

Border Executive Board
Te Kāhui Whakamaru Paenga Tahī



Te Kāhui Whakamaru Paenga Tahī Border Executive Board Annual Report 2021/22

For the period 1 July 2021 to 30 June 2022

*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
Te Kāhui Whakamaru Paenga Tahī



NEW ZEALAND
CUSTOMS SERVICE
TE MANA ĀRAI O AOTEAROA



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



Ministry for Primary Industries
Manatū Ahu Matua



**NEW ZEALAND
FOREIGN AFFAIRS & TRADE**
Manatū Aorere



TE MANATŪ WAKA
MINISTRY OF TRANSPORT

Border Executive Board Annual Report For the period 1 July 2021 to 30 June 2022

The Border Executive Board 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 Border Executive Board'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 Border Executive Board, 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.

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A message from the Board

Over the past year, as a governance board, we provided strong leadership to ensure the border operated in a coherent and joined-up way, carrying out our responsibilities to support the Government's COVID-19 response.

The constantly changing nature of COVID-19 required agility from the border agencies to create new processes and to adapt as the health requirements changed. We kept closely connected to ensure the border agencies operated responsibly and effectively together.

Supporting our people was a priority throughout the year. We aligned health and safety practices where border agencies worked alongside one another in air and maritime ports. Like other essential workers, we also managed our services in lock-downs. We are proud of our people's diligence in meeting the mandatory border worker testing and vaccination requirements. We achieved high compliance in both, protecting our people, those we partnered with, and those we serve at the air and sea border.

The dominance of COVID-19 required an adjustment to the expectations of what joint initiatives our agencies could progress. We chose to slow the progress of some general border improvements and focus on those that were needed immediately to support the Government's Reconnecting New Zealanders programme and reopening the air and maritime borders.

It was a significant achievement for the border agencies, working with our partner agencies and the aviation and maritime sector, to reopen the air border in a phased approach from February 2022 and the maritime border to foreign flagged vessels and cruise ships from 31 July 2022. Border agencies welcomed the first cruise ship into Auckland on 12 August 2022 to celebrate the reopening and we continue preparations for our first summer peak for air and maritime travellers since the border closed in March 2020.

In March 2022, we farewelled Peter Mersi as Secretary for Transport and Bryn Gandy joined in an acting capacity. Dr Ashley Bloomfield resigned as Director-General of Health from July 2022 and we welcomed Dr Diana Sarfati as acting Director-General. Ashley and Peter made an immense contribution to the border while also providing collegial support over a busy year.

Becoming an interdepartmental executive board has formalised the opportunity for collaboration and is enabling regular consideration of where our resources are best placed to make a difference to New Zealand's border.

The 2022/23 year is likely to be very different for the border agencies and therefore the Border Executive Board. With the management of COVID-19 becoming part of how agencies do business, we will focus on finalising the strategy for the border sector and identifying and implementing the joint initiatives that will make New Zealand's border smarter and safer. We remain vigilant and ready to respond to risk and opportunities at the border.

Ngā mihi

The governance board as at 30 June 2022



Christine Stevenson

Chair
Comptroller of Customs



Ray Smith

Director-General
of Primary Industries



Carolyn Tremain

Secretary for Business,
Innovation & Employment
and Chief Executive



Chris Seed

Secretary of Foreign Affairs
and Trade



Dr Ashley Bloomfield

Director-General of Health



Bryn Gandy

Acting Chief Executive
Ministry of Transport

Who we are and what we do



An enduring joint approach to a safe and smart border

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

An interdepartmental executive board brings together agency 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 the New Zealand border.

The border is important because it is both New Zealand’s gateway to the world and our protection from the world.

The border is important to New Zealand’s wellbeing and economic success. Effective border management is critical as it controls the movement of people, goods, and craft in and out of New Zealand. It is where New Zealand connects with the world through trade,

travel, and tourism, while protecting New Zealand’s economy, biodiversity and its people. The border is not only a physical border, such as airport arrival and departure points. There are on-shore and off-shore components, such as pre-departure checks and post-entry quarantine.

Border agencies have worked together over many years in recognition that they all contribute to the safe and effective operation of New Zealand’s border. The Border Sector Governance Group operated from 2007–2020 to improve operations at the border. Membership consisted of: New Zealand Customs Service, the 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 and the Ministry of Foreign Affairs and Trade; and the Border Executive Board was created.

Border Functions

<p>New Zealand Customs Service Te Mana Ārai o Aotearoa</p>	<ul style="list-style-type: none"> • Passenger, goods, and craft clearance • Revenue collection at the border • Disruption to organised crime (especially drugs) 	<p>Ministry for Primary Industries Manatū Ahu Matua</p>	<ul style="list-style-type: none"> • Risk-informed screening of goods and craft for biosecurity protection • Screening all passengers for biosecurity protection
<p>Ministry of Business, Innovation & Employment Hikina Whakatutuki</p>	<ul style="list-style-type: none"> • Verify right to enter New Zealand • Disruption of people smuggling and trafficking • Quarantine capability 	<p>New Zealand Foreign Affairs & Trade Manatū Aorere</p>	<ul style="list-style-type: none"> • Consular communications • Support for border settings • Trade facilitation
<p>Ministry of Health Manatū Hauora</p>	<ul style="list-style-type: none"> • Surveillance of, and response to, health risks at the border • Health clearance for arriving craft • Operationalisation of the International Health Regulations 2005 	<p>Ministry of Transport 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"> - AvSec air security, passenger and baggage screening - CAA aviation safety - Maritime New Zealand regulatory activity

Joint responsibility for the border is important as the activity of individual agencies is interconnected with a shared goal of a seamless service for travellers, traders, and partner organisations.

In 2020, the joint agency approach was formalised with the implementation of the Public Service Act 2020 that created the interdepartmental executive board model. Creating formal joint accountability across the six border agencies occurred because of:

- > the complexity of border issues
- > the impact that activities, decisions and operations by one agency has on other agencies and people that interact at the border
- > the need for strong ownership of the end-to-end border process, particularly for COVID-19
- > the value a dedicated forum would bring by taking a system approach to ensure an enduring safe and smart border
- > the significance of the border to New Zealand.

Cabinet set four areas of joint accountability when the Border Executive Board was created. These reflected the significance of COVID-19 to the border and the importance of a strong risk management approach with deliberate system improvements. The areas of accountability are being reviewed as part of developing the Border Sector Strategy and the shift in how COVID-19 is managed.

The responsible Minister is the Minister for COVID-19 Response, Hon Dr Ayesha Verrall



Hon Dr Ayesha Verrall

Minister for COVID-19 Response

Operating Framework 2021/22

PURPOSE	ACCOUNTABILITY	WORK PROGRAMME
LEGISLATED PURPOSE OF AN INTERDEPARTMENTAL EXECUTIVE BOARD	AREAS OF FOCUS SET BY CABINET	SET BY THE GOVERNANCE BOARD
<ul style="list-style-type: none"> • 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 	<ul style="list-style-type: none"> • Collective leadership and accountability for New Zealand's border • Strategic border system improvements • Addressing gaps or future risks from people, goods and craft • No gaps in the end-to-end border processes with a focus on COVID-19 response • Managing fiscal impact of decrease in third party revenue from COVID-19 	<ul style="list-style-type: none"> • <i>Stewardship</i> - strategy and governance to support the performance of the border system now and into the future • <i>COVID-19</i> - coordination and facilitation to ensure delivery of the border sector's contribution to the COVID-19 response • <i>Systems Improvements</i> - coordination and facilitation to deliver key initiatives to support a safe and smart border now and into the future
REMIT	CHAIR	GOVERNANCE BOARD
LEGISLATED AGENCY MEMBERS	APPOINTED BY PUBLIC SERVICE COMMISSIONER	MEMBERS SET BY PUBLIC SERVICE COMMISSIONER
<ul style="list-style-type: none"> • 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 	<ul style="list-style-type: none"> • Comptroller of Customs 	<p>The chief executives from:</p> <ul style="list-style-type: none"> • 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



NEW ZEALAND
CUSTOMS SERVICE
Te Manatū Ahu Matua



NEW ZEALAND
FOREIGN AFFAIRS & TRADE
Manatū Aorere



MINISTRY OF BUSINESS,
INNOVATION & EMPLOYMENT
Hikina Whakaturuki



MANATŪ HAUORA
MINISTRY OF HEALTH



Ministry for Primary Industries
Manatū Ahu Matua



TE MANATŪ WAKA
MINISTRY OF TRANSPORT

A clear direction for the border

Progress was made on the areas of accountability

The Board provided clear direction when a joint response was required to progress the four areas of accountability set by Cabinet:

- > **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
- > ensuring any gaps or **future risks** from people, goods and craft arriving at the border will be addressed, where the risks are not already being managed by an existing agency or another government process
- > ensuring there are **no gaps** in the end-to-end border processes to integrate health risk management, particularly for a robust COVID-19 response, while preparing to reopen the borders
- > managing the significant and pressing **fiscal challenges** that the sector is facing as a result of decreased revenues from cost-recovery activities through the COVID-19 pandemic.

A clear work programme of joint initiatives was set

The work programme for 2021/22 continued the initial three pillar approach that reflected the significance of COVID-19 and improving the border:

- > *stewardship* – strategy and governance to support the performance of the border system now and into the future
- > *COVID-19* – coordination and facilitation to ensure delivery of the border sector’s contribution to the COVID-19 response
- > *systems improvements* – coordination and facilitation to ensure delivery of key initiatives to support a safe and smart border now and into the future.

Chief executives led and delivered work through their agencies

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

Chief executives retain individual accountability for their own agencies’ performance and contribution to the Border Executive Board work programme.

The chief executives also retain 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	MNZ	Maritime New Zealand

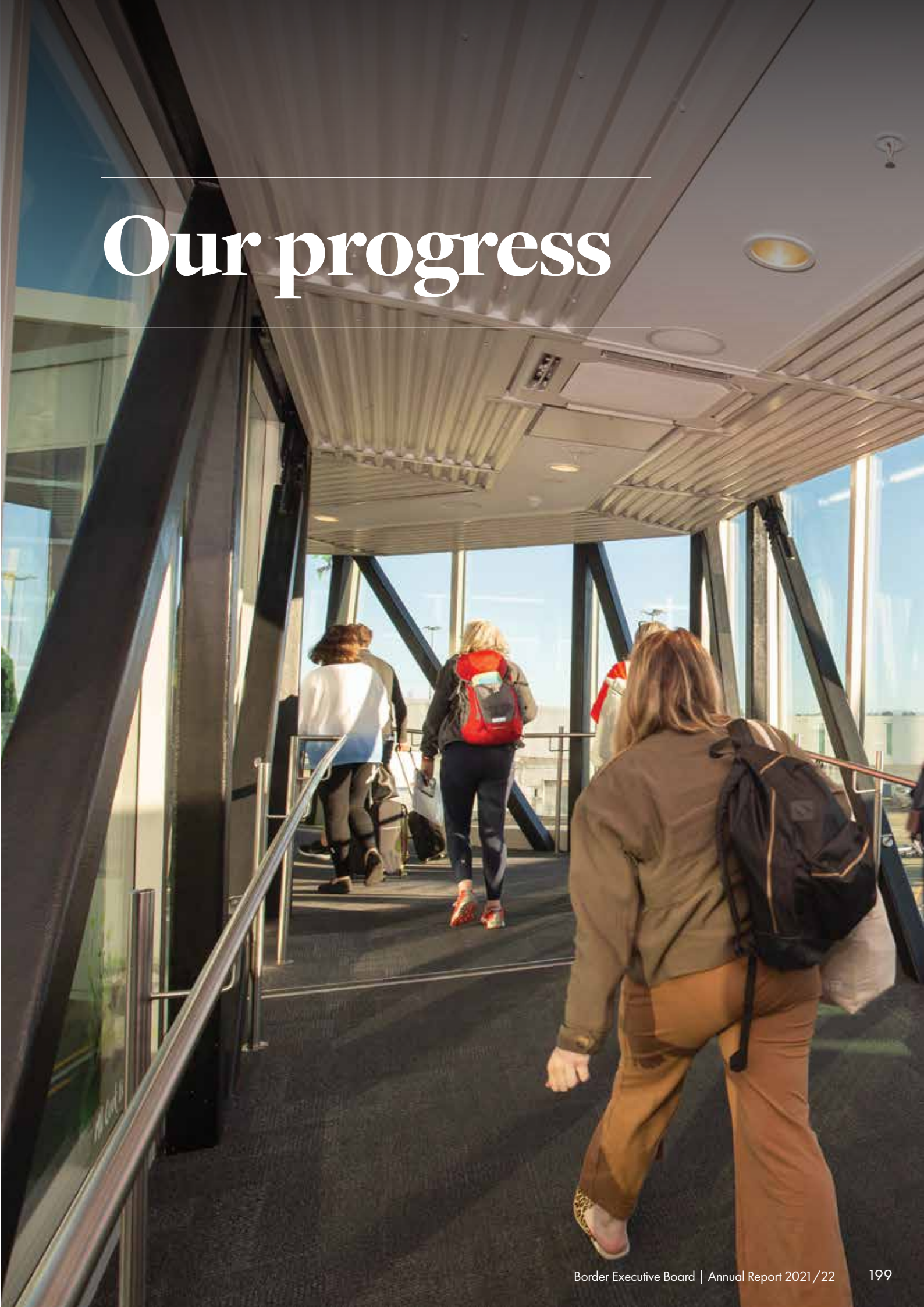
A work programme of joint activity

Border Executive Board		
DCE COVID-19 Group	DCE Systems Improvements and Stewardship Group	
COVID-19	STEWARDSHIP	SYSTEMS IMPROVEMENTS
<p> Reconnecting New Zealanders</p> <ul style="list-style-type: none"> > Border implementation [NZCS] > New Zealand Traveller Declaration [NZCS] > Pacific Extension [MFAT] 	<p> Governance</p> <ul style="list-style-type: none"> > Board governance [BEB] > Monitoring performance of the border system and Border Executive Board [BEB] > Providing accountability to Parliament and the public [BEB] 	<p> Data and privacy [NZCS, MBIE]</p> <ul style="list-style-type: none"> > Policy and legislative settings for border information sharing > Future mechanisms to support information sharing > Information sharing for priority projects
<p> Managed isolation and quarantine (MIQ)</p> <ul style="list-style-type: none"> > Short-term capacity [MBIE] > Future of MIQ [MBIE] 	<p> Strategic direction</p> <ul style="list-style-type: none"> > Border strategy [BEB] > Border system workforce [BEB] > Communications and engagement [BEB] 	<p> Digital border [MPI, MBIE, NZCS]</p> <ul style="list-style-type: none"> > Digital declaration platform (NZTD) > Technology and algorithms for RTT x-ray scanners
<p> Maritime border</p> <ul style="list-style-type: none"> > Commercial – cargo and fishing [NZCS] > Passengers – cruise and recreational [MNZ] > Workforce wellbeing [MNZ] > Strategy [BEB] > Regulatory framework [NZCS] 	<p> Risk and assurance</p> <ul style="list-style-type: none"> > Risk and assurance frameworks [BEB] > Annual assurance programme [BEB] 	<p> Integrated border operations and targeting [NZCS, MBIE, MPI]</p> <ul style="list-style-type: none"> > Enhanced integrated targeting and operations center (ITOC), governance structure and information sharing > Targeting service to support 24/7 operations > Enhance integrated targeting and operations center's border operational coordination role > Investigation of viability of a joint venture model
<p> Border workforce</p> <ul style="list-style-type: none"> > Border worker testing [MoH] > Border worker vaccination boosters [MoH] 	<p> Ahumoni hoahoa (finance) [NZCS]</p> <ul style="list-style-type: none"> > Sustainability of the Border Executive Board > Financial sustainability for the border sector > Collective investments > Cost recovery of border charges 	<p> Health at the border [MoH]</p> <ul style="list-style-type: none"> > Integrating health intelligence and risk assessment > Regular function of health at the border > Established ability to escalate health measures > Integration with maritime
<p> Assurance</p> <ul style="list-style-type: none"> > Aviation and maritime border [BEB] > Managed isolation and quarantine [MBIE] > Border workforce [BEB, MoH] 		
<p> Responding to significant issues</p> <ul style="list-style-type: none"> > Leadership of emerging issues [All] 		<p> Infrastructure at airports [MoT, NZCS]</p> <ul style="list-style-type: none"> > Agency guidance for the development of Auckland International Airport > Enforceable Regulatory Undertakings / Regulatory airport spatial undertaking

Responding to emerging issues | System coordination and leadership | Coordination of joint initiatives (BEB)





As at January 2022. [core agency]

Our progress



A summary of the year

The Border Executive Board delivered its work programme and accountability.

Lead the border	Lead and coordinate border response to COVID-19	Improve the border	Performance measures ¹
 <p>Chief executives met regularly and provided collective leadership. Stewardship work programme progressed</p>	 <p>Led and coordinated border sector's contribution to COVID-19 response in relation to the:</p> <ul style="list-style-type: none"> > air border > maritime border > border workforce > assurance programme 	 <p>Slower progress with resources prioritised to Reconnecting New Zealand and the New Zealand Traveller Declaration</p>	 <p>3/3 Achieved</p> <ul style="list-style-type: none"> > Ministerial satisfaction > Work programme responds to risk and drives improvement > Applied risk and assurance framework

It has been a year of close collaboration with agencies and the maritime and aviation sector highlighting that the sum of the border system is greater than its individual organisations.

The Board kept the border system connected, provided leadership where there was otherwise no clear, single owner, and ensured activity and advice to Government had a border system view. The dedicated secretariat function provided consistent coordination of activity to support the Board and make it easy for border agencies to connect and deliver the work programme.

The year was very busy for the border agencies as the COVID-19 response adapted to the emergence of the Omicron variant. This changed border processes and, like other businesses, impacted the workforce. Staff worked in bubbles to maintain services, were compliant with mandatory testing and vaccination requirements, and quickly implemented new border activity and processes.

The successful year was due to the strong commitment agencies have to New Zealand's border and the relationships with industry.













A shared purpose enabled challenging issues and situations to be worked through constructively. Processes were developed without certainty and were often re-worked to reflect the unpredictable environment. The Board reprioritised the work programme to keep momentum where it mattered most and progress longer-term activity where practical.

The joint accountability of the Border Executive Board enabled agencies to be clear about their contribution to the border and prioritise their border and non-border work. The ongoing challenge for the Border Executive Board will be that border activities carry different weighting and emphasis across the member agencies. This is addressed by the commitment of chief executives to meet regularly and contribute to the success of the border as a system.

While the progress for the year is shown under the work programme pillars, the contribution of the activity crosses over. These interdependencies are challenging but demonstrate the value of a joined-up approach to border investment and activity.

¹ Performance measure information is reported in the New Zealand Customs Service Annual Report as the administrator of the Border System Performance appropriation.

Highlights for 2021/22

 <p>Air border reopened with evolving health requirements. Completed the Reconnecting New Zealanders programme, with last step 31 July 2022.</p>	 <p>New Zealand Traveller Declaration successfully launched providing the platform for a digital risk management tool and a digital arrival card in the future.</p>	 <p>COVID-19 vaccine: Protecting Aotearoa</p> <p>Public and private sector border workers vaccinated and tested against COVID-19 to protect themselves, travellers and the New Zealanders.</p>
 <p>Responded to continual change from COVID-19 variants that changed air and maritime border processes.</p>	 <p>Maritime pathway for foreign flagged recreational vessels and cruise ships reopened from 31 July 2022.</p>	 <p>Health and safety of border workers supported by aligning practices where multiple border agencies worked alongside one another, supporting surveillance programmes, updating vaccination policies, bubbles, and mixed working models.</p>
 <p>Supply chain maintained with COVID-19 practices and the exemptions process for border workers.</p>	 <p>Health became part of border practices, implemented health border surveillance, and joined the Integrated Targeting and Operations Centre.</p>	 <p>Stronger risk management with increased agency participation at the Integrated Targeting and Operations Centre.</p>
 <p>Opened quarantine-free travel to New Zealand from October 2021 by working with COVID-19-free Pacific jurisdictions Samoa, Tonga, Tokelau and Vanuatu.</p>	 <p>MIQ adapted to frequent changes including length of stay, supporting positive community cases, border arrivals, and finally decommissioning.</p>	 <p>Commitment by chief executives to meet nearly weekly including over the summer holiday period to ensure the border was integrated and met the changing needs of responding to COVID-19.</p>

The annual reports for the six border agencies outline their achievements for the year.

Stewardship

Lead the border

Summary of key activity



Governance

- > Board governance meetings
- > Working arrangements, roles and responsibilities
- > Monitoring performance of the Border Executive Board
- > Accountability to Parliament and the public



Strategic Direction

- > Border sector strategy



Risk and Assurance

- > Report back to Cabinet on first year progress
- > Independent assurance of COVID-19 processes and practice
- > Agency assurance of COVID-19 processes and practice



Ahumoni Hoahoa (Finance)

- > Club funding for the Border System Performance appropriation from 2022/23
- > Supported the New Zealand Traveller Declaration
- > Commenced new levy rate for passengers to move to full cost recovery of border services

This activity is part of the Systems Improvements work programme and is shown here as it contributes to stewardship.

The Board met its stewardship responsibilities, meeting regularly during the year to match the momentum of activity requiring collective leadership and joint accountability.

The Board had a busy stewardship role due to the impact of the COVID-19 variants on border settings and the workforce alongside embedding how it operated during its first full financial year.

Strong foundations for the Board

The working arrangements were confirmed, outlining the responsibilities of the Board members, the Chair, the secretariat team, the six border agencies and

the New Zealand Customs Service as the servicing department and employer of the secretariat team.

The working arrangements are essential to a strong foundation. They enable the Board to operate in a pragmatic, efficient and effective manner while retaining the intent of being an interdepartmental executive board. This reflects how the joint accountabilities and wider responsibilities similar to a department make it different to a traditional governance board. The revised terms of reference and operating protocols were published at www.customs.govt.nz/about-us/border-executive-board/.

The financial sustainability of border agencies was progressed. The Border System Performance appropriation is club funded by border agencies from 1 July 2022.

From 1 December 2021 a new rate was set for the Border Processing Levy, which is used to cover the cost of screening passengers and goods as they cross the border. The new rate means that the New Zealand Customs Service and the Ministry for Primary Industries aim to return to a full cost recovery model for these services over the next three years.

Leadership to prioritise COVID-19 response

The work programme was updated during the year to reflect the change in COVID-19 activity. While all activity is important for a safe and smart border, the Board prioritised effort to the COVID-19 response. Work began on developing the Border Sector Strategy with workshops with the Board and agency deputy chief executives. The strategy will be completed during 2022/23.

Assurance to get a different perspective

The Board reported to Cabinet on its first year of progress with its: *Collective Responsibility for an Integrated Border System and COVID-19 Border Defences Report Back*. This showed the Border Executive Board has been working at significant pace since its establishment. Progress was demonstrated in the report on accountability and system-level improvements. The Cabinet paper is available at www.customs.govt.nz.

Assurance was carried out to ensure the border was operating as it should, there is continuous learning and development, and effective activity continues.

External assurance reviews focused on ensuring COVID-19 responsibilities were implemented correctly and effectively. The findings were positive, with no surprises on the recommendations; many of which were actioned quickly. The reviews are available at www.customs.govt.nz.

Review of COVID-19 Border Measures – Maritime

Confidence that measures were being applied effectively and to identify any improvements.

Review of COVID-19 Border Measures – Aviation

Confidence that measures were appropriately managed, minimising the spread of COVID-19.

Rapid Review of Border Worker Testing (MIQ)

Confidence that border workers at managed isolation and quarantine facilities were compliant in a period of heightened risk due to potential infection rates.

Review of Border Worker Testing and Vaccination (Maritime and Aviation)

Confidence that border workers were compliant with requirements and risks of infection and transmission were minimised.

The Board also received assurance from agencies. The reviews of maritime incidents found COVID-19 did not cross the border as a result of practices. Practical improvements had been implemented.

Review of Maritime COVID-19 border incidents July – September 2021 [NZCS and MoH]

Identified improvements to practice to minimise the risk of COVID-19 transmission, while maintaining supply chains.

August 2021 Rio De La Plata mariner case [NZCS and MoH]

Understand the challenges experienced and identify improvements.

Managed Isolation and Quarantine [MBIE]

Awareness of risks to ensure border activity and support to travellers was coordinated and aligned.

Quarantine-free travel with Australia [All]

Support continuous improvement, particularly around pauses. Informed future reopening activity.

Case study: assurance adding value – Vessel Management Framework

The Vessel Management Framework for Vessels Liable to Quarantine came from the Review of Maritime COVID-19 Border Incidents.

Led by the New Zealand Customs Service and Maritime New Zealand, it was a significant achievement of collaboration with port operators, government officials and public health units (PHUs).

The Framework manages the public health risks posed by vessels liable to, or placed in, quarantine due to COVID-19 in a consistent and collaborative manner, and with the authorisation of public health officials. It also supports the continuity of New Zealand's supply chain.

Nationwide uptake and implementation of the Framework can reduce the demand on resources within the PHUs as they support managing community transmission of COVID-19.

It can be used and adopted at any port with minimal input from government and is an enduring tool to manage COVID-19 or future pandemics of a similar nature.

The Framework has been adapted to support the return of cruise ships in 2022.

Looking to the future

The Board completed its first self-evaluation in December 2021 reflecting on how it had operated since establishment and what its future intentions should be.

The evaluation showed how attention had been given to present matters, driven by COVID-19. It also showed the desire of the Board to maintain a longer-term view and make deliberate changes to improve the border system. The shift to more attention on improvements and developing the Border Sector Strategy has started.

Lead and coordinate border response

Summary of key activity



RECONNECTING NEW ZEALANDERS

- > Border implementation / border sprint [NZCS]
- > New Zealand Traveller Declaration [NZCS]
- > Pacific Extension [MFAT]
- > Quarantine Free Travel [MFAT, NZCS]
- > Air Border Order [MoH]
- > Very high-risk countries [All]



MANAGED ISOLATION AND QUARANTINE [MBIE]

- > Short-term capacity
- > Reintroducing Australia and other groups into MIQ in response to COVID-19 Delta and Omicron variants
- > Future of MIQ and quarantine capability
- > Isolation and Quarantine Order



MARITIME BORDER

- > Maritime Border Order amendments [NZCS, MoH]
- > Operational readiness [MoT, MNZ]
- > Communications [BEB]
- > New Zealand Traveller Declaration for maritime [NZCS]



BORDER WORKFORCE

- > Border worker testing [MoH]
- > Border worker vaccination [MoH, BEB]
- > Border worker booster vaccination [MoH]
- > Supply chain exemptions [MoT]
- > Aligned health and safety practices [All]
- > Workforce bubbles [All]



ASSURANCE

- > Aviation and maritime border [BEB]
- > Managed isolation and quarantine [MBIE]
- > Border workforce testing and vaccination [BEB, MoH]
- > Review of Maritime COVID-19 incidents [NZCS, MoH]



RESPONDING TO SIGNIFICANT ISSUES [All]

- > Leadership of emerging issues
- > Omicron response
- > Multi-agency coordination
- > Advice to Ministers and Cabinet to provide a border view

[Core agency]

The Border Executive Board led coordination of the border's contribution to the COVID-19 response.

The Government introduced several layers of border restrictions to prevent COVID-19 from entering the community. These included closing the border to non-citizens and non-residents, pre-departure testing, vaccination requirements for incoming travellers and border workers, mandatory quarantine in a government-managed isolation facility, and post-arrival testing.

Leadership to keep pace with change

COVID-19 continued to dominate the border's activity through 2021/22. The Omicron variant resulted in a delay to reopening the air border and generated numerous changes to border requirements and processes as the health controls were frequently reviewed and adapted. Throughout this period the Board was involved in ensuring border agencies, and industry partners, worked together and issues were resolved to ensure operational readiness. This required different operational responses for air and maritime travellers.

Manatū Hauora Ministry of Health connected the health response with traditional border responsibilities. This connection was strengthened at the governance level with the Director-General of Health meeting regularly with other border chief executives. The connection was also stronger operationally with health officials present at airports to support travellers and working with maritime ports to enable commercial shipping to continue.

The Board offered support to the Ministry of Business, Innovation and Employment to deliver managed isolation and quarantine (MIQ) facilities by ensuring coherence with border settings and processes. MIQ was a new and challenging system to operate and for travellers to experience. Like the air border processes, MIQ also went through continual change to meet the evolving nature of COVID-19 variants and the Government's COVID-19 response.

Case study: leading high compliance to mandatory vaccination

The Board provided leadership by taking ownership of ensuring the border sector continued to achieve high compliance rates with mandatory border worker vaccination.

The Border Executive Board Secretariat facilitated implementation of the COVID-19 Public Health Response (Vaccinations) Amendment Order 2021 that required privately employed workers to have a second COVID-19 vaccination by 4 November 2022. It also established the exemptions process to maintain the supply chain with the Ministry of Transport.

High compliance rates were able to be achieved by collectively targeting the meeting of vaccination requirements and collaborating with the Ministry of Health, Ministry of Transport and PCBU*. The work involved over 280 PCBUs managing over 12,300 border workers.

There were no unvaccinated workers with recorded attendance at a border site on the Border Worker Testing Register.

This successful experience with border workers was shared with other sectors who moved to mandated vaccination.

*A PCBU is a person conducting a business or undertaking.

Reopening the air border

Ahead of the Government's Reconnecting New Zealanders programme, border agencies worked with COVID-19-free Pacific jurisdictions Samoa, Tonga, Tokelau and Vanuatu to open quarantine-free travel (QFT) to New Zealand from October 2021. QFT supported seasonal workers, generating economic benefits for New Zealand and partners.

QFT travel with Australia changed as a consequence of the Delta variant. Australia was returned to the MIQ model due to the Omicron variant.

The Board led activity to support travellers, as much as possible, affected by the pause and subsequent suspension of QFT with Australia. The very high-risk countries model saw intense coordination by agencies to bring together frequent health assessments and changes to immigration and border processing.

Border agencies worked with industry to design new airport processes to reduce the risk of COVID-19 infection.

Case study: working with industry

The Future Borders Sprint project ran from 16 August to 8 October 2021. It was an eight-week collaboration between the aviation sector and government agencies to identify ways to safely reopen air travel. Over 50 people contributed.

The project was co-sponsored by the Chief Executive of Auckland International Airport Limited and the Chair of the Border Executive Board, and chief executives of:

- > New Zealand Customs Service
- > Ministry of Business, Innovation and Employment
- > Wellington International Airport Limited
- > Christchurch International Airport Limited
- > Air New Zealand.

While the planning in 2021 was unable to be implemented because of the Omicron variant, the work informed the successful reopening of the border in 2022 and the relationships helped with coordination through constantly changing health settings.

The Reconnecting New Zealanders programme was operationalised with the phased reopening of the air border from 11.59pm, 27 February 2022. Step 5, the final step, was completed at 11.59pm on 31 July 2022. Successful implementation of all five steps was a significant achievement, with the Board monitoring progress. The frequent changes to the border settings generated significant workload for agencies to deliver in compressed timeframes.

The New Zealand Traveller Declaration (NZTD) went live on 25 March 2022 to initially support the health response to COVID-19 and to provide the platform for a digital tool to support managing border risks. Since implementation, the NZTD has been updated to add and remove travel requirements in response to Government directives to support the COVID-19 response.

Maritime pathway fully reopened

The Board monitored risk that may impact the supply chain, particularly around workforce capacity due to workers having COVID-19 or needing to isolate. Te Manatū Waka Ministry of Transport worked with the aviation and maritime sector.

Assurance activity provided insight into what was working well and areas for improvement. The changes were able to be implemented.

The Maritime Border Programme was established to keep supply chains open, reopen the pathway to foreign flagged vessels and cruise ships, and to transition from response to a new and enduring approach. The Programme was led by the Border Executive Board secretariat team to coordinate agencies, with Te Manatū Waka Ministry of Transport ensuring operational readiness to reopen the pathway from 31 July 2022.

COVID-19 as part of what we do

The Border Executive Board is focused on ensuring the border system is ready for a new COVID-19 variant of concern and the next health event.

Systems improvements

Improve the border

Summary of key activity



DATA AND PRIVACY

[MBIE]

- > Workstream resource redirected to support New Zealand Traveller Declaration
- > Supported integrated targetting and operations centre (ITOC) data sharing discovery phase
- > Mapping and investigation of cross-government data sharing concerns



DIGITAL BORDER

[MPI, NZCS]

- > Workstream resources redirected to support New Zealand Traveller Declaration
- > Trialling 3D scanners and biosecurity algorithm being developed for improved risk management and passenger experience



INTEGRATED BORDER OPERATIONS AND TARGETING

[MPI, NZCS, MBIE]

- > New governance model
- > Increased agency representation at ITOC, both operational and senior official level
- > Identifying priority data sharing roadblocks
- > Work plan for new Steering Committee under development



HEALTH AT THE BORDER

[MoH]

- > Guidance on health measures at the border
- > Trial health presence in ITOC
- > Health presence at airports for COVID-19 response
- > Improved coordination with maritime
- > Recommendations from review of maritime COVID-19 incidents



INFRASTRUCTURE AT AIRPORTS

[MoT, NZCS]

- > Coordination and representation of cross-agency requirements at New Zealand international airports
- > Ongoing input into Auckland International Airport redevelopment plans (Project Paheko)
- > Engagement with tier one airports to align agency requirements with capital investment planning

[Core agency]

The Board progressed the six Systems Improvements initiatives to improve the border (Ahumoni Hoahoa is shown under Stewardship).

The focus on COVID-19 has enabled aspects of the Border Executive Board work programme to be prioritised for faster delivery. It has also presented significant challenges due to competing demands on resources across a constrained workforce.

During the year the Board made a deliberate choice to focus on the New Zealand Traveller Declaration and Reconnecting New Zealanders. This slowed the pace of Data and Privacy, Health at the Border, Digital Border, and Ahumoni Hoahoa.

The Systems Improvements initiatives are being reinvigorated as border settings stabilise and COVID-19 activity is concluded or moved to being managed as part of how agencies operate.

Case study: Consistent access to reliable data

In February 2022 the Border Forecasting Network was created to provide a consistent source of forecasting and modelling of passenger, craft, and cargo volumes. This information is used by agencies to contribute to the design of policy and operational planning.

Intelligence, analytical, and forecasting capabilities are drawn from MoT, NZCS, MBIE, MFAT, MPI, MoH, Department of Prime Minister and Cabinet and Joint Border Analytics.

The Network produces six-monthly modelling to inform performance and planning activities of border and transport agencies. A fortnightly dashboard of weekly actuals and forecasts was circulated to agencies to support their COVID-19 response.

The Secretariat team coordinates requests for information. This reduces the administrative burden and rework on agencies and provides those requesting information with a consistent access point for reliable information.

Data sharing and privacy

Sponsor: Ministry of Business, Innovation and Employment

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

Integrated operations and border targeting

Sponsor: New Zealand Customs Service

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

Infrastructure at airports

Sponsor: Te Manatū Waka – Ministry of Transport

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

Digital border

Sponsor: Ministry for Primary Industries

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

Health at the border

Sponsor: Manatū Hauora Ministry of Health

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

Ahumoni Hoahoa

Sponsor: New Zealand Customs Service

Support the financial sustainability of the border sector

Case study: Stronger risk management through greater agency participation

Located within the Auckland Customhouse, the Integrated Targeting and Operations Centre (ITOC) is a multi-agency border sector headquarters. It brings together agencies and data to provide national coordination of operational border activities relating to people, goods, and craft. As at 30 June 2022, six agencies had staff located with ITOC². ITOC has committed to stronger risk management through greater agency participation making good progress over the year including:

- > *new governance* – shifted from one lead agency to a multi-agency steering group to strengthen buy-in from all members and embed a ‘sector mission’ culture and behaviours
- > *enhancing culture* – added a dedicated position to lead culture of collaboration across participating agencies to embed a shared sector mission and drive day-to-day integration beyond sharing an office space
- > *adding health presence* – Manatū Hauora Ministry of Health is trialling a health liaison role within ITOC to scope capability and capacity requirements for ongoing participation. Participation has included work on emerging health risks, the National Border Solution, establishment of a vaccination database, and the Maritime Health Notification Process
- > *increasing agency representation within ITOC* – Civil Aviation Authority (Aviation Security function) joined, Immigration New Zealand has increased its staff numbers, and MPI are trialling an Operational Coordination role
- > *moving to a 24/7 roster* – greater agency and staff participation has increased the number of border officers able to work a 24/7 roster
- > *fostering joint activity* – Op Toro, a joint agency operation led by MPI and supported by Customs and MBIE, to pilot identification of passengers arriving at the New Zealand border from Indonesia in response to the active foot and mouth disease outbreak. Op Kahu, an MBIE-led investigation into a container of interest, supported by Customs and MPI, leading to prototype a border sector multi-agency risk profile for new airline sectors.

² Agencies within ITOC as at 30 June 2022: New Zealand Customs Service; Ministry for Primary Industries; Immigration New Zealand; New Zealand Police; Manatū Hauora Ministry of Health; Aviation Security Service.

The Year Ahead

Delivering key activity

COVID-19 is expected to become part of how the border does business, with the lessons from the experience over the last two years applied to readiness for a new variant of concern or another health event.

As the workforce capacity in agencies is freed up from COVID-19 (demands of the response or sickness), the momentum of border improvements will increase.

The key areas of focus will be:

- > finalising the **Border Sector Strategy** including revising the four areas of accountability set by Cabinet
- > implementing processes to support the **return of cruise ships**, with the season starting in October 2022
- > ensuring border agencies are ready and joined up in relation to **COVID-19 variant preparedness**, including continuing surveillance for variants of concern and the post-winter strategy for COVID-19 as it relates to border settings
- > supporting the development of the **future health border strategic approach** and working with the Manatū Hauora Ministry of Health, Te Aka Whai Ora Māori Health Authority and Te Whatu Ora Health New Zealand in the new institutional arrangements for the health sector
- > meeting the **increase in demand of air travel** ensuring effective border processes are in place and supporting positive passenger travel experiences
- > progressing the digital border activity that includes **the next phase of the New Zealand Traveller Declaration** that will deliver a digital arrival card
- > maintaining oversight of the **financial sustainability** of border activity, with particular attention to the third-party revenue collected, informed by border scenarios of traveller and cargo demand.

Managing challenges

Challenges remain for how the border agencies work together and maximise the interdepartmental executive board operating model. These include:

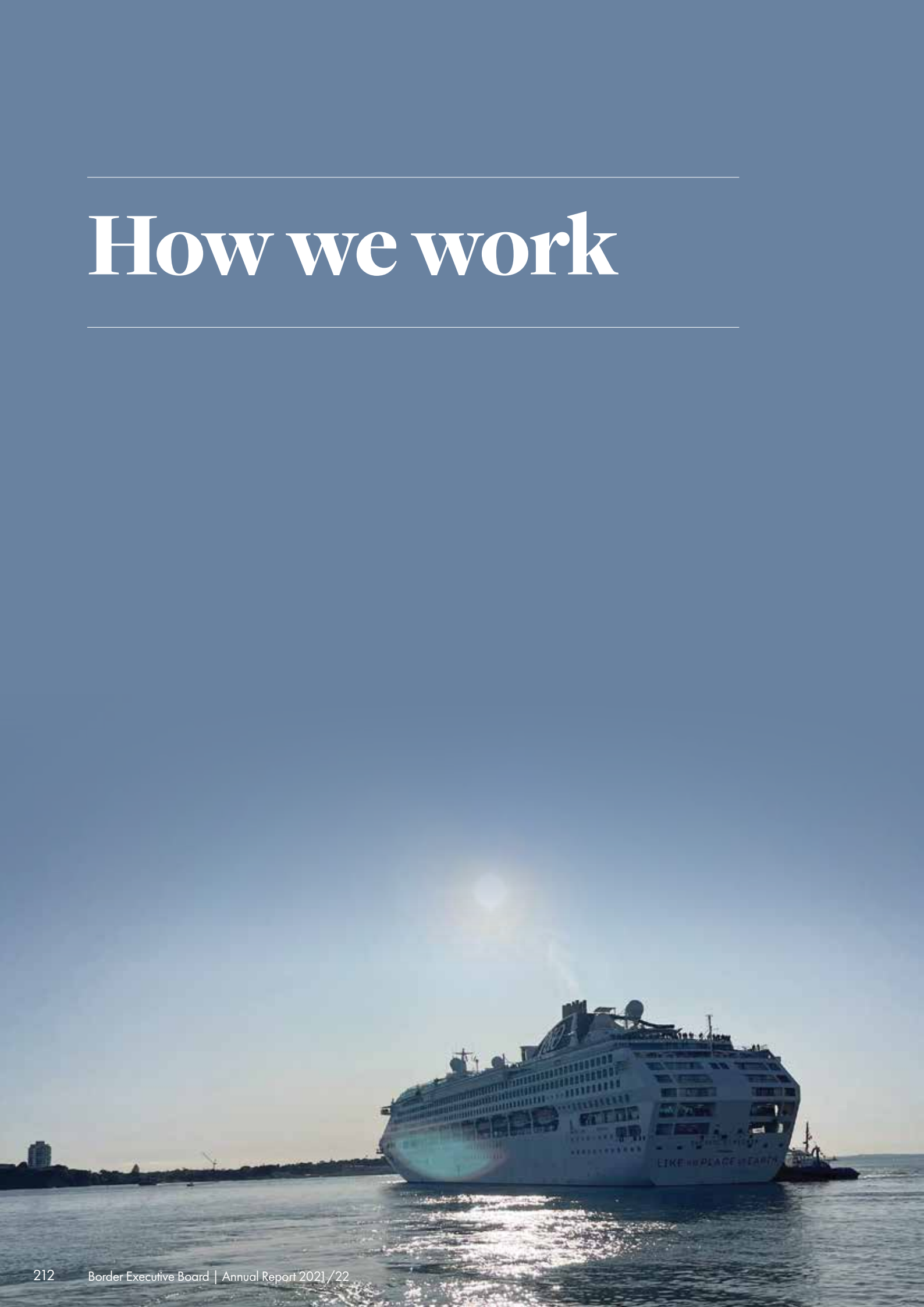
- > managing competing priorities of non-border work within the six member agencies
- > the ability to create and absorb new initiatives due to the capacity of border agencies workforces, funding and work programmes. This is particularly challenging where funding is fee or levy based
- > collaborating across agencies with different systems and legislation which may limit moving information and people quickly and seamlessly
- > maximising joint accountability and collaboration within the Public Finance Act 1989 and the Public Sector Act 2020.

Stronger together

The success of the Border Executive Board and its contribution to the border will be to continue:

- > being deliberate about where joint agency collaboration adds value
- > staying connected as chief executives in times of non-urgency
- > seeking awareness and alignment of individual border agency investment, policy and processes
- > sharing what is working and areas of risk to keep the border system connected and cohesive
- > working in partnership with public and private sector organisations to respond to risk and drive border improvements.

How we work



Support the Border Executive Board



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 Border Executive Board chief executives met as required to progress the work programme and manage risk and opportunities.

The Board met 36 times during 2021/22. As the border settings stabilised, the Board has been able to reduce its meeting frequency in 2022, after weekly meetings during 2021. Meetings were held over the summer holiday period to ensure the air border was ready for reopening with appropriate health controls and that travellers were supported with the changes to managed isolation and quarantine.

Meetings scheduled in advance for the year provided the framework for chief executives to easily meet and ensure cohesion between agencies and border activities.

Meetings were moved online at times reflecting COVID-19 restrictions, bubbles and safe working practices.

The Board acknowledged and thanked Peter Mersi and Dr Ashley Bloomfield for their contribution and membership during the year.

- Peter Mersi as Secretary for Transport moved to the Department of the Prime Minister and Cabinet to support COVID-19 and then to Inland Revenue as Commissioner.
- Dr Ashley Bloomfield resigned as Director-General of Health.

Chair

The Comptroller of Customs is the Chair of the Border Executive Board. The Chair is responsible for leading the Board and ensuring the chief executives meet at the required frequency and they 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.

The Border Executive Board's terms of reference and operating protocols are published on the New Zealand Customs Service website www.customs.govt.nz.

The secretariat team supports the Board and border agencies

The Border Executive Board is supported by a small secretariat team that provides a foundation for the Board to operate.

The secretariat is funded by the Border System Performance appropriation as part of Vote Customs. From 1 July 2022, the appropriation is funded by contributions from the six border agencies.

Adding value to the Board and agencies

The secretariat team provided governance and reporting support to the Board, responded to emerging issues, provided system coordination and leadership, and coordinated joint initiatives to support agencies. Examples of activity included:

- taking the lead when there was no clear owner to enable agencies to use their strengths, e.g. the Maritime Border Programme and vaccination of border workers
- providing the opportunity for agencies to easily work together by coordinating groups and sharing information, e.g. very high-risk countries mitigations in response to COVID-19
- sharing with new interdepartmental boards how the Border Executive Board was established and how it operates to maintain the intent of the model.

Employment arrangements

Secretariat staff are considered employees of, or are seconded to, the New Zealand Customs Service. As at 30 June 2022 the secretariat had six staff. These included secondments from the Ministry of Business, Innovation and Employment, the New Zealand Police and the Ministry for Primary Industries.

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

Oversight groups inform and enable the work programme

Delivery of the Border Executive Board work programme and advice to the Board is supported by a range of oversight groups.

The two Border Executive Board deputy chief executive (DCE) groups met in 2021/22 as follows:

- DCE COVID-19 – members from the six border agencies that met weekly
- DCE Stewardship and Systems Improvements – members from the six border agencies plus the operational transport Crown entities Civil Aviation Authority (Aviation Security Service function) and Maritime New Zealand that met monthly.

The frequency of the DCE COVID-19 Group has decreased to fortnightly as the level of border changes due to COVID-19 has reduced. The frequency of the DCE Stewardship and Systems Improvements has increased to fortnightly as the momentum shifts to border improvements.

It is anticipated that the DCE COVID-19 Group will cease as COVID-19 becomes part of how we do business and significant work is completed, such as the Reconnecting New Zealanders and the Maritime Border Programme.

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: 30 September 2022



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



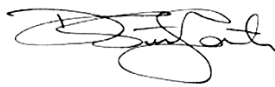
Ray Smith
 Director-General
Manatū Ahu Matua
Ministry for Primary Industries



Carolyn Tremain
 Secretary for Business,
 Innovation and Employment
Hikina Whakatutuki
**Ministry of Business,
 Innovation and Employment**



Chris Seed
 Chief Executive
Manatū Aorere
**Ministry of Foreign Affairs
 and Trade**



Dr Diana Sarfati
 Director-General of Health
Manatū Hauora
Ministry of Health



Bryn Gandy
 Chief Executive
Te Manatū Waka
Ministry of Transport

