

Briefing

Briefing to Incoming Minister: Border Executive Board

Date due to MO: 15 May 2023 Action required by: N/A

Security level: IN CONFIDENCE BEB Report: RPT 23-09

To: Hon Jo Luxton, Minister of Customs

Contact for telephone discussion

Name	Position	Telephone
Christine Stevenson	Chair, Border Executive Board	s 9(2)(a) OIA
Fiona McKissock	Executive Director, Border Executive Board Secretariat	s 9(2)(a) OIA

Minister's office to complete:

- Approved Decline Noted
-
- Needs change Seen Overtaken by events
- See Minister's Notes Withdrawn

Comment:

Briefing to Incoming Minister: Border Executive Board

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Purpose of report

1. This report provides you with an overview of the Border Executive Board. The briefing covers:
 - your responsibilities and key areas for your attention
 - the Border Sector Strategy, the 2022/23 work programme, and the Board's priorities for the next six months
 - background about the Border Executive Board.

Summary

2. You are the Minister responsible for the Border Executive Board, which is an interdepartmental executive board established under the Public Service Act 2020 to coordinate government activity at New Zealand's border. It is made up of six chief executives who are jointly responsible to you for the operation of the board:
 - Christine Stevenson, New Zealand Customs Service (Chair)
 - Chris Seed, Ministry of Foreign Affairs and Trade
 - Carolyn Tremain, Ministry of Business, Innovation and Employment
 - Dr Diana Sarfati, Manatū Hauora Ministry of Health
 - Ray Smith, Ministry for Primary Industries
 - Audrey Sonerson, Te Manatū Waka Ministry of Transport.
3. Cabinet has set the accountabilities of the Border Executive Board to be:
 - 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.

4. The key areas for your attention in the short-term are:

- implementing the digital Arrival Card using the New Zealand Traveller Declaration (NZTD)
- supporting the airport system to operate efficiently, with a focus on Auckland International Airport.

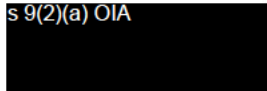
Recommendations

We recommend you:

- a) **note** the briefing as the incoming Minister for the Border Executive Board
- b) **note** you are scheduled to meet with the Border Executive Board chief executives on 28 June 2023
- c) **note** the briefing as an incoming Minister will follow the precedent of being proactively released.

Noted
Noted
Noted

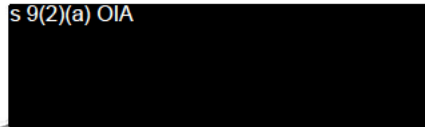
s 9(2)(a) OIA



Christine Stevenson
Chair, Border Executive Board

Date: 15/5/23

s 9(2)(a) OIA



Hon Jo Luxton
Minister of Customs

Date: 22/5/2023.

Briefing to Incoming Minister: Border Executive Board

Welcome from the Chair

1. On behalf of the six chief executives in the Border Executive Board, I would like to welcome you as our responsible Minister. I look forward to establishing regular meetings with you and you meeting the Board chief executives in June 2023.
2. This briefing gives an overview of the Border Executive Board and its work. Further information can be provided to you on request. The appendices include:
 - membership
 - border functions within each member agency
 - Border Sector Strategy
 - 2022/23 Border Executive Board Work Programme
3. Effective border management is critical to New Zealand's wellbeing and prosperity. It is where the New Zealand government controls the movement of people, goods and craft; and collects revenue. Our border operations facilitate 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.
4. The government's activities occur not just at the physical point of arrival or departure but extend both offshore and within New Zealand. The border sector also interacts with many other systems such as trade, security, labour markets, biodiversity, tourism, economic growth, and primary industries.
5. Many organisations operate at the border, including multiple government agencies. The Border Executive Board adds value by ensuring collaboration and alignment, and by providing a single point of contact for raising issues and opportunities that can only be progressed by working together across more than one portfolio. It is a new way of working, enabled by the Public Service Act 2020, to improve collaboration between agencies without structural change. Inter-agency collaboration provides for more control, avoiding gaps, easier flows, greater efficiency, and improved customer experience at the border and beyond.
6. In addition to your Customs portfolio, the other ministerial portfolios for the border are:



Hon Michael Wood

Minister of Immigration
Minister of Transport



Hon Dr Ayesha Verrall

Minister of Health



Hon Damien O'Connor

Minister of Biosecurity



Hon Peeni Henare

Minister of Tourism



Hon Nanaia Mahuta

Minister of Foreign Affairs

7. The Board meets regularly to ensure border agency activity is coherent and integrated. As managing COVID-19 becomes business-as-usual, we have updated our strategy for the border sector, revised our work programme, and are progressing our border system improvement initiatives.

Your responsibilities

8. Members of the Border Executive Board are jointly responsible to you, as the responsible Minister, for the operation of the Border Executive Board. Cabinet determines the accountabilities for the Board and has set the expectation that the Board will be accountable to Ministers for the performance of the border as a whole [CBC-20-MIN-0099]¹. Chief Executives retain accountability for delivering services and functions of their respective agencies and to their respective Ministers.
9. On 15 May 2023, Cabinet agreed a Border Sector Strategy (Appendix 3). It also agreed that the responsible Minister will set the strategic direction and updates to the Border Sector Strategy, in consultation with the Border Executive Board, to align with how departments set strategic priorities and direction [DEV-23-MIN-0075, CAB-23-MIN-0168].
10. We welcome the opportunity to provide you with a regular written update, usually fortnightly. I propose to extend the weekly Customs Officials' meeting to discuss Border Executive Board matters.
11. You have several responsibilities where the Border Executive Board operates as its own entity:
 - You are the Minister responsible for the Border System Performance appropriation within Vote Customs. The Appropriation funds the Border Executive Board secretariat and activity to support the Border Executive Board. The 2022/23 appropriation after March baseline update is \$1,688,000. From 2023/24 the appropriation is fully club-funded by border agencies. Vote performance measures are reported as part of the New Zealand Customs Service Annual Report, as the vote administrator.
 - You will attend the Estimates Select Committee for Vote Customs that includes the Border System Performance appropriation – the Border Executive Board contributes to the Vote Customs estimates review.
 - We will ask about your satisfaction with the provision of co-ordination, information and advice every six months, as part of reporting against the Border System Performance appropriation.
 - You will be responsible for tabling the Border Executive Board's annual report in Parliament. The annual report is included in the New Zealand Customs Service annual report as the servicing department and vote administrator.
 - You will be responsible for responding to Parliamentary Questions – the Border Executive Board secretariat will provide information to respond to any Parliamentary Questions received. The majority fall to the New Zealand Customs Service for response as the employer of staff, appropriation administrator, or servicing department.

¹ The Cabinet paper establishing the Border Executive Board has been proactively released: <https://covid19.govt.nz/assets/resources/Proactive-release-8-March-2021/4-Collective-Responsibility-for-an-Integrated-Border-System-and-COVID-19-B...pdf>

Areas for your attention

12. The key areas for your attention in the short-term are:
 - implementing the digital Arrival Card using the New Zealand Traveller Declaration (NZTD)
 - supporting the airport system to operate efficiently, with a focus on Auckland International Airport.

Implementing the digital Arrival Card using the New Zealand Traveller Declaration

13. As the Minister for Customs, you will be briefed on the New Zealand Traveller Declaration (NZTD) that will digitise the Arrival Card. It will go live in stages for different air and maritime cohorts between July-October 2023.
14. The New Zealand Traveller Declaration will change how agencies process arriving passengers and provide a platform for digital risk management in the future. The Border Executive Board is the high-level governance board for the programme. It receives regular Programme updates, is involved in key decisions, and helps ensure agencies that use the system now, or into the future, are connected.
15. The New Zealand Customs Service will be the accountable agency for the New Zealand Traveller Declaration after project finishes. Part of the transfer to business as usual will involve confirming the future role of the Border Executive Board in monitoring performance and setting the future use of the New Zealand Traveller Declaration.

Supporting the airport system to operate efficiently, with a focus on Auckland International Airport

16. The ongoing disruption to Auckland International Airport operations is part of wider aviation industry issues that affect both domestic and international flights.
17. The Border Executive Board is actively monitoring airport performance and is working with Auckland International Airport and airlines to ensure a coordinated and whole-of-system response. The Border Executive Board has written to the airport to outline its concerns and has invited the airport's chief executive to meet with the Border Executive Board. Border agencies have agreed to participate in a joint sprint project led by the airport to develop a set of customer experience initiatives for the airport system that can be implemented by 30 June 2023.
18. The border agencies only make up certain parts of the passenger arrival system at an airport and have very limited influence over the overall flow of arriving travellers. We believe the key contributors to traveller congestion ^{s 9(2)(f)(iv) OIA, s 9(2)(g)(i) OIA} [REDACTED]
[REDACTED] Border agencies can contribute to addressing some but not all of these issues.

19. ^{s 9(2)(f)(iv) OIA, s 9(2)(g)(i) OIA} [REDACTED]

20. The Border Executive Board can provide you with more information on this issue as needed. Briefings about the processing issues at the airport were provided to Ministers in November 2022 [BEB RPT 22-039 and BEB RPT 22-041 refers].
21. The Border Executive Board is also engaged with Auckland International Airport on the major upgrade to the international terminal. ^{s 9(2)(f)(iv) OIA, s 9(2)(g)(i) OIA} [REDACTED]
[REDACTED] The terminal upgrade will combine the domestic and international terminal and a new transport hub. Engagement with Auckland International Airport includes ensuring the space and facilities enable the delivery of regulatory border services, facilities for staff support wellbeing, and agencies understand the expected level of disruption during construction.

Priorities for the next six months

22. Key areas of focus for the Border Executive Board in the next six months are:
- *Airport system performance* – supporting the airport system to operate efficiently, with a focus on Auckland International Airport.
 - *Digitising the Arrival Card* – implementing the digital Arrival Card in stages for different air and maritime cohorts between July-October 2023. Handing over the New Zealand Traveller Declaration to its ongoing owner, the New Zealand Customs Service, and confirming the future role of the Border Executive Board.
 - *Aligning air and maritime passenger expectations* – aligning, where practicable, the risk screening of air and maritime passengers. This is linked to implementing the digital Arrival Card in maritime to strengthen risk management through pre-arrival information.
 - *Health at the border* – developing a strategic approach to health at the border. This includes better integration and coordination between health activities and the border, along with embedding health into the Integrated Targeting and Operations Centre (a joint border agency team based in Auckland).
 - *Ready for the next health event* – ensuring border agencies are joined up in relation to a new COVID-19 variant or the next health event. This involves confirming the escalation pathway, decision points and decision makers, and the potential role of border measures.
 - *Winter season* – maintaining awareness of winter events and risks. This includes the FIFA Women's World Cup, the predicted increase in travellers at southern airports, potential health events, and supporting the wellbeing of the border workforce when illness is traditionally higher.
 - *Financial oversight* – maintaining oversight of the financial sustainability of border activity with particular attention to the cost recovery of services and the impact of cost pressures such as inflation. Continuing to consider border scenarios of traveller and cargo demand to inform agency planning.

About the Border Executive Board

23. The Border Executive Board started on 11 January 2021 to strengthen the existing collaboration of border agencies, with a focus on a strong COVID-19 response, and to ensure an enduring safe and smart border. On 15 May 2023, Cabinet agreed to update

the Border Executive Board's accountabilities to reflect the evolution of the Government's COVID-19 Response, and also agreed a Border Sector Strategy [CAB-23-MIN-0168].

24. The Board intends to meet once a month in 2023 with fortnightly placeholders scheduled should an interim meeting be required.
25. A Deputy Chief Executive Group, with members from each border agency, supports the delivery of the Border Executive Board work programme. A range of senior officials' groups also support the work of the Border Executive Board and Secretariat.
26. The Border Executive Board and the Secretariat work closely with agencies that form part of the border system but cannot be members as they are Crown entities. These are:
 - Te Whatu Ora Health New Zealand – represented by Manatū Hauora
 - Maritime New Zealand – represented by Te Manatū Waka
 - Civil Aviation Authority /Aviation Security Service – represented by Te Manatū Waka.
27. The Board is supported by a small secretariat team to provide continuity of service and support. The Secretariat is led by Fiona McKissock, Executive Director, and has four staff.
28. The New Zealand Customs Service is the servicing department for the Border Executive Board and provides corporate and administrative support to the Secretariat. Customs is the employer of secretariat staff.
29. The Border Executive Board has some accountability responsibilities as if it were a department:
 - Annual Review Select Committee – the Border Executive Board attended a hearing in December 2022 before the Foreign Affairs, Defence and Trade Committee for 2021/22. This included responding to the standard pre-hearing questions. It is anticipated this will continue for 2022/23 and ongoing years.
 - Strategic Intentions – the Border Executive Board was granted a three-year waiver, when established, to produce its own strategic intentions document. It is timely to consider preparing the strategic intentions in 2023/24. Work will include developing success indicators for the Border Sector Strategy. These will build on the existing measures and indicators of the member agencies.
 - Royal Commission of Inquiry COVID-19 Lessons – the Border Executive Board is responding as its own entity in addition to each of the border agencies' own responses. The Secretariat will provide coordination support across the border agencies and the Board will regularly discuss progress.

Attachments

- Appendix 1: Members of the Border Executive Board
- Appendix 2: Agency members and border functions
- Appendix 3: Border Sector Strategy
- Appendix 4: 2022/23 Border Executive Board Work Programme

Appendix 1 – Members of the Border Executive Board 10 May 2023



Christine Stevenson

Chair
Comptroller of Customs

New Zealand Customs Service

Inaugural member

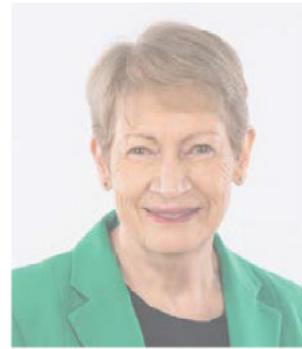


Chris Seed

Secretary of Foreign Affairs
and Trade

Ministry of Foreign Affairs and
Trade

Inaugural member



Carolyn Tremain

Chief Executive

Ministry of Business,
Innovation and Employment

Inaugural member



Ray Smith

Director-General of Primary
Industries

Ministry for Primary Industries

Inaugural member



Dr Diana (Di) Sarfati

Director-General of Health

Manatū Hauora
Ministry of Health

Joined August 2022
Appointed 1 December 2022



Audrey Sonerson

Secretary for Transport

Te Manatū Waka
Ministry of Transport

Appointed 12 December 2022

Appendix 2: Border agencies and border functions

Border Executive Board – The Six Agencies

New Zealand Customs Service

Te Mana Ārai o Aotearoa

Protect and promote New Zealand across borders

BORDER FUNCTIONS

- Passenger, goods, and craft clearance
- Revenue collection at the border
- Disruption to organised crime (especially drugs)

Ministry of Health

Manatū Hauora

Lead and shape New Zealand's health and disability system to deliver a healthy and independent future for all New Zealanders

BORDER FUNCTIONS

- Surveillance of, and response to, health risks at the border
- Health clearance for arriving craft
- Operationalisation of the International Health Regulations 2005

Ministry of Business, Innovation & Employment

Hikina Whakatutuki

Helping grow New Zealand for all to improve the wellbeing of New Zealanders

BORDER FUNCTIONS

- Verify right to enter New Zealand
- Disruption of people smuggling and trafficking
- Quarantine capability

Ministry for Primary Industries

Manatū Ahu Matua

Helping to seize export opportunities for our primary industries, improve sector productivity, ensure the food we produce is safe, increase sustainable resource use, and protect New Zealand from biological risk

BORDER FUNCTIONS

- Risk-informed screening and clearance of goods and craft for pests and diseases
- Biosecurity screening of all passengers' luggage

New Zealand Foreign Affairs & Trade

Manatū Aorere

Acting in the world to build a safer, more prosperous and more sustainable future for New Zealanders

BORDER FUNCTIONS

- Consular communications
- Support for border settings
- Trade facilitation

Ministry of Transport

Te Manatū Waka

Enable New Zealanders to flourish, reflecting transport's role in shaping our society, economy and environment

BORDER FUNCTIONS

- Policy advice, Crown entity governance, system leadership and stewardship including:
 - AvSec air security, passenger and baggage screening
 - CAA aviation safety
 - Maritime New Zealand regulatory activity

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

Improvements to the border system

Safer

Protect from harm and effectively manage risk onshore and offshore

Facilitation

Efficient movement of compliant people, goods, and craft

Stewardship

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 pathway 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 utilisation 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 focussed through the use of technology

Risks are managed as early as practicable and offshore where possible




Approved by Cabinet May 2023









Appendix 4: 2022/23 Border Executive Board Work Programme

 <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

and improve the border for the future

 <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 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 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 RASU's under the CAA Bill Input into development of Auckland International Airport 	Lead: MoT, NZCS With: MPI, MBIE, MoH

Refreshed February 2023