



Te Kāhui Whakamaru Paenga Tahī Border Executive Board Annual Report 2022/23

For the period 1 July 2022 to 30 June 2023

*This document is presented to the House of Representatives
pursuant to section 44 of the Public Finance Act 1989*



Collective leadership and accountability for New Zealand's border



Border Executive Board Annual Report For the period 1 July 2022 to 30 June 2023

The Border Executive Board (BEB) has a waiver from the Minister of Finance, under section 45AB of the Public Finance Act 1989, from the requirement to include financial statements in this Annual Report.

Financial information about the BEB's assets, liabilities, expenditure and revenue can be found in the New Zealand Customs Service Annual Report, as the servicing department.

The Border System Performance appropriation, which supports the BEB, is administered by the New Zealand Customs Service. As the administrator, performance information for the appropriation is reported in the New Zealand Customs Service Annual Report.

The BEB has a three-year waiver from the Minister of Finance, under section 41(3A) of the Public Finance Act 1989, to provide information on its strategic intentions, as the functions and operations of the BEB are covered by the strategic intentions of the relevant departments.

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A message from the Border Executive Board

The 2022/23 year has been one of transition, readiness for change and an opportunity to reconfirm the value of the Border Executive Board (BEB).

Transition away from response

Border agencies successfully concluded their critical contribution to the Government's COVID-19 response. Closing the border was unprecedented and reopening has been challenging. Border agencies have responded well. As the BEB, we have been careful to set pragmatic expectations as people and systems respond to increased activity.

We have supported the return of air travel. Border agencies are only one part of the aviation system but are essential to protecting New Zealand. Our work has been a true system challenge.

Readiness for change with the New Zealand Traveller Declaration in use

The BEB and agencies have put a lot of effort into the governance, development and implementation of the New Zealand Traveller Declaration. The move to digital information and interaction is a significant change for arriving travellers and the frontline border processing agencies of Customs, Ministry for Primary Industries (Biosecurity New Zealand), and the Ministry of Business, Innovation and Employment (Immigration New Zealand). The digital declaration will strengthen the border's ability to manage risk by receiving traveller information in advance of arrival and will enable the border to respond quickly to existing or new threats.

Reconfirmed the value of the BEB

We reconfirmed the value of the BEB by updating our areas of accountability. The accountabilities were originally set by Cabinet in 2020 when our role was driven by the COVID-19 response. The accountabilities include the original intent, to make sure there are no gaps in the end-to-end border processes, but now also acknowledge our leadership role to facilitate business and a positive user experience with the border system. We also continued to review how we operate to provide a clear direction for border agencies.

Commitment to governance

In December 2022, we farewelled Bryn Gandy, Acting Secretary for Transport, and welcomed Audrey Sonerson as the permanent Secretary for Transport.

All chief executives have continued their commitment to border work, even though for some it is only a small part of their department's responsibilities.

We continued to share our experience, establishing and getting the most from the interdepartmental executive board model. We also shared insights and provided support for other issues, such as the enhanced preventative actions for the potential outbreak of foot and mouth disease led by the Ministry for Primary Industries.



The BEB was awarded the Te Tohu mō te Kaiārahi Mahi Whakahaere Leadership in Governance award at the 2023 Spirit of Service Awards. This recognised the contribution and commitment of the chief executives and their staff to the BEB.

Importance of keeping connected

We are mindful that our role is to strengthen the coherence of a border system that, for the most part, operates well. Our work programme is delivered by border agencies and they continue to participate in joint activity, in addition to their core functions.

The coordination required for the COVID-19 response highlighted the shared issues and opportunities at the border, and across the member agencies, and the importance of maintaining strong connections and joint working. Keeping connected is something that will remain important to all of us and be central to our continued success.

Waiho i te toipoto, kaua i te toiroa

Let us keep close together, not wide apart

Ngā mihi

The board as at 30 June 2023



Christine Stevenson

Chair
Comptroller of Customs

Inaugural member



Ray Smith

Director-General
of Primary Industries

Inaugural member



Carolyn Tremain

Secretary for Business, Innovation
and Employment and Chief Executive

Inaugural member



Chris Seed

Secretary of Foreign Affairs
and Trade

Inaugural member



Dr Diana Sarfati

Director General of Health

Joined August 2022 as
Acting Director-General
Appointed from 1 December 2022

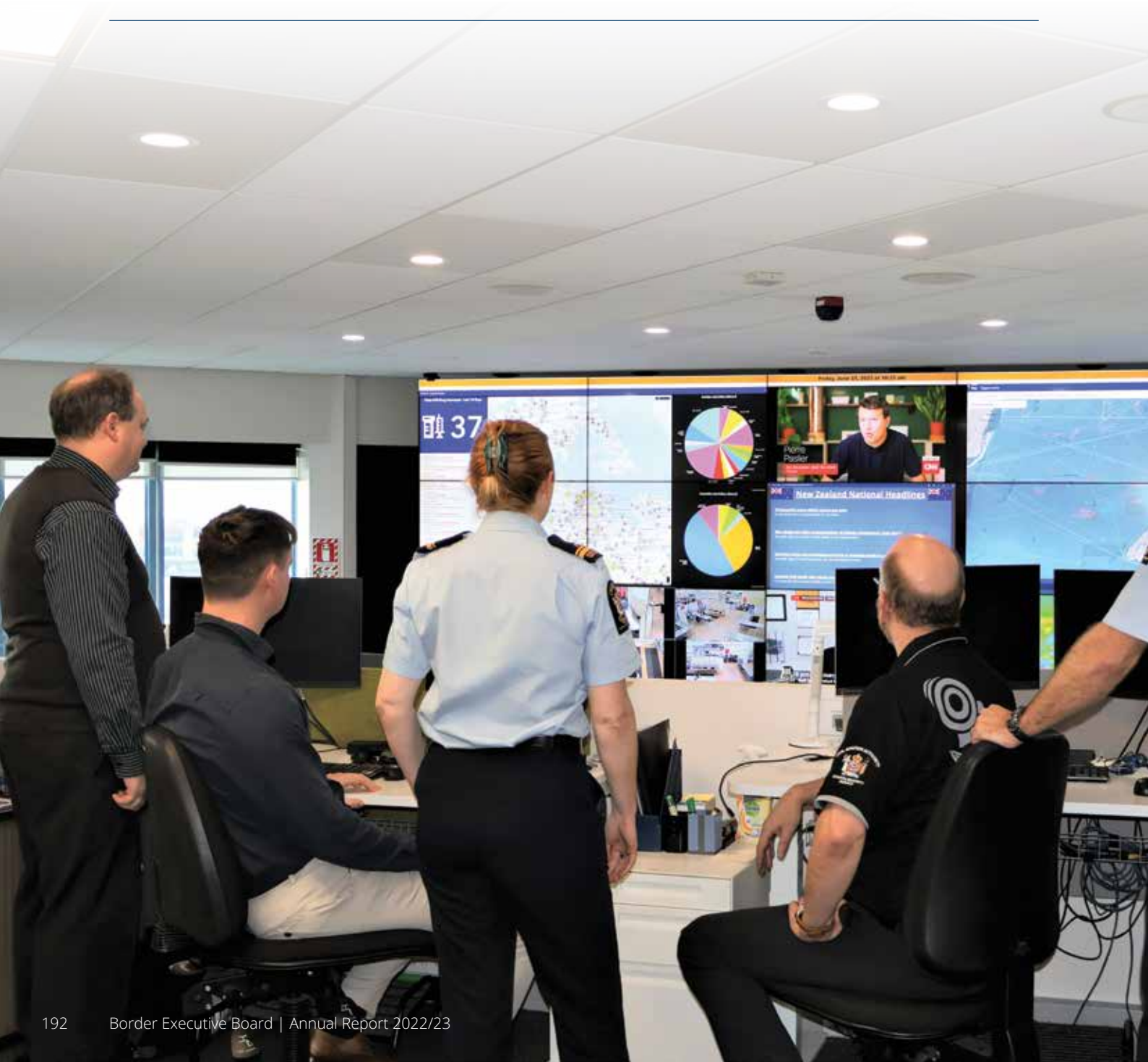


Audrey Sonerson

Secretary for Transport

Appointed from
12 December 2022

Who we are and what we do



About the Border Executive Board

Strong leadership of the border

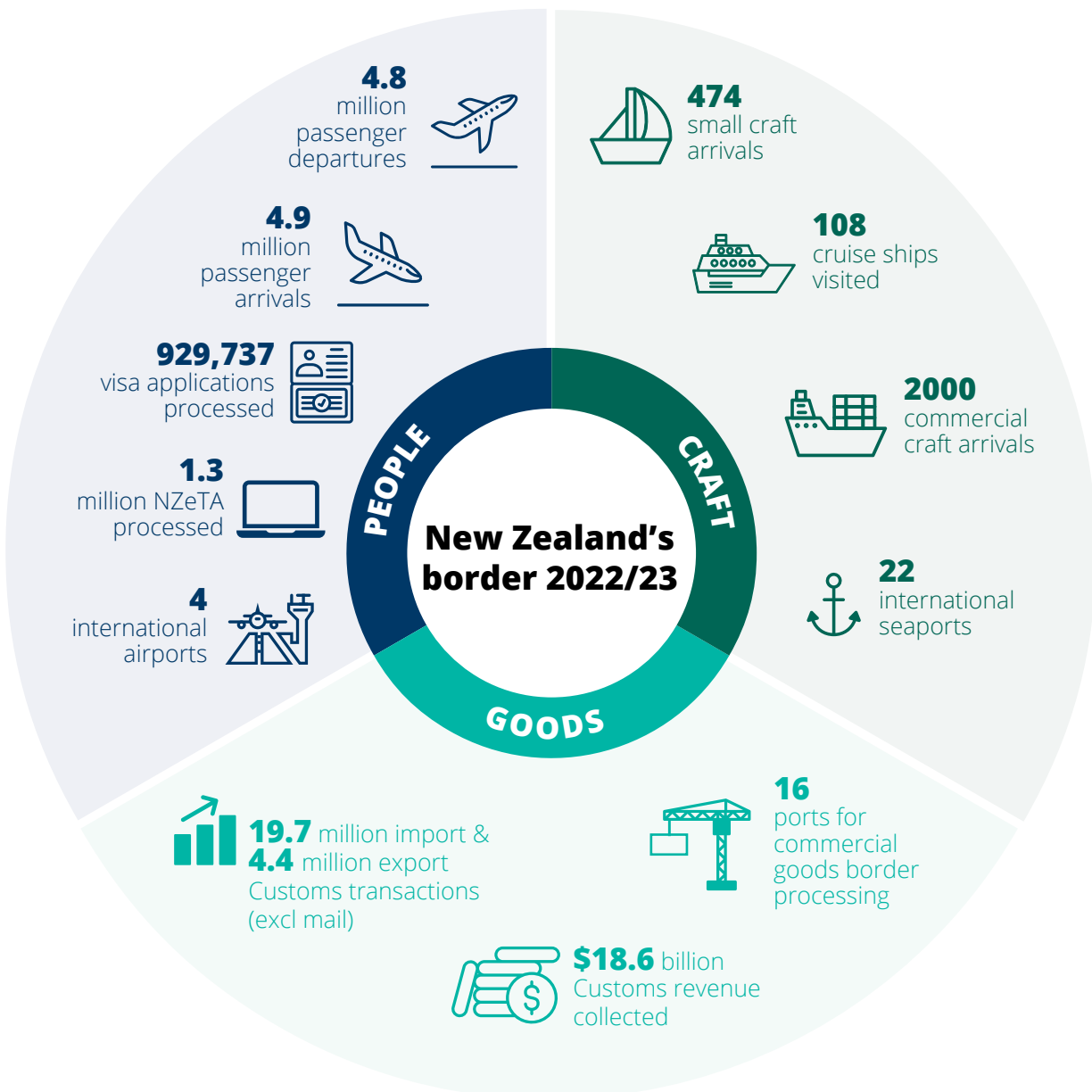
The Border Executive Board (BEB) started on 11 January 2021 and was the first interdepartmental executive board established under the Public Service Act 2020.

An interdepartmental executive board is a way of working to improve collaboration without structural change. It brings together departmental chief executives to work collectively and with joint accountability to address matters that need to be worked on by more than one agency; in this case for the New Zealand border.

Effective border management is critical to New Zealand

The border is where the New Zealand Government controls the movement of people, goods and craft and collects revenue. Border operations help New Zealand's connectivity with the world through trade, travel and tourism and protect New Zealand's economy, society and biodiversity from a range of threats.

The Government's activities occur not just at the physical point of arrival or departure but extend overseas. The border sector also interacts with many other systems, such as trade, security, labour markets, biodiversity, tourism, economic growth and primary industries.



An integrated border is important

Working together is important as many organisations operate at the border, including several government agencies. Making the border easier to navigate helps the economic and social prosperity of New Zealanders.

Border agencies have worked collaboratively over many years, recognising that all contribute to the safe and effective operation of New Zealand’s border.

The Border Sector Governance Group (BSGG) operated from 2007-2020 as a chief executives’ group to improve and coordinate operations at the border. This included the New Zealand Customs Service, Ministry for Primary Industries, Te Manatū Waka Ministry of Transport, and the Ministry of Business, Innovation and Employment.

In response to COVID-19, the membership was expanded to include Manatū Hauora Ministry of Health, Ministry of Foreign Affairs and Trade, the Treasury, and the Department of the Prime Minister and Cabinet.

The establishment of the BEB formalised the ongoing membership of the six agencies with border functions.

The structure and governance arrangements enable collaboration and alignment, providing a single point of contact for raising issues and opportunities that are best progressed by working across more than one agency.

Our Māori name describes our intent and how we operate

Te Kāhui Whakamaru Paenga Tahī
A high-level group protecting the border as one

The BEB works to protect New Zealand from threats (including drug and people smuggling, and biosecurity and health risks) while enabling exporting, importing and tourism to support the economy.

Value in connected agencies

The size and regularity of delivering border services varies across the member agencies. The BEB’s role is to make sure these agencies stay connected and operate in a coordinated way.

Border functions within member agencies

<p>New Zealand Customs Service</p> <p>Te Mana Arai o Aotearoa</p>	<ul style="list-style-type: none"> • Risk-informed assessment, inspection and clearance of travellers, goods and craft • Revenue collection • Disruption of illicit/illegal goods and organised crime • Trade assistance 	<p>Ministry of Health</p> <p>Manatū Hauora</p> <ul style="list-style-type: none"> • Surveillance of, and response to, health threats at the border • Health clearance for arriving craft • Operationalisation of the International Health Regulations 2005
<p>Ministry of Business, Innovation & Employment</p> <p>Hikina Whakatutuki</p>	<ul style="list-style-type: none"> • Verify right to enter New Zealand • Disruption of people smuggling and trafficking 	<p>New Zealand Foreign Affairs & Trade</p> <p>Manatū Aorere</p> <ul style="list-style-type: none"> • Consular communications • Support for border settings • Trade facilitation
<p>Ministry for Primary Industries</p> <p>Manatū Ahu Matua</p>	<ul style="list-style-type: none"> • Risk-informed assessment, inspection and clearance of travellers, goods and craft for biosecurity protection • Approval and oversight of transitional / containment facilities • Biosecurity system pre-border and domestic 	<p>Ministry of Transport</p> <p>Te Manatū Waka</p> <ul style="list-style-type: none"> • Policy advice, Crown entity governance, system leadership and stewardship including: <ul style="list-style-type: none"> - Aviation Security air security, passenger and baggage screening - Civil Aviation Authority aviation safety - Maritime New Zealand regulatory activity

Operating Framework 2022/23

PUBLIC SERVICE ACT 2020

Purpose of any board

The purpose of an interdepartmental board is to:

- support member departments to undertake priority work in a subject matter area
- align and coordinate strategic policy, planning and budgeting
- support cross-departmental initiatives in a subject matter area.

ORDER IN COUNCIL

Purpose of BEB

Established as part of New Zealand's defence against COVID-19 and other risks. Intended to help coordinate the management of New Zealand's borders, for example, by assisting the relevant departments to:

- remove gaps in border processes
- ensure that future risks from people, goods and craft arriving at the borders are addressed
- make strategic improvement to border system.

CABINET

BEB accountabilities summary

- Strategic border system improvements.
- No gaps in the end-to-end border processes, with health integrated.
- Manage risk and maximise opportunity from people, goods and craft arriving or departing the border.
- Border system is financially sustainable.
- Leadership to facilitate business and positive user experience with the border system.

BORDER SECTOR STRATEGY

Approved by Cabinet. Agreed with responsible Minister and governance board. Sets the strategic direction that aligns with Cabinet accountabilities.

- To provide collective leadership and accountability for New Zealand's border.

BEB WORK PROGRAMME

Set by the governance board. Activity and joint initiatives that support the Cabinet accountabilities and Border Sector Strategy:

- leadership
- response and readiness
- improvements.

WORKING ARRANGEMENTS

Governance board sets how the BEB will operate including:

- Terms of Reference
- Operating Procedures – legislatively required to publish on a website.

REMIT

Legislated member departments

Public Service Act 2020 lists members:

- New Zealand Customs Service
- Ministry for Primary Industries
- Ministry of Business, Innovation and Employment
- Ministry of Foreign Affairs and Trade
- Ministry of Health
- Ministry of Transport.

GOVERNANCE BOARD

Determined by Public Service Commissioner

To be some or all of the chief executives of the member departments.

Chief executives from:

- New Zealand Customs Service
- Ministry for Primary Industries
- Ministry of Business, Innovation and Employment
- Ministry of Foreign Affairs and Trade
- Ministry of Health
- Ministry of Transport.

CHAIR

Appointed by Public Service Commissioner

- Comptroller of Customs.

SERVICING DEPARTMENT

Public Service Act 2020 states servicing department

- New Zealand Customs Service

Ministerial responsibility



During the year, the Minister responsible for the BEB changed. This reflected the stepping down of the Government's response to COVID-19 and that the BEB's COVID-19 contribution was no longer the dominant activity for the border.

Timeline of BEB ministerial changes throughout the year:

- > 1 July 2022, Minister for COVID-19 Response
- > 1 February 2023, Minister for Health as the COVID-19 Response portfolio was disestablished and integrated into the Health portfolio
- > 31 March 2023, responsibility transferred to the Minister of Customs.

As at 30 June 2023 the responsible Minister was Hon Jo Luxton.

Border-related ministerial portfolios

- > Minister of Health
- > Minister of Transport
- > Minister of Foreign Affairs
- > Minister for Biosecurity
- > Minister of Tourism
- > Minister of Customs
- > Minister of Immigration

Keeping a clear and relevant purpose

Following Cabinet approval in December 2020, the BEB was operating from 11 January 2021. This pace reflected the significant role the border had in the Government's COVID-19 response and because of the:

- > complexity of border issues
- > impact that activities, decisions and operations by one agency have on other agencies and the people who interact at the border
- > need for strong joint ownership of end-to-end border processes
- > value a dedicated forum would bring with a system approach to ensure a safe and smart border
- > significance of the border to New Zealand's security, including threats from biosecurity and health, and drug and people smuggling.

Ongoing need for joined-up leadership

The BEB has delivered on its original accountabilities relating to COVID-19. The Government's response to COVID-19 has changed and the World Health Organisation declared an end to the COVID-19 global health emergency on 5 May 2023. However, the purpose of the BEB to coordinate management of New Zealand's border remains relevant.

Cabinet accountabilities kept relevant

In May 2023, Cabinet approved updating the BEB's accountabilities to remove reference to COVID-19 while retaining the original intent of the BEB. A new accountability was added to acknowledge the focus on business and a positive traveller experience.

The revised accountabilities

- > Strategic border system improvements, including developing a Border Sector Strategy, monitoring performance and user experiences across the system, advising on investment decisions for the border system and delivering joint initiatives to build a safer and smarter border.
- > No gaps in end-to-end border processes, with health risk management integrated and the border ready to respond to significant events.
- > Risks from people, goods and craft arriving and departing the border will be addressed and opportunities maximised, where these are not already being managed by an existing agency or other government processes.
- > The border system is financially sustainable through the use of cost recovery and oversight of significant fiscal challenges such as inflation.
- > Provide leadership to facilitate business and a positive user experience with the border system.

Clear priorities for border agencies

The work programme for 2022/23 evolved to incorporate COVID-19 activity rather than to have it as a separate pillar.

Systems improvements was widened to include significant improvement activity that involved multiple agencies. The three pillars for 2022/23 were:

- > *leadership* – governance to provide direction and ensure performance of the border system now and into the future
- > *respond to current matters* – responding to matters impacting the border system and taking action so the border is ready for a future event
- > *improve the border for the future* – deliberate initiatives to support a safe and smart border now and into the future.

Governance of the work programme

The work programme was delivered by the border agencies and Secretariat, led by their respective chief executives, and in partnership with other government agencies and aviation and maritime sector stakeholders.

Funding

The Border System Performance appropriation, part of Vote Customs, supports the activities of the BEB. From 1 July 2022, the appropriation was funded by contributions from the six border agencies.

Accountability

Chief executives have individual accountability for their own agency's performance and contribution to the BEB work programme.

The chief executives also have their usual responsibilities for the performance of their own agencies and accountability to individual ministers.

Agency abbreviations:

BEB	Border Executive Board	MoT	Te Manatū Waka Ministry of Transport
NZCS	New Zealand Customs Service	MBIE	Ministry of Business, Innovation and Employment
MFAT	Ministry of Foreign Affairs and Trade	MPI	Ministry for Primary Industries
MoH	Manatū Hauora Ministry of Health		

The Border Executive Board is here to provide collective leadership and accountability for New Zealand's border

we aspire to

enable the prosperity and security of New Zealand through a smart and safe border

we aim to achieve

Smarter	Safer	Facilitation	Stewardship
Improvements to the border system	Protect from harm and effectively manage risk onshore and offshore	Efficient movement of compliant people, goods and craft	New Zealand's border system meets the needs of today and the future





Our areas of shared interest are

- | | |
|---|--|
| <ul style="list-style-type: none"> • Connecting New Zealand
Maintain the air and maritime pathways in a new operating environment • Readiness for the next event
Ensure the border is ready for the next significant event, learning from the COVID-19 response • Commitments to the Pacific
Facilitate movement of people, goods and craft for Pacific nations • Health response
Be ready for another COVID-19 variant of concern or next health event | <ul style="list-style-type: none"> • Digital solutions
Use technology to reduce risk to New Zealand and improve customer experience of border activity • Flow and use of data
Data can be used appropriately and legally to manage risk and opportunities and improve the customer experience • Integrated insights and surveillance
Enhance the multi-agency approach to managing information and risk • Mitigate illicit activity
Mitigate the risk of transnational crime at air and sea ports working with the Security Intelligence Board |
| <ul style="list-style-type: none"> • Economic strength
Support the flow of goods by considering opportunities or removing barriers to the supply chain • Infrastructure
Infrastructure and regulations enable effective and efficient air and sea ports | <ul style="list-style-type: none"> • Financial sustainability for the border sector
Enable sustainable revenue streams to maintain fit-for-purpose services and infrastructure • Alignment of investment
Coordinate planning and investment to maximise value and use of resources • Effective governance
Maintain governance and assurance of the border system |










Our principles

One view of the border through system leadership	Integrated and coherent investment, delivery and customer experience	Resources are targeted to activity of greatest value to the border system	Partnership	Future focused through the use of technology	Risks are managed as early as practicable and offshore where possible
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A work programme of joint activity

Leadership	
 <p>Governance</p> <ul style="list-style-type: none"> • Board performance • Performance of the border system • Accountability to Parliament and public • System coordination 	 <p>Ahumoni Hoahoa (Finance)</p> <ul style="list-style-type: none"> • Cost recovery – fees and levies to manage cost pressures and volume issues • Multi-year view of border finance and collective investments
 <p>Risk and Assurance</p> <ul style="list-style-type: none"> • Risk monitoring • Assurance plans and activity 	 <p>Strategic Direction</p> <ul style="list-style-type: none"> • Border Sector Strategy • Success indicators

and joint initiatives with the six border agencies

<i>that respond to current matters</i>	<i>Agencies involved</i>
 <p>Air Border</p> <ul style="list-style-type: none"> • Support the airport system to operate efficiently and enable a positive traveller experience 	NZCS, MPI, MBIE, MFAT, MoT
 <p>Maritime Border</p> <ul style="list-style-type: none"> • Maritime passenger strategy • Maritime port infrastructure for processing passengers 	MoT, NZCS, MPI, MBIE MoT
 <p>Border System Readiness</p> <ul style="list-style-type: none"> • The next COVID-19 variant of concern or next health event • Contribute to the Royal Commission of Inquiry (COVID-19 Lessons) and use insights for next border event • Winter season including health settings and border workforce 	All All All
<i>and improve the border for the future</i>	
 <p>Digital Declaration</p> <ul style="list-style-type: none"> • Digitise the Arrival Card using the New Zealand Traveller Declaration • Implement agency ownership of the New Zealand Traveller Declaration 	Lead: NZCS, MBIE, MPI With: MoH
 <p>Data Sharing and Privacy</p> <ul style="list-style-type: none"> • Data sharing support for priority projects • Identify opportunities for addressing barriers to information sharing • Strategic oversight and direction of border data sharing and privacy activities 	Lead: MBIE With: NZCS, MPI, MoT, MFAT, MoH
 <p>Digital Border – Airports of the Future</p> <ul style="list-style-type: none"> • Develop biosecurity and customs substance algorithms • Airport trials for RTT (real time tomography) scanner, X-ray, control room and radio frequency identification • Oversight and alignment of digital border projects 	Lead: MPI, NZCS With: MoT, MoH
 <p>Integrated Targeting and Operations</p> <ul style="list-style-type: none"> • Increase agency participation and representation at the Integrated Targeting and Operations Centre (ITOC) • Support 24/7 operations • Enhance ITOC's role in border operational coordination 	Lead: NZCS, MBIE, MPI With: MoH, MoT
 <p>Strategic Approach to Health at the Border</p> <ul style="list-style-type: none"> • Integrate health intelligence and risk assessment • Regular health function at the border • Ability to identify, monitor and escalate health measures • Implement the Strategic Approach to Health at the Border (phased) 	Lead: MoH With: NZCS, MPI, MBIE, MoT
 <p>Infrastructure at Airports</p> <ul style="list-style-type: none"> • Collective engagement with New Zealand's six largest airports • Preparation for the enactment of Regulatory Airport Spatial Undertakings (RASU) under the CAA Bill • Input into development of Auckland International Airport 	Lead: MoT, NZCS With: MPI, MBIE, MoH

Our progress

If you haven't already completed a paper Passenger Arrival Card try the new digital declaration.

You must submit before passport control.

For more information please scan or visit travellerdeclaration.govt.nz

Scan here



Free Wi-Fi available





1. Ensure Wi-Fi is turned on
2. Choose the network Auckland Airport
3. Open an internet browser and complete the registration details

New Zealand Traveller Declaration | Whakapuanga Tangata Hāori ki Aotearoa

To Kāwanatanga o Aotearoa
New Zealand Government




Highlights for 2022/23

 Lead the border	 Respond to current matters	 Improve the border for the future	 Performance measures
<p>Adjusted governance and work programme to reflect air and maritime borders reopening</p>	<p>Agile to a changing environment. Action taken to respond to fast growth in air travel. Good understanding of how health connects with the border</p>	<p>Progressed improvement initiatives with work plans revised as COVID-19 border activity concluded</p>	<ul style="list-style-type: none"> > Ministerial satisfaction > Work programme responds to risk and drives improvement > Border Sector Strategy approved by the governance board

Completed border’s contribution to the Government’s COVID-19 response 

Completed COVID-19 border-related activity that was essential to the Government’s pandemic response. The air and maritime borders fully reopened and the Air and Maritime Border Orders were revoked.

> [Strategy link: Facilitation | Safer](#)

Digital declaration went live for arriving air travellers 


Implementation of the digital Passenger Arrival Card using the New Zealand Traveller Declaration to improve risk management. Aviation go-live began in July 2023. Go-live for maritime arrivals will be later in 2023.

> [Strategy link: Facilitation | Safer | Smarter](#)

Return of cruise season and small craft 

Cruise season resumed for a full 2022/23 season, with an understanding across all agencies on how a potential health event will be managed. Expecting larger season for 2023/24.

> [Strategy link: Facilitation](#)

Enhanced readiness for another health event 

Confirmed health presence at the border, with two permanent positions in the Integrated Targeting and Operations Centre (ITOC) and improved cross-agency understanding of health information flows and border measures.

> [Strategy link: Facilitation | Safer](#)

BEB purpose and governance arrangements confirmed 

Annual evaluation of governance. Revised Cabinet accountabilities. First BEB Border Sector Strategy approved by Cabinet.

> [Strategy link: Stewardship](#)

Financial sustainability – first collective financial view of the border 

A whole of border view of funding, fees and levies, investments, and performance measures for border activities collated for the BEB.

> [Strategy link: Stewardship](#)

Reinvigorated improvement initiatives 

Updated all six Systems Improvements initiatives with COVID-19 response activity concluding and borders reopening.

> [Strategy link: Smarter | Safer | Stewardship](#)

Maintained strong connections 

Refreshed Deputy Chief Executive group to mirror BEB, with same strong purpose, keeping the border agencies connected.

> [Strategy link: Stewardship](#)

See the annual reports of the six border agencies for information on their achievements for the year. Performance measure information is reported in the New Zealand Customs Service Annual Report

Lead the border

Summary of key activity



Governance

- > Annual review of operating documents
- > Revised Cabinet accountabilities
- > Supported incoming Ministers
- > Select Committee annual review
- > Revised BEB DCE Group
- > Supported cross-agency coordination



Ahumoni Hoahoa (Finance)

- Support the financial sustainability of the border sector
- > Whole-of-border view of fees and levies
 - > First multi-year view of border finance, investment and performance
 - > Develop a way to maintain coordination and collaboration



Strategic Direction

- > First BEB Border Sector Strategy approved



Risk and Assurance

- > Integrity of border workforce assurance
- > Summer and winter seasonal assurance



Reconfirmed purpose after COVID-19

The reopening of the borders and removal of COVID-19 restrictions prompted the BEB to revisit its purpose and adjust the work programme.

The annual review of operating documents and governance supported that it was appropriate to seek Cabinet's agreement to remove COVID-19 requirements from the accountabilities. These accountabilities had been set when the BEB was established in 2020.

The draft Border Sector Strategy was updated and provided to Cabinet for approval, along with the proposed accountabilities. This showed the forward thinking of the BEB to make sure it has a relevant purpose with a clear direction.

Cabinet also agreed that changes to the Border Sector Strategy can be made between the BEB and the responsible Minister. Cabinet has the authority to change the accountabilities.

The BEB continued to provide a clear direction on areas of most value at a system level, recognising that generally the border operates successfully. This took into consideration that the size and weight of border activity is not equal amongst its members.

The operating procedures had minor changes to reflect how the BEB was operating. These, and the revised terms of reference, were published at www.customs.govt.nz/about-us/border-executive-board/.



Governance connections maximised

The BEB and border agencies wanted to retain the good practices and improved relationships that had developed during the COVID-19 response.

The regular meetings of the BEB provided the opportunity to seek collegial support and advice.

During the year, the Ministry for Primary Industries (MPI) responded to an outbreak of foot and mouth disease in Indonesia by enhancing measures at the border. Foot and mouth disease is one of the highest threat animal diseases that would have severe impacts on our animal industries with a rapid cease in trade in animal products and significant management measures required.

High-risk travellers were identified for additional screening through advanced passenger information. Enhanced measures included the use of disinfectant foot mats and communications to passengers offshore, in-flight and on arrival in New Zealand. Additional risk assessment and screening was also put in place in the mail and cargo pathways for risk goods coming into New Zealand from Indonesia.

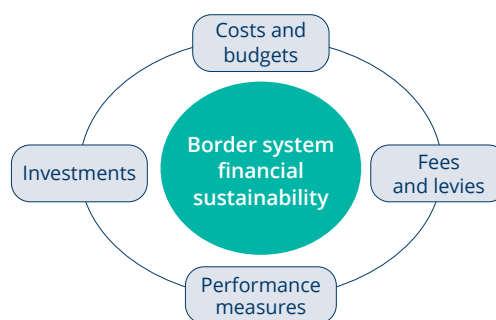
The regular BEB meetings provided an opportunity to ensure the implementation of these enhanced measures at the border was coordinated. It also provided an opportunity for members to provide advice and share insights into how the risk mitigation was developed and implemented. This was helpful as the response involved many government and non-government agencies.



Ahumoni Hoahoa improved border financial information and engagement

The improvement initiative Ahumoni Hoahoa, led by Customs, was established to support the border agencies to manage the implications of COVID-19 on cost-recovery due to severely reduced traveller numbers.

As the border reopened, the attention shifted to developing an approach to make sure the border remains financially sustainable. Border agencies worked together to collect and present the first consolidated financial view.



A system view is important as agencies face similar fiscal challenges. Many border services are funded by fees and levies, which often have the same fee payer or stakeholder.

The border agencies share financial and non-financial information because Ahumoni Hoahoa is part of the work programme. Sharing information is supported by agreed principles:

- > an all-of-border sector view – every decision needs to be taken with the overall border sector in mind
- > transparency – sharing financial information between agencies
- > efficiency – make sure our activities and services are efficient and deliver value for money
- > customer focus – keep the customer at the centre of the decisions we make
- > sustainability – decisions are affordable in both the short and long term
- > supporting change – challenge what has been done in the past and whether this supports the way we want to work in the future.

Three subject specific-groups will be created in 2023/24, with members from each agency, to inform the consolidated view and identify opportunities for efficiencies and manage shared financial risks. The three subjects are investments, fees and levies, and performance.



Assurance to meet seasonal changes

The BEB implemented seasonal assurance during the year to make sure the border was ready for the key changes that summer and winter bring.

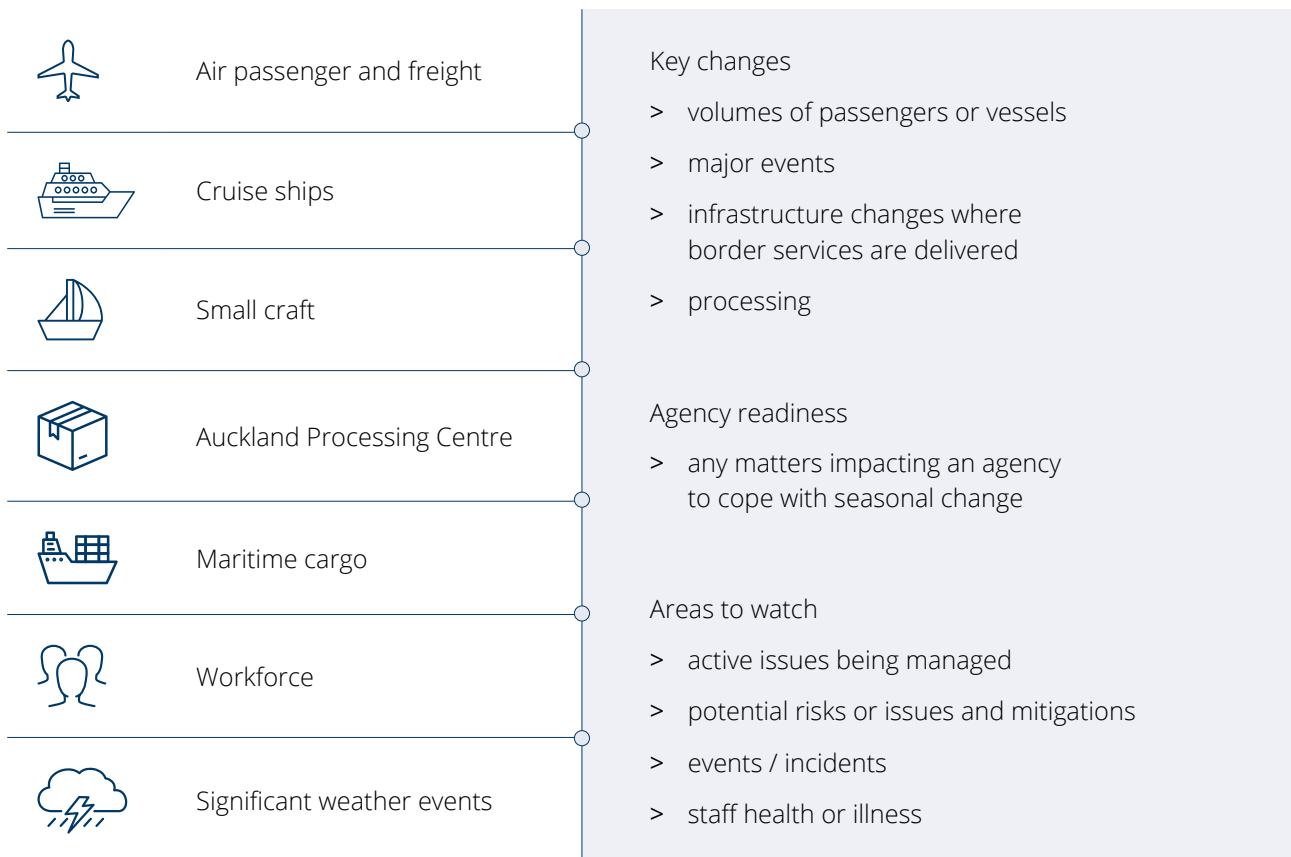
Readiness brings together information from all BEB agencies and the border Crown entities.

The resumption of cruise ships coming to New Zealand was part of the border reopening process and this included being ready for a COVID-19 variant or other health event. The cruise ship season will continue to be part of seasonal readiness in 2023/24.

Summer 2022/23 readiness focused on supporting the increase in air travellers, small craft and imported Christmas goods.

Winter readiness included considering the increased risk of illness to border workers and supporting shared agency health and wellbeing practices. This is important where staff from different agencies share the same workplace.

Readiness considered:



Respond to current matters

Summary of key activity



Connecting New Zealand

- > Completed steps 4 and 5 of the Government's Reconnecting New Zealanders Programme as the border reopened after being closed in March 2020 as part of the Government's COVID-19 response
- > Air border fully reopened 31 July 2022. Travellers experienced their first summer post COVID-19 restrictions
- > Maritime border reopened 31 July 2022 to foreign flagged vessels, including cruise ships. Cruise ship season resumed for October 2022 – March 2023
- > Closed the Maritime Border Programme. Resumed services via business-as-usual systems, with increased coordination and using frameworks developed through the COVID-19 response



Air Border

- > Supported the airport system with the increase in traveller numbers

	June 2022	June 2023	Increase
Arrivals	206,356	405,760	+ 199,404
Departures	213,880	423,490	+ 209,610



Maritime Border

- > Maritime Border Overview for People approved
- > Maritime port infrastructure for processing passengers identified as a priority to ensure safety of border workers and a positive arrivals experience



Border System Response and Readiness

Response

- > Agencies adjusted their working environments due to significant flooding at Auckland International Airport from the severe weather event in January 2023
- > Clarified potential border response to measles outbreak when cases were confirmed in New Zealand
- > Provided a seamless and positive border experience for the FIFA Women's World Cup held July to August 2023. The major event was led by MBIE with Chief Executive oversight and working groups for transport and the border.

Readiness

- > Participated in the Department of the Prime Minister and Cabinet system readiness for winter variant of concern and health-led exercise for summer health event
- > Contributed to the catalogue of COVID-19 measures and their suitability for another health event
- > Weekly health surveillance reporting and monthly biosecurity bulletins shared with governance board
- > Border scenarios for passengers and cargo considered by the BEB to inform agency planning
- > Responded to requests for information from the Royal Commission of Inquiry COVID-19 Lessons Learned, announced December 2022. This included developing the BEB narrative.



Air border fully reopened

The gateway to New Zealand for most international air travellers is Auckland International Airport (AIAL).

The airport system has experienced disruption due to the faster than expected resumption of air travel worldwide. The aviation system workforce and operations were significantly disrupted when the border closed.

While traveller numbers are still below 2019 levels, the system has struggled to continually operate optimally and there are 'pinch points'. These became visible for border agencies through off-schedule aircraft arrivals, congestion with passenger processing and an increased volume of mishandled baggage to process.

Responding to disruption, by working together, is not new for border agencies and aviation partners. This collaborative approach continued with AIAL to support the resumption of travel at Auckland.

The BEB worked to make sure border agencies were performing and responding to changes, as well as seeing how it could influence improved performance across the full airport system. The BEB also wanted to minimise the risk of other New Zealand international airports experiencing similar issues.

Actions taken

- > Regular governance discussions following ongoing additional action to respond to issues.
- > Engaged directly with AIAL Chief Executive and Chief Operating Officer.
- > MPI changed biosecurity processes and queuing.
- > MPI provided extra staff for biosecurity processing of mishandled bags to meet increased volumes.
- > Border agency staff participated in extra common operating group meetings with airport operators to help identify and make improvements.
- > Border agencies participated in an operational improvement sprint project led by AIAL to identify and implement improvements for the July 2023 school holidays and FIFA Women's World Cup.
- > Joined-up data analytics with AIAL to understand what influences peak congestion times and how to make better informed operational decisions.

The challenge for the BEB has been that border agencies only make up part of the passenger arrival system. It is likely that additional effort will be needed as airport operations gear up for increased number of flights and higher passenger numbers through summer 2023/24.



Maritime border fully reopened

The maritime border operates successfully for trade and travel, with each agency delivering their border functions.

The COVID-19 response and reopening of the border highlighted the benefits of an ongoing coordinated approach to maritime activity.

While the maritime border can take some of what has worked well in aviation, border services are delivered very differently in these two environments.

The biggest opportunity is to align risk management practices across aviation and maritime, starting with implementing the digital declaration in both.

Coordinating maritime strategies

The Maritime Border Overview for People captures activity aimed at improving activity for passengers and crew. It brings together existing strategies and activity to make it easy to see the full picture and to maximise coordination. Agencies will regularly review progress and alignment.

Coordinated voice for port infrastructure

Delivering maritime border services is challenging. Ports are a known high-risk working environment. Space constraints and limited fixed infrastructure for inspections and for processing cruise passengers can be challenging to work in.

The BEB wants to ensure the health, safety and wellbeing of staff, as well as a positive traveller experience and effective delivery of border services. In June 2023, MPI, Customs and Maritime New Zealand started a whole-of-border approach with ports about infrastructure. Requirements will be progressed port-by-port starting with creating a checklist for border services. Whole of border areas of interest include:

- > shelter from weather for border processing
- > internet connectivity
- > basic facilities for border staff (secure office space, storage, parking, interview rooms)
- > infrastructure constraints eg, the number of ships/passengers who can arrive on the same day who require border processing.

Improve the border for the future

Summary of key activity



Digital Declaration

NZCS, MBIE, MPI, with MoH

Design and implement the digital Passenger Arrival Card for aviation and maritime using the New Zealand Traveller Declaration (NZTD)

- > Developed and tested NZTD
- > Phased implementation from July 2023 for aviation
- > Operating model agreed with participating agencies
- > BEB and agency resources prioritised to the digital declaration



Data Sharing and Privacy

MBIE, with NZCS, MPI, MoT, MFAT, MoH

Investigate and provide recommendations to improve the ability for border sector data to be used to enable an effective border

- > Advice on border projects
- > Identified opportunity to improve guidance to agencies and consider data sharing and privacy early in activity
- > Current state of data sharing report completed that showed issues can be resolved through improved tools, education and privacy by design



Digital Border – Airports of the Future

MPI, NZCS, with MoT, MoH

Reduce risk to New Zealand and provide a seamless entry for passengers at the border through the development and implementation of a digital arrival declaration and deployment of new x-ray technologies and software

- > Focus on implementing the digital Passenger Arrival Card in aviation and maritime
- > Front-of-house scanner trial completed
- > Research and development on biosecurity algorithms progressed in partnership with Australia Department of Agriculture, Fisheries and Forestry
- > Stock-take of digital projects across border agencies completed



Integrating Targeting and Operations

NZCS, MBIE, MPI, with MoH, MoT

Provide an integrated watch, warn and respond capability by increasing agency participation and integration at the Integrated Targeting and Operations Centre (ITOC)

- > Enhanced the ITOC governance and operations with new Memorandum of Understanding
- > Targeting service to support 24/7 operations
- > Clear direction and priorities through multi-agency work programme
- > Australian Border Force three-month placement
- > Increased staff numbers at the ITOC with Maritime New Zealand adding staff
- > Focus on developing culture of collaboration to improve system risk management

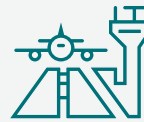


Strategic Approach to Health at the Border

MoH, with NZCS, MPI, MBIE, MoT

Establish a sustainable and enduring health presence at the border to protect from health risks

- > Two permanent health roles established in the ITOC
- > Process for providing health advisories for frontline border staff embedded through the ITOC
- > Coordination with Maritime NZ to reopen maritime border and be ready for next health event
- > Public health presence at Christchurch and Auckland International airports delivered
- > Established and embedded national health processes for monitoring and reporting for cruise vessels and COVID-19
- > Weekly horizon scanning reporting to BEB trialled and embedded
- > Current state of health information flow and escalation established



Infrastructure at Airports

MoT, NZCS, with MPI, MBIE, MoH

Shape the enhancement of airport infrastructure and legislation by representing border sector agencies

- > Coordinated border engagement with six tier 1 airports
- > Participated in Auckland International Airport redevelopment
- > Implementation plan for Regulatory Airport Spatial Undertakings (RASU) completed
- > Civil Aviation Act 2023 received Royal assent on 5 April 2023 and commences on 5 April 2025



Improving the border for the future

The BEB reinvigorated the improvement initiatives as the border's COVID-19 response activity was concluded.

Activity during the year included:

- > each Systems Improvements initiative presented revised work plans to reset focus and pace of work
- > at least monthly assurance and decisions for the New Zealand Traveller Declaration (NZTD) Programme

- > quarterly Systems Improvements Programme assurance
- > specific updates from each initiative as needed for key decision-making.

The BEB agreed that resources, particularly for Customs and MPI, focus on implementing the NZTD. This recognised the significant change to processing passengers for these two agencies.



Infrastructure at Airports provided a model for coherent engagement with stakeholders

Infrastructure at Airports has proven a success in joint border agency engagement on long-term capital investment plans with tier 1 New Zealand airports.

The approach reflects the intent of the BEB which is to take a coherent approach to the border.

Infrastructure at Airports brings border agencies together to engage with airports so all requirements are collated. The airports benefit from receiving one point of engagement and a coherent voice on requirements. There is a structured approach to meeting airports with regular meeting frequency that keeps everyone connected. The model will support airports to have Regulatory Airport Spatial Undertakings (RASU) in place as required by the Civil Aviation Act 2023.

The coordinated approach is being applied to engagement with ports as both aviation and maritime ports are operated by individual companies accommodating multiple border agencies.



Digital declaration went live for arriving air travellers

The NZTD is being rolled out in phases. Travellers arriving at Wellington, Queenstown and Christchurch international airports were able to complete their declarations online from July 2023, and for Auckland from late August 2023. The NZTD will be available for maritime arrivals later in 2023.

The development and implementation of the NZTD has been a major improvement initiative for the border.

The NZTD is an online system that allows travellers to complete a digital declaration comprising customs, immigration, and biosecurity information (and health risk assessments if necessary) before arrival into New Zealand. It aims to modernise New Zealand's border, help passengers move through our airports and marine ports more efficiently, and improve the safety and security of New Zealand.

Commitment to development and future use

The border agencies, particularly Customs, MPI, MBIE (Immigration) and Health, have worked in partnership to develop and implement the NZTD. The NZTD was first introduced to support the resumption of travel during the COVID-19 pandemic.

Success has involved significant commitment and resources to change technology, legislation, and operational processes.

The NZTD is an integral part of modernising the border experience. It will allow continued development of border risk management and response, and streamline the processing of travellers into New Zealand.

Realising the potential of the digital declaration will be part of the BEB digital border improvement work. It will also support the Government Digital Strategy for Aotearoa and initiatives to provide accessible digital public services.

Investment benefits

- > Provides a more seamless customer experience reducing the need for duplicate documentation.
- > Reduces and manages risk off-shore where possible, by targeting known risk areas.
- > Increases effectiveness and business sustainability to better direct resources, streamline passenger flow and improve efficiency of border operations through earlier and more complete information.
- > Supports an immediate response to potential threats particularly biosecurity and health threats.

New Zealand Traveller Declaration | Whakapuakanga Tangata Haere ki Aotearoa



Strategic approach to health at the border strengthened readiness

The work led by Manatū Hauora Ministry of Health with Te Whatu Ora Health New Zealand has enhanced readiness at the border for the next health event.

Stronger health response to risks

The success of the trial of health staff within the ITOC has meant two permanent roles have been established. This provides a health border presence and strengthens the border's central arrangements that manages and responds to risk. Being physically located alongside other agencies makes sure health risks and responses are integrated into the border system. The value of the ITOC health roles was demonstrated through:

- > improvements in contact tracing for measles
- > centralising health advice for border agencies
- > establishing national monitoring and reporting for cruise ships and COVID-19
- > risk targeting for imported products where there is a potential harm to health.

Reopening of the borders, transition to business-as-usual

Health worked alongside border agencies during the transition from COVID-19 border settings back to business-as-usual at the border.

A public health presence was maintained at Christchurch and Auckland International Airports. Coordination with Maritime New Zealand was required to reopen maritime border and on readiness for the next health event.

Improved information at operational and governance levels

Information flows have improved. Operationally, health advisory notices to frontline staff give early warning of potential health concerns, potential action and, most importantly, let staff know when there is no concern.

A weekly report alerts the governance board to emerging health threats or that there are no areas of concern.

Trusted reporting at operational and governance levels is vital in a world where there is a wealth of information about emerging health matters.

Improved understanding of health and the border

Participation from the BEB and border agencies has highlighted the prominence of health's role at the border, with agencies having a greater understanding of the role and function.

Workshops with border agencies included escalation, information flows and scenarios to give confidence about being able to respond to the next event. Clarifying information flows, rather than trying to plan for a specific event, recognises that each health event will be different.

Continued commitment to the border

On 1 July 2022, New Zealand's national health system was established. This health reform created Te Whatu Ora Health New Zealand that delivers operational health services for the border, along with Manatū Hauora Ministry of Health.

The health system changes provide opportunities to strengthen health at the border but also present challenges. The most immediate during the year were staff changes, yet the commitment to the border continued.

The phased implementation of the Strategic Approach to Health at the Border continues.

The year ahead

Priorities for 2023/24

- > **New Zealand Traveller Declaration (NZTD)** – complete implementation of the NZTD. Transition the ongoing operation of the NZTD to border agencies, who will work in partnership with Customs as the lead agency. Incorporate the potential of the NZTD into digital border improvements.
- > **Trans-Tasman seamless travel** – work with New Zealand and Australian border agencies, and stakeholders, to discuss ways to simplify the trans-Tasman border while not compromising New Zealand’s security. Advice is due to Government by 30 June 2024. The work was announced by the Prime Ministers of Australia and New Zealand on 26 July 2023.
- > **Airport system performance** – continue to support improvements as the numbers of flights and travellers increase for summer 2023/24. Champion a positive traveller experience. Return to a steady state where disruption is managed through business-as-usual resources and practices.
- > **Coordinate maritime activity** – continue bringing together maritime activity and having a whole-of-border approach when working with sea ports. Align, where practical, the risk screening of aviation and maritime. Develop a checklist to help understand minimum infrastructure requirements.

Maintain a strong foundation

- > Readiness for the expected increase in cruise ships and passengers for 2023/24 season. Make sure the facilities at ports are as suitable as possible for border processing and support a positive arrivals experience.
- > Readiness for the next health event with regular surveillance, health representation with the ITOC and improved understanding of information flows and decision-making.
- > Rescope digital border improvements to incorporate the potential of the NZTD and align digital improvement activity across border agencies.
- > Implement regular sharing of border financial and performance information to maintain a whole-of-border view to support financial sustainability of border agencies.

- > Update the work programme as improvement initiatives are completed or changed. Continue to look for what is changing, the next opportunity and what a new normal could look like.
- > Annual review of operating documents and board governance.

Stronger together

- > Be deliberate about where joint agency collaboration adds value.
- > Stay connected as chief executives in times of business as usual.
- > Maintain awareness of individual border agency investment, changes, policy and processes to support cohesion.
- > Share what is working well and areas of risk to keep the border system connected and cohesive.
- > Work in partnership with public and private sector organisations to respond to risk and drive border improvements.
- > Provide a system view to major events, including supporting the Commonwealth Heads of Government meeting in Samoa October 2024.
- > Maintain awareness of work that links to the Border Sector Strategy but falls outside the BEB's accountability e.g. Transnational Organised Crime Strategy.

Manage challenges

- > Respect that the size of border activities and number of staff varies across the member agencies.
- > Manage competing priorities of non-border work within the six member agencies.
- > Understand and share the impact of delivering the BEB work programme through member agencies.
- > Accept the limitation to create and absorb new initiatives due to the capacity of border agency workforces, funding and work programmes. This is particularly relevant where funding is fee or levy based.
- > Work with the different agency systems, policies and legislation, which may limit collaboration and people moving quickly and seamlessly between agencies.

How we work



Strong governance and support



Secretariat team
A small group of people support the work of the Border Executive Board



NEW ZEALAND
CUSTOMS SERVICE
TE MANA ĀRAI O AOTEAROA



Servicing department
Named in the Public Service Act 2020 to provide administrative support



Vote administrator
Administers Border System Performance appropriation via Vote Customs



Chair
Comptroller of Customs, appointed by the Public Service Commissioner

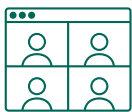


Agencies of the six chief executive members
The six agencies inform, collaborate and implement the Border Executive Board work programme

A commitment to effective governance

The governance board provided strong leadership to maintain a clear direction and keep activity focused on the purpose of the BEB.

The board adjusted its meeting frequency during the year as the pace of the COVID-19 response changed. Meetings changed from fortnightly to longer monthly meetings in 2023.



July - Dec 22	Jan - June 23
16 meetings	7 meetings

The robust meeting cadence continued supporting attendance, participation, and decision making. A reliable framework enabled chief executives to balance their other commitments and ensure cohesion between agencies and border activities.

Membership changes

The board acknowledged Bryn Gandy for his contribution as the acting Secretary of Transport. Audrey Sonerson was welcomed in December 2022 as the permanent Secretary of Transport.

Demonstrating joint accountability and individual chief executive accountability

The board meetings considered the New Zealand Traveller Declaration (NZTD) Programme at least monthly to support its success. The board provided the highest-level governance for the Programme.

Four of the six chief executives were also involved with the NZTD Programme, on the joint Executive Board, to make sure their respective agency requirements were met and actions delivered.

This showed the dual role of the governance board providing joint leadership for a programme impacting the border system and individual Chief Executives retaining responsibility for their agency.

Leadership from the Chair

The Comptroller of Customs continued as the Chair of the BEB. The Chair is responsible for leading the Board and ensuring the chief executives meet at the required frequency and are supported with appropriate information.

The Chair also supported work outside of board meetings. This included being the first point of contact for border system matters, representing the border with ministers and stakeholders and administering day-to-day activities with the Executive Director of the Secretariat team.

Secretariat team supports the BEB and agencies

The BEB is supported by a small Secretariat team that provides a foundation for the BEB to operate. The Secretariat is funded by the Border System Performance appropriation as part of Vote Customs.

The Secretariat team provided governance and reporting support to the governance board, responded to emerging issues, provided system coordination and leadership, coordinated joint initiatives to support agencies and delivered ministerial servicing. Examples of activity included:

- > strong governance meeting support to enable effective decision-making
- > leadership and secretariat support for coordination groups to make it easy for agencies to connect and deliver their subject matter expertise
- > programme management support to enable successful delivery of improvement initiatives and make sure connections with other activity were identified and maximised.

Employment arrangements

Secretariat staff are employees of, or are seconded to, the New Zealand Customs Service. As at 30 June 2023, the Secretariat had five staff. This included a person on secondment from the Ministry of Business, Innovation and Employment.

The Secretariat is led by Executive Director Fiona McKissock, who joined on 12 July 2021.

Support beyond the six border agencies

The BEB is also supported by the border-related Crown entities that are not members of the interdepartmental executive board because membership is limited to departments.

The Crown entities are:

- > Te Whatu Ora Health New Zealand
- > Maritime New Zealand
- > Civil Aviation Authority.

The BEB and border agencies also work with a wide range of public and private stakeholders.

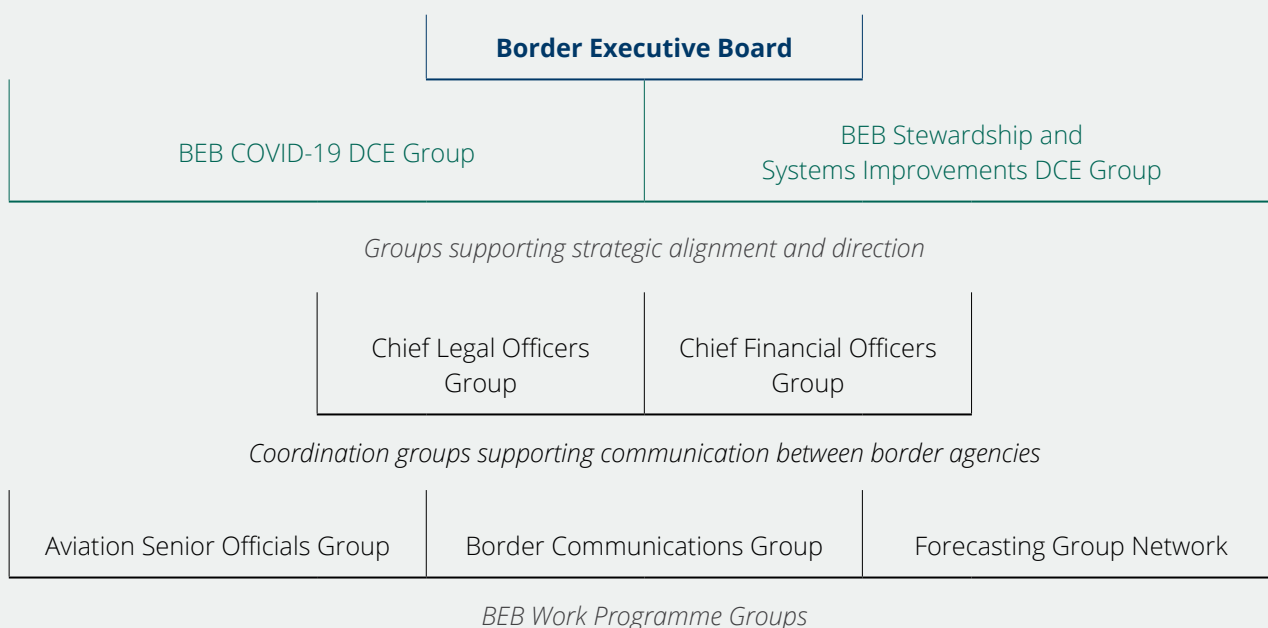
Refreshed oversight and coordination groups

The commitment by the governance board is mirrored by the deputy chief executives (DCES) and throughout the agencies where staff come together to provide a joined-up approach to border activity.

Delivery of the BEB work programme and advice was supported by a range of groups with members from the border agencies and Crown entities.

The make-up of groups was refreshed as COVID-19 no longer needed its own oversight. All agencies acknowledged that a positive outcome from COVID-19 was stronger working relationships and interaction. There was a desire to maintain connections, keep sharing knowledge and continue to have a coordinated approach to the border. To respond, the Secretariat formed the BEB DCE Group into one group and leads support for other coordination groups.

2022



2023



Statement of Responsibility

In our opinion, as the members of the Border Executive Board, this Annual Report fairly reflects the operations, progress, and organisational health and capability of the Border Executive Board.

Signed: 29 September 2023



Christine Stevenson

Chair
Comptroller of Customs
Te Mana Ārai o Aotearoa
New Zealand Customs Service



Ray Smith

Director-General
Manatū Ahu Matua
Ministry for Primary Industries



Carolyn Tremain

Chief Executive
Hikina Whakatutuki
Ministry of Business,
Innovation and Employment



Chris Seed

Chief Executive
Secretary of Foreign
Affairs and Trade
Manatū Aorere
Ministry of Foreign Affairs
and Trade



Dr Diana Sarfati

Director-General of Health
Manatū Hauora
Ministry of Health



Audrey Sonerson

Chief Executive
Secretary for Transport
Te Manatū Waka
Ministry of Transport



Te Kāwanatanga o Aotearoa
New Zealand Government

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New Zealand Government