



MINISTRY OF TRANSPORT
TE MANATŪ WAKA

NATIONAL AIR FACILITATION PROGRAMME

for New Zealand

June 2025 (Version One)

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Chapter 1

Introduction

Facilitation

1. Facilitation may be defined as a combination of measures and human and material resources intended to improve and optimise aircraft, crew, passenger, cargo, baggage, mail and stores flows through airports while ensuring compliance with relevant international and national legislation.

Purpose of a National Facilitation Committee and the National Air Facilitation Programme

2. The establishment of the National Air Transport Facilitation Committee (the “National FAL Committee”) and of the National Air Facilitation Programme (NATFP) are requirements of the International Civil Aviation Organization (ICAO). ICAO sets the relevant standards and recommended practices through Annex 9 (Facilitation) to the 1944 Convention on International Civil Aviation (the “Chicago Convention”). New Zealand is party to the Chicago Convention.
3. Standard 8.18 of Annex 9 requires:

Each Contracting State shall establish a written national air transport facilitation programme based on the facilitation requirements of the Convention and of Annex 9 thereto.
4. Standard 8.19 of Annex 9 requires:

Each Contracting State shall ensure that the objective of its national air transport facilitation programme shall be to adopt all practicable measures to facilitate the movement of aircraft, crews, passengers, cargo, mail and stores, by removing unnecessary obstacles and delays.
5. The objective of both the National FAL Committee and the NATFP is to maintain a safe, secure civil aviation environment in which services are delivered in a reliable and efficient manner.
6. The purpose of the NATFP is to provide a framework to guide the improvement and optimisation of aircraft, crew, passenger and cargo flows through airports and to improve customer service, while maintaining necessary security requirements proportionate to the risks and threats to civil aviation. The National FAL Committee provides a forum for consultation and information-sharing about facilitation matters amongst government stakeholders, government representatives of other air transport-related communities and the private sector.
7. While committed to facilitating efficient clearance for arriving and departing aircraft, New Zealand shall maintain high quality security, effective law enforcement and appropriate customer service.

Benefits of a NATFP

8. The NATFP aims to address the interests of all entities involved in facilitation, e.g. public authorities, aircraft operators, commercial air transport users and airports, etc., to promote the growth of a safe, reliable and viable air transport industry. The potential benefits it hopes to achieve are to:
 - maintain or increase the quality of aircraft, crew, passenger and cargo flow;
 - maintain or increase the level of passenger service and the cost-effectiveness and efficiency of processes and procedures;
 - facilitate, and accommodate the growth of air transport; and
 - contribute to a positive experience meeting the needs of the travelling public.
9. The NATFP of New Zealand is implemented through the activities of the National FAL Committee.
10. The National FAL Committee is chaired by the Ministry of Transport.

Signature and version number

11. This document is regularly updated, for example when national or international regulations (e.g. ICAO Annex 9 Standards and Recommended Practices) make this necessary. The Ministry of Transport will be responsible for coordinating amendments. Amendments will be recognisable in version numbers.

Chapter 2

Definitions

- a) *Advance Passenger Information* (API) is passenger data (passport and flight information) that carriers must provide to authorised New Zealand border agencies at check in for passengers travelling to or from New Zealand, for aviation security and border control purposes.
- b) *eMRTD* is an electronic Machine Readable Travel Document that contains a contactless integrated circuit chip and antenna used to store and communicate biometric features and data of the passport holder.
- c) *Integrated Targeting and Operations Centre* (ITOC) is a multi-agency border sector headquarters that includes staff from Customs, MPI, INZ, Maritime NZ, NZ Police, NZSIS, and others. It has two core functions including targeting potential risks and managing the operations centre. ITOC maintains the rules used to profile potential threats, acts on intelligence profiles, conducts assessments, makes recommendations, and brings together information and intelligence to identify and target risks. With an overall view of the operational activity at the border, the centre supports those operations, and collects and shares lessons from feedback and debriefing activities to inform future operations.
- d) *International Health Regulations* (IHRs) means the regulations adopted and amended from time to time by the World Health Assembly, designed to prevent the international spread of disease, and having effect in New Zealand except to the extent affirmatively opted out of by the government of New Zealand.
- e) *National Public Health Service* means the part of Health New Zealand with responsibility, among other things, for operational health presence, participation and intervention at the border.
- f) *Passenger Name Record* (PNR) is information provided by passengers about themselves and their itinerary and collected by carriers at the time of ticket booking. It is provided to authorised New Zealand border agencies ahead of travel to New Zealand and used for facilitation and risk management purposes.
- g) *Public Key Directory* (PKD) is a central repository for exchanging information required to authenticate electronic Machine Readable Travel Documents (eMRTDs) such as ePassports, electronic ID cards and Visible Digital Seals.

Chapter 3

OBJECTIVES OF THE NATIONAL AIR FACILITATION PROGRAMME

1. The overall objective of New Zealand's NATFP is to implement the principles laid down in ICAO Annex 9. This is achieved by defining responsibilities of the involved parties, allowing an efficient and coordinated handling of facilitation related challenges and the fast distribution of information.
2. The NATFP and the National FAL Committee are instruments for supporting the implementation of this objective.
3. The objectives of the National FAL Committee are to:
 - i. develop and implement a NATFP;
 - ii. promote and encourage the facilitation and expedition of departure and arrival formalities for air transport;
 - iii. resolve conflicts between international and national legislation and conventions that affect the movement of aircraft;
 - iv. consider and make representations to the appropriate authorities on the most practical and efficient methods of implementing provisions of the Chicago Convention and its Annexes which are relevant to facilitation matters;
 - v. ensure that New Zealand is represented at formal meetings of the ICAO Facilitation Division, ICAO Asia-Pacific area facilitation meetings and any other facilitation fora where representation is appropriate; and
 - vi. consider, and, as appropriate, make recommendations to the Government on, any matters affecting the facilitation of air transport.

Chapter 4

LEGISLATION

1. The NATFP is based on international and national laws, regulations and recommendations. The establishment of the NATFP and the National FAL Committee is required by, and based on Standards 8.17, 8.18 and 8.19 of ICAO *Annex 9 — Facilitation*.
2. The following legislation, at the international and national levels are taken into account by the NATFP.

International measures relevant to air facilitation

- Convention on International Civil Aviation (the Chicago Convention)
- Annex 9 to the Chicago Convention
- ICAO Doc 9944 Guidelines on Passenger Name Record (PNR) data
- ICAO Doc 9984 Manual on Access to Air Transport by Persons with Disabilities
- ICAO Doc 9303 on Machine Readable Travel Documents
- International Convention on the simplification and harmonization of Customs procedures (Kyoto Convention)
- World Customs Organization Framework of Standards to secure and facilitate trade (SAFE): adopted in June 2005 for the enhancement of security and facilitation in global trade. It includes two aspects: the Customs-Customs network; and the Customs to business partnership. Key elements of SAFE are the harmonisation of advance cargo information and a risk management approach.
- International Health Regulations (IHR): these were developed by the World Health Organization and entered into force on 15 June 2007. The purpose of IHRs are “to prevent, protect against, control and provide a public health response to the international spread of disease in ways that are commensurate with and restricted to public health risks, and which avoid unnecessary interference with international traffic and trade”.

New Zealand legislation relevant to air facilitation

- Civil Aviation Act 1990 (to be replaced by the Civil Aviation Act 2023, effective from 5 April 2025)
- Biosecurity Act 1993
- Customs and Excise Act 2018
- Food Act 1914
- Forests Act 1949
- Hazardous Substances and New Organisms Act 1996
- Health Act 1956

- Immigration Act 2009
- Passports Act 1992
- Policing Act 2008
- Trade in Endangered Species Act 1989

Chapter 5

ORGANISATION AND MANAGEMENT OF THE NATIONAL AIR FACILITATION PROGRAMME

National Air Facilitation Committee

1. The National FAL Committee is established to implement and manage the provisions of the NATFP in New Zealand.
2. The Ministry of Transport has overall responsibility for New Zealand's engagement with ICAO on facilitation matters, and chairs the National FAL Committee.

Terms of reference

3. The National FAL Committee meets at least annually, or as often as the chairperson may determine to be necessary, or as required.
4. The responsibilities of the National FAL Committee are to:
 - ensure coordination between relevant ministries, agencies and industry to remove unnecessary obstacles and delays and improve efficiency and service levels of civilian air transport services;
 - develop and implement the provisions of the NATFP in accordance with the provisions of ICAO *Annex 9 — Facilitation*;
 - consider recommendations to enhance facilitation of civil aviation made by relevant entities (Note: state and military aircraft are authorised by the Ministry of Foreign Affairs and Trade);
 - encourage the development of best practices in all areas of facilitation of civil air transport (e.g. immigration, customs, handling of persons with disabilities);
 - discuss proposed changes to regulations concerning facilitation of civil air transport (e.g. amendments to Annex 9);
 - inform departments, competent agencies and other organisations concerned of significant relevant facilitation developments in the field of civil aviation (e.g. outcome of ICAO Facilitation Panel) and seek their consideration of, and make recommendations to them regarding issues related to the NATFP; and
 - coordinate with the Civil Aviation Authority on aviation security related elements of facilitation matters.

Membership

5. The National FAL Committee is made up of government officials representing departments that have interests related to facilitation, representatives from the aviation sector and any other permanent or temporary representatives that may be relevant for issues to do with facilitation.
6. It is important that members of the National FAL Committee have sufficient authority to speak on behalf of their organisations and to initiate necessary action in support of

the Committee's work. Experts may be invited by the Chair of the National FAL Committee to advise or contribute on specific subjects.

7. The government departments represented on the National FAL Committee are:
 - Ministry of Transport (Chair)
 - Civil Aviation Authority
 - New Zealand Customs Service
 - Ministry of Business, Innovation and Employment (Immigration New Zealand)
 - Ministry for Primary Industries (Biosecurity New Zealand)
 - Ministry of Health
 - Department of Internal Affairs
 - New Zealand Police
8. The following organisations are also members of the National FAL Committee, but attendance may be restricted depending on the matter/s under discussion:
 - New Zealand Airports Association
 - Board of Airline Representatives New Zealand
 - Air New Zealand
 - Auckland International Airport Ltd
 - Christchurch International Airport Ltd
 - Dunedin International Airport Ltd
 - Hamilton Airport
 - Wellington International Airport Ltd
 - Queenstown Airport Corporation
9. Other organisations may be entitled to become members, following application to do so, or may be invited to participate in National FAL Committee meetings on an ad hoc basis.

Activities of the National Facilitation Committee

10. The National FAL Committee shall:
 - create a work programme which it reports on regularly;
 - regularly review the level of civil aviation facilitation at international airports in the country;
 - consider and recommend solutions to civil aviation facilitation issues;
 - develop and monitor, as necessary, metrics or performance standards for facilitation;
 - stay informed about the operations of the Airport Facilitation Committees (explained below) to ensure that practices and procedures employed at the airports are in accordance with applicable legislation and ICAO SARPs;

- consider proposed changes in international legislation or in the recommended practices issued by international fora and give input to formulate the national policy position;
 - review Annex 9 provisions and their implementation by way of practices and procedures at the national level, in order to establish compliance and/or file differences with Annex 9 SARPs;
 - systematically review the differences filed with ICAO as regards Annex 9 as well as any legislation or regulations mandating the practices and procedures giving rise to such differences with a view to working to eliminate them, either by proposing changes in the practices and procedures concerned or, where necessary, by proposing changes in the relevant legislation or regulations;
 - identify and share information from each participating entity on developments in their respective work field which may affect facilitation; and
 - ensure Airport Facilitation Committees meet regularly to monitor and evaluate progress.
11. The National FAL Committee may organise its work in dedicated subgroup meetings for efficiency and effectiveness purposes. Results of subgroups are reported to the National FAL Committee.

Airport Facilitation Committees

12. Airport Facilitation Committees (whether referred to as such, or by another name) will be established by the airport operators at each international airport for the purpose of coordinating facilitation matters at the airport level. Terms of reference of the Airport Facilitation Committees (AFCs) are:
- to implement the NATFP at the airport level;
 - develop and monitor, as necessary, metrics or performance standards for facilitation; to examine problems arising in connection with the clearance of aircraft, crew, passengers, cargo, baggage, mail and stores and, where possible, provide and effect solutions to the problems which may arise at the airport concerned; and
 - to make recommendations as appropriate to the National FAL Committee, for the implementation of proposals which cannot be effected by the AFC.
13. The AFCs (chaired by the airport operator) shall be composed of representatives of the major stakeholders in civil air transport facilitation at airports, which may include, but are not limited to, civil aviation authorities, immigration, customs, airlines, security agencies, postal services, and ground-handling agencies. The AFCs shall meet quarterly.
14. The AFCs shall provide updates of airport facilitation matters to the National FAL Committee.

Chapter 6

ROLES AND RESPONSIBILITIES OF ENTITIES INVOLVED IN AIR FACILITATION

1. The chairperson of the National FAL Committee is responsible for convening both the regular and ad hoc meetings of the National FAL Committee, and for ensuring that policies and/or regulations proposed by the National FAL Committee are considered in national legislation by the authority concerned.

Entity facilitation responsibilities

2. This section describes the responsibilities of the entities that are involved in the implementation of facilitation matters in New Zealand. The list of entities may be expanded by agreement of the National FAL Committee.

Ministry of Transport

3. Responsible for New Zealand's overall interaction with ICAO on facilitation matters, and Chair of the National Facilitation Committee.

Civil Aviation Authority

4. Specific responsibilities in the area of facilitation to be considered are:
 - a. responsibility for airline and airport certification, and regulated cargo agents;
 - b. monitor and evaluate the performance of the Aviation Security Service against its regulatory requirements;
 - c. responsibility for SARPs relevant to facilitation;
 - d. to establish and ensure the implementation of a National Civil Aviation Security Programme to safeguard civil aviation against acts of unlawful interference;
 - e. to arrange for the supporting resources and facilities required by the aviation security services to be available at each airport serving civil aviation, while maintaining necessary security requirements proportionate to the risks and threats to civil aviation;
 - f. coordinate and work closely with other government agencies, aircraft and airport operators, and regulated air cargo agents in the application of aviation security measures in such a manner as to minimise unnecessary delays and inconvenience to the movement of passengers, baggage, cargo and aircraft; and
 - g. allow the adoption of procedures, facilities and initiatives to facilitate movement of travellers, baggage, cargo and aircraft so long as all necessary security measures and other control requirements are met.

Biosecurity New Zealand

5. Specific responsibilities in the area of facilitation to be considered are:
 - a. plants and animals being exported from or imported into the country meet the regulations for carriage and carry the necessary certification from competent agencies;

- b. risk assessment and processing of travellers, cargo and mail through national border controls;
- c. seizure of all prohibited goods and detention of restricted goods (pending provision of relevant certificates where applicable);
- d. enforcement of national legislation which prohibits or restricts the cross-border movement of goods;
- e. when aircraft disinsection is required for animal health reasons, only those methods and disinfectants recommended by the International Office of Epizootics are used; and
- f. declaration of extraordinary measures in case of threat of animal disease..

Ministry of Health

- 6. Specific responsibilities in the area of facilitation to be considered, with National Public Health Service, are:
 - a. granting of pratique pursuant to the Health Act and Health (Quarantine) Regulations 1983;
 - b. collaborating actively with the World Health Organization (WHO) and other countries through the National Focal Point to ensure that the International Health Regulations (IHR) are effectively implemented;
 - c. implementing preliminary control measures (against the spread of the disease);
 - d. responding promptly and effectively to public health risks and public health emergencies of international concern;
 - e. notifying WHO, in accordance with IHR requirements, of all essential information related to any health risk of an international nature; and
 - f. establishing and maintaining public health emergency contingency plans in order to ensure prompt response to a public health emergency of international concern.

New Zealand Customs Service

- 7. Specific responsibilities in the area of facilitation to be considered are:
 - a. risk assessment and processing of travellers, cargo and mail through national border controls;
 - b. performing immigration processing on behalf of Immigration New Zealand;
 - c. collecting Passenger Name Record (PNR) data from airlines on behalf of New Zealand agencies authorised to receive PNR;
 - d. seizure of all prohibited goods and detention of restricted goods (pending provision of relevant certificates where applicable);
 - e. operating systems for the receipt of electronic cargo information for border clearance purposes, including permits to import or export where required; and
 - f. enforcement of national legislation which prohibits or restricts the cross-border movement of goods.

Ministry of Business, Innovation and Employment (Immigration New Zealand)

8. Specific responsibilities in the area of facilitation to be considered are:

- a. check that persons seeking to travel to New Zealand are eligible to do so and direct carriers to not board them if they are not;
- b. where improperly documented or inadmissible persons have arrived in New Zealand, refuse entry and turn-around;
- c. check the validity and acceptability of travel documents at border control points, including on departure;
- d. inform operators of requirements regarding the entry / transit and departure of travellers; and
- e. ensure that the provisions of Annex 9 are applied with regard to inadmissible persons and deportees.

Department of Internal Affairs

9. Specific responsibilities in the area of facilitation to be considered are:

- a. issuance of travel documents and ensuring that machine readable travel documents strictly adhere to the ICAO specifications in *ICAO Doc 9303* in order to ensure readability worldwide in machine readers of different manufacturers;
- b. issuance of travel documents for refugees and stateless persons ("Convention Travel Documents") are machine readable, in accordance with the specifications of ICAO Doc 9303;
- c. update of security features in new versions of travel documents, to guard against misuse and to facilitate detection of cases where such documents have been unlawfully altered, replicated or issued;
- d. upload to the Public Key Directory (PKD) the data necessary for authentication of all electronic passports issued;
- e. establish controls to safeguard against the theft of blank travel documents and the misappropriation of newly issued travel documents; and
- f. coordinate with security authorities, where applicable, to ensure the technologies incorporated into the travel documents will enhance the facilitation and security of the traveller.

New Zealand Police

10. Specific responsibilities in the area of facilitation to be considered are:

- a. provide a security presence at New Zealand international airports in accordance with ICAO SARPs;
- b. prevention, detection and investigation of criminal offending affecting safe air travel;

- c. response to threats to civil aviation; and
- d. arrests of travellers for criminal activity and other events.

Airlines

11. The specific facilitation tasks aircraft operators include, but are not limited to:

- a. efficiently handle passengers and cargo;
- b. inform passengers of the specific requirements of the countries they intend to visit or transit through;
- c. take necessary precautions to ensure that passengers are in possession of the required travel documents at the time of embarkation;
- d. assume responsibility for custody and care of disembarking passengers and crew members from the time they leave the aircraft until they are accepted for examination;
- e. provide adequate assistance for passengers with special needs including minors or passengers with reduced mobility or disabilities; and
- f. inform airport operators and relevant government agencies, in confidence, of their service, schedule and fleet plans at the airport, to enable rational planning of facilities and services in relation to the traffic anticipated.

Airports

12. The specific facilitation tasks of airport operators include, but are not limited to:

- a. designing airports in such a manner as to enhance airport traffic flow arrangements;
- b. displaying internationally recommended signs to facilitate the movement/flow of passenger within airports;
- c. provision of flight information displays (FIDs);
- d. provision of space for agencies that have a facilitation role at the border;
- e. provision, maintenance and optimisation of facilities and services for passengers with special needs including passengers with reduced mobility or disabilities; and
- f. organisation of Airport Facilitation Committees and/or Airport User Committees.

Ground Handling Agents

13. Specific responsibilities in the area of facilitation to be considered are to co-operate closely with government agencies and airports to ensure the smooth flow of passengers, cargo, baggage and mail through the airport facilities.

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