key things?**

xxx...etc....

Under this objective, the sector and Government will:

Lead	Action
Ministry of Education	Continue to engage with the sector to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation. <i>[this is a placeholder for now - more specific actions to come after the Ministry of Education has had an opportunity to brief their Minister, actions will be subject to change based on Ministerial direction]</i>
xxx	Set up an ongoing permanent Aviation Workforce Working Group to: <ul style="list-style-type: none"> • review and streamline training pipelines for civil and military aviation, maximise the ability of personnel to transition between aviation careers (including military civilian), improve professional development and sabbatical opportunities, promote aviation as a future career, and publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces

Commented [NH2]: Ben, Simon W (in his paper to the Council on workforce) proposed an action about a policy workstream. Any action involving policy and leg change is best written by MinEdu, but here is his wording just for your info:

- Consideration be given to a workstream that looks at what policy (inc. funding), regulatory and legislative changes are needed to:
 - address training (inc. instructor training) shortages, support recruitment and retention;
 - embed safety and security culture in an institutional sense, across every participant's habits, practices, and interactions;
 - maximise the ability of personnel to transition between aviation careers.

Commented [BW3R2]: I think once we've gotten a bit more Ministerial direction, it might be clearer who will lead some of these policy changes.

While we have the levers for things that pertain to flight schools themselves, we might not necessarily have the levers to implement training models that are prevalent outside of NZ (e.g. something like British Airways' cadetship programme might be functional due to UK aviation licencing rules/regs being different to ours rather than the specific tertiary leg/funding levers being the issue.)

Commented [NH4]: Ben, this is from Simon W's paper on Workforce that he submitted to the Council. What do you think?

Commented [BW5R4]: These are great but we'll need to be pretty clear who's responsible for them/the lead. MOE would need to ask for Ministerial direction/have this across our Minister's desk before we agree to anything on our end.

Thexx	<p>Establish a national strategic aviation workforce plan to:</p> <ul style="list-style-type: none">• address current and future workforce shortages, scope opportunities for promoting aviation careers, and research the work preferences of young people in aviation and incentives that could support their retention in the sector. _____
-------	--

Commented [NH6]: Also from Simon W's workforce paper.

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From: [Tejas Menon](#)
To: [Natalie Howell](#); [Ben Whitehouse](#)
Cc: [Eleonora Sparagna](#); [Carolina Durrant](#)
Subject: RE: Workforce extract for MinEdu 20 March.docx
Date: Tuesday, 25 March 2025 3:07:05 pm

Kia ora Natalie,

We have no immediate adverse reactions to any of these suggestions from TPK.

However, we would like to see the final wording you come up with and just ensure clarity around who is ultimately accountable for actioning the below points.

Ngā mihi,

Tejas

Tejas Menon (he/him) | Graduate Policy Analyst – Tertiary Skills Quality and Governance
 Te Pou Kaupapahere | Policy

s 9(2)(a)

National Office 1 The Terrace

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 20 March 2025 4:06 pm
To: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse <Ben.Whitehouse@education.govt.nz>
Cc: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>
Subject: RE: Workforce extract for MinEdu 20 March.docx

Thank you Tejas!

I will make those changes before the document is sent out to Council members.

We have just received some comments from TPK, including some feedback on the workforce section. Let me know if you have an allergic reaction to any of this, otherwise I'll start working on incorporating this feedback. I will send my edits through to you once I'm done (recognising that you may not have time this week to engage with it fully).

TPK's suggestions included:

- Referring to Ringa Hora's report on their Kaupapa Māori aviation hui
- Noting the changing workforce of NZ, including Māori workforce projections (including that the Māori population is growing faster than the rest of the NZ population and is structurally younger – so will make up a higher proportion of the future Māori workforce)
- Adding into the ambition a clear focus on increasing the Māori workforce participation in the sector
- Including more detail on retention rates (drawn from Ringa Hora's report)
- When noting the need to promote aviation as a future career, including a specific focus on attracting Māori and Pasifika.

They also noted that Ringa Hora have already developed an aviation and airport services workforce action plan (2024) and this should be taken account of in the actions.

Thanks again

Natalie

From: Tejas Menon <Tejas.Menon@education.govt.nz>
Sent: Thursday, 20 March 2025 3:53 pm
To: Natalie Howell <N.Howell@transport.govt.nz>; Ben Whitehouse <Ben.Whitehouse@education.govt.nz>
Cc: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>
Subject: RE: Workforce extract for MinEdu 20 March.docx

Kia ora Natalie,

Apologies for the delay in responding. We do recommend two changes.

The first is the wording on page 8 to:

Ministry of Education

The Ministry of Education provides strategic policy advice for the education sector, including tertiary education provision that contributes to the skills, knowledge, and capabilities needed to fully participate in the labour market, society, and communities.

The second change is to the wording on page 11 to:

Ministry of Education	Continue to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.
-----------------------	--

Ngā mihi,

Tejas

Tejas Menon (he/him) | Graduate Policy Analyst – Tertiary Skills Quality and Governance
Te Pou Kaupapahere | Policy

s 9(2)(a)

National Office 1 The Terrace

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 20 March 2025 11:02 am
To: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse <Ben.Whitehouse@education.govt.nz>
Cc: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>; Carolina Durrant <C.Durrant@transport.govt.nz>
Subject: Workforce extract for MinEdu 20 March.docx

Dear Education colleagues

Hope your busy week is going ok.

Here is where I have got to with the Workforce section of the Vision. (I'm removed most of the other sections.) I'm sending this to you so that you have the opportunity to do a quick check before the doc is circulated to the Council for feedback. I have included stakeholders' comments, which I will tidy up before the document is circulated.

- If there are any showstoppers for you in here, can you let me know by 2.30pm today?
- If this is not possible given your current workload, I will note that the section awaits Ministry of Education review.

I would like to discuss with you the suggestion that we include a Ringa Hora action. I recognise you are probably too busy for that this week, so let's meet up when you have more time.

Thanks

Natalie

MINISTRY OF TRANSPORT

Wellington (Head Office) | Ground Floor, 8 Queens Wharf | PO Box 3175 | Wellington 6011 | NEW ZEALAND | Tel: +64 4 439 9000 |

Auckland | NZ Government Auckland Policy Office | Level 7, 167B Victoria Street West | PO Box 106238 | Auckland City | Auckland 1143 | NEW ZEALAND | Tel: +64 4 439 9000 |

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From: [Tejas Menon](#)
To: [Natalie Howell](#); [Ben Whitehouse](#); [Eleonora Sparagna](#)
Subject: RE: Question about Action to include in the Vision for Aviation to 2035
Date: Friday, 11 April 2025 11:39:44 am
Attachments: [image001.png](#)

Kia ora Natalie,

Thanks for your patience!

We are happy with the text highlighted in yellow.

As for the text in the table can we please change it to the following: “Continue policy work around issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation.”

We are unable to confirm a timeframe without Ministerial agreement so this wording suits us better

Ngā mihi,

Tejas

Tejas Menon (he/him) | Graduate Policy Analyst – Tertiary Skills Quality and Governance
 Te Pou Kaupapahere | Policy

s 9(2)(a)

National Office 1 The Terrace

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Thursday, 10 April 2025 3:21 pm
To: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse <Ben.Whitehouse@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Subject: RE: Question about Action to include in the Vision for Aviation to 2035

Hi folks, hope you're having a nice afternoon. Just checking if this additional action for Ringa Hora raises any issues for you? I intend to steer clear of any mention of student loan implications - so I hope that means it is ok?

In addition, do you have any other comments on the document?

Here's what I propose to include about the Ringa Hora action in the Vision.

First set of actions towards our ambition

- Setting up an Aviation Workforce Working Group will help us achieve our ambition by promoting cross-sector collaboration and coordination on aviation workforce challenges, informed by understanding of all parts of the aviation workforce pipeline.
- Ringa Hora's updates to the pilot qualification will improve the relevance of the qualification for airlines, so that pilots develop the competencies the sector needs.

Initial steps for the sector and Government to achieve the Council's ambition include:

Lead	Initial Action
Ministry of Education	Continue to understand and work towards resolving issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation. [Ministry of Education – should we leave this in? If it is staying in, it probably needs a timeframe attached.]

Ringa Hora	Updates to the pilot qualification and associated settings, in consultation with airlines, by the end of 2025.
Aviation Council	<p>Set up an Aviation Workforce Working Group to:</p> <ul style="list-style-type: none"> ● build on the existing Aviation and Airport Services Workforce Action Plan ● review and streamline training pipelines for civil and military aviation ● maximise the ability of personnel to transition between aviation careers (including military/civilian) ● improve professional development and sabbatical opportunities ● promote aviation as a future career ● grow Māori and Pasifika participation in the aviation workforce ● facilitate sector engagement, including discussions between airlines of different sizes on pilot and ground engineer recruitment and training pathways ● publish best practice guidelines on embedding relevant incentives and a positive safety and security culture in aviation workplaces.

Thanks all
Natalie

From: Natalie Howell
Sent: Tuesday, 8 April 2025 11:30 am
To: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse (Education) <Ben.Whitehouse@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Subject: RE: Question about Action to include in the Vision for Aviation to 2035

Hi Tejas, Ben and Eleonora

I've spoken to Leo about this Ringa Hora work on the phone this morning, and propose to include in the Vision doc an action about updating the pilot qualification so it better aligns with employers' needs. Leo says this is underway and that it is pretty straightforward.

Leo mentioned that airlines also want to shorten the duration of pilot training (by making the programme more intensive) and this could have implications for student loan settings. I propose not to mention this possible change.

Does this sound ok from your point of view? Happy to discuss on the phone.

Thanks
Natalie

Harry Atkins

From: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Sent: Monday, 23 June 2025 5:11 pm
To: Tom Forster; Natalie Howell
Cc: Tejas Menon; Ben Whitehouse
Subject: RE: Ringa Hora Meeting

Kia Ora

We should not – things could change and we have multiple Education Ministers with an interest in this area, so we need to be mindful of those relationships and connections.

Also if we add a note about advice we create the need for us and our Minister/s to manage industry and providers expectations when the advice has not yet been drafted.

Kindly do not add any further content to what is there now.

Ta

E

Eleonora Sparagna | Senior Policy Manager

Te Pou Kaupapahere | Policy

s 9(2)(a)

From: Tom Forster <t.forster@transport.govt.nz>
Sent: Monday, 23 June 2025 2:19 pm
To: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>; Natalie Howell <N.Howell@transport.govt.nz>
Cc: Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse <Ben.Whitehouse@education.govt.nz>
Subject: RE: Ringa Hora Meeting

Hi Eleonora

Thanks for your response. I think what Natalie was trying to convey is rather than being specific on what we are doing, is putting the action as **initial advice** to the Minister by the end of the year.

So the Action is the Initial advice, which is up to your discretion to decide what to include. Would that work?

Cheers

Tom

From: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Sent: Monday, 23 June 2025 2:17 pm
To: Natalie Howell <N.Howell@transport.govt.nz>
Cc: Tom Forster <t.forster@transport.govt.nz>; Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse <Ben.Whitehouse@education.govt.nz>
Subject: RE: Ringa Hora Meeting

Thank you Natalie

It's always useful to hear about other Minister's views in this area.

Actions can only take place after Ministerial decisions – and those are subject to the advice and options presented.

So we are not able to add any more specificity to the below.

Nga mihi

E

Eleonora Sparagna | Senior Policy Manager

Te Pou Kaupapahere | Policy

s 9(2)(a)

From: Natalie Howell <N.Howell@transport.govt.nz>

Sent: Monday, 23 June 2025 1:30 pm

To: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>

Cc: Tom Forster <t.forster@transport.govt.nz>; Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse <Ben.Whitehouse@education.govt.nz>

Subject: RE: Ringa Hora Meeting

Hi all, just following up on this – see below.

Our Minister does not want to see any actions that are “ongoing”, so we are trying hard to put dates on every action. What would you be comfortable with?

Cheers

Natalie

From: Natalie Howell

Sent: Thursday, 19 June 2025 11:00 am

To: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>

Cc: Tom Forster <t.forster@transport.govt.nz>; Tejas Menon <Tejas.Menon@education.govt.nz>; Ben Whitehouse (Education) <Ben.Whitehouse@education.govt.nz>

Subject: RE: Ringa Hora Meeting

Hi again Eleonora

Not sure if you are still here – perhaps you have left for Milan already?

Just checking whether it would be possible to add a little more specificity into the Vision, now that you have been directed by Minister Reti to work on this topic.

This is what we have now:

Ministry of Education	Continue policy work around issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation – ongoing.
-----------------------	--

Could we say instead:

Ministry of Education	Continue policy work around issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation – initial advice to Ministers by end 2025.
-----------------------	--

????

Thanks
Natalie

Out of Scope

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Harry Atkins

From: Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Sent: Friday, 29 August 2025 4:06 pm
To: Natalie Howell; Lisa Sengelow
Cc: Carolina Durrant; Tom Forster
Subject: RE: Minister's feedback on Aviation Action Plan

[SENSITIVE - RELEASE EXTERNAL]

Thank you Natalie
 It would be ok to have this instead:

Provide advice to Ministers on issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation and how policy changes may address these issues

You are right the timing should not be there and also is good to remove the reference to options, as that is not yet agreed and would not reflect what our Ministers have directed us to do at this stage. We are working on options, and have been for some time, but we have not moved officially to the next steps.

Ta
 E

Eleonora Sparagna | Senior Policy Manager

Tertiary Skills, Quality, Governance Policy
 Te Pou Kaupapahere | Policy

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National Office Mātauranga House

education.govt.nz

*He mea tārai e mātou te mātauranga kia rangatira ai, kia mana taurite ai ōna huanga
 We shape an education system that delivers equitable and excellent outcomes*

From: Natalie Howell <N.Howell@transport.govt.nz>
Sent: Friday, 29 August 2025 3:28 pm
To: Lisa Sengelow <Lisa.Sengelow@education.govt.nz>; Eleonora Sparagna <Eleonora.Sparagna@education.govt.nz>
Cc: Carolina Durrant <C.Durrant@transport.govt.nz>; Tom Forster <t.forster@transport.govt.nz>
Subject: Minister's feedback on Aviation Action Plan

Hi Lisa and Eleonora

The Minister's office has given us some feedback on the latest version of the Aviation Action Plan. This includes some edits to the Ministry of Education action (!). Can you let me know early next week how you would like to respond to this please?

Here are the changes the office has requested:

Lead	Initial Action
Ministry of Education	Continue policy work around Provide advice to Ministers on issues related to training in the aviation sector and how they contribute to workforce challenges in civil aviation —ongoing— and develop options for policy changes that address these issues by the end of 2025.

I understand that Lisa's paper will involve advice on options for policy changes to address issues in the aviation sector – so that part is right – but you may not be OK with this going into document that is going to be made public.

Could you please let me know if you are OK with these changes - or if there is some alternative wording that you would like instead?

Alternatively, I can go back to the office and suggest that they discuss the requested changes with the offices of Ministers Reti and Simmonds, since they are the Ministers who are responsible for the Ministry of Education's work.

Let me know your thoughts.

thanks

Natalie Howell (she/her)

Kaitohutohu Matua - Whakaritenga Ohaoha | Senior Adviser – Aviation

Te Manatū Waka Ministry of Transport

M: s 9(2)(a)

E: N.Howell@transport.govt.nz | transport.govt.nz

I work full days on Monday, Thursday and Friday, and 9am-1pm on Tuesdays and Wednesdays.



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