

Border Executive Board
Te Kāhui Whakamaru Paenga Tahī



Strategic Intentions

2024 – 2028



COLLECTIVE LEADERSHIP AND ACCOUNTABILITY FOR NEW ZEALAND'S BORDER

New Zealand's border is a strategic asset. It is important to the economy, society and individuals and is expected to work well, which it generally does. Many government and non-government organisations make up the border system, working cooperatively. The border must be strong today and evolve for the future to manage changing threats and continue the facilitation of compliant people, goods, and craft across the border.

The Border Executive Board (BEB) started in January 2021 as the first interdepartmental executive board. It replaced the Border Sector Governance Group with a wider membership to strengthen the joint work by agencies with a border function and ensure coordinated leadership when implementing the Government's COVID-19 border controls. While the BEB has delivered on its accountabilities relating to COVID-19, its broader purpose to coordinate management of risk and improvements for New Zealand's border remains highly relevant.

This document presents the first BEB Strategic Intentions, having received a waiver for its first three years. This Strategic Intentions covers the period 1 July 2024 to 30 June 2028.

Presented to the House of Representatives pursuant to Section 39 of the Public Finance Act 1989.

As at July 2024.

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Ministerial statement

I am satisfied that the information on strategic intentions prepared by the Border Executive Board is consistent with the policies and performance expectations of the Government.



Hon Casey Costello, Minister of Customs

18 July 2024

Chief Executives' Statement

In signing this statement, we acknowledge that we are responsible for the information on the strategic intentions of the Border Executive Board. This information has been prepared in accordance with sections 38 and 40 of the Public Finance Act 1989.

18 July 2024



Christine Stevenson

Chair
Comptroller of Customs
New Zealand Customs Service



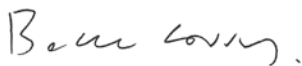
Ray Smith

Director-General
of Primary Industries
Ministry for Primary Industries



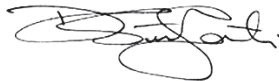
Carolyn Tremain

Chief Executive
Business, Innovation and Employment
Ministry of Business,
Innovation and Employment



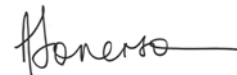
Bede Corry

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



Dr Diana Sarfati

Director-General of Health
Ministry of Health



Audrey Sonerson

Chief Executive
Secretary for Transport
Ministry of Transport

WHO WE ARE

The Border Executive Board (BEB) started on 11 January 2021 as the first interdepartmental executive board established under the Public Service Act 2020. It brings together six public service departments with border responsibilities, and the board chief executive members are jointly accountable for governing the performance of the BEB.

BORDER EXECUTIVE BOARD

Oversee collaboration and alignment between the member agencies and provide a single point of contact for raising issues and opportunities that are best progressed by more than one agency working together.

- Remove gaps in border processes
- Ensure future risks from people, goods, and craft are addressed
- Make strategic improvements to the border system

BORDER FUNCTIONS WITHIN MEMBER AGENCIES

New Zealand Customs Service

- Risk-informed assessment, inspection, and clearance of travellers, goods, and craft
- Revenue collection
- Disruption of illicit/illegal goods and organised crime
- Trade assistance

Ministry of Health

- Surveillance of, and response to, health threats at the border
- Implement routine border health controls
- Operationalisation of the International Health Regulations 2005

Ministry of Business, Innovation & Employment

- Verify eligibility to enter New Zealand
- Disruption of people smuggling and trafficking

Ministry of Foreign Affairs & Trade

- Upholding New Zealand's obligations as they relate to the border
- Management of international VIPs

Ministry for Primary Industries

- 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, border, and domestic/post-border)

Ministry of Transport

- Policy advice, Crown entity governance, system leadership and stewardship including:
 - Aviation Security: Passenger, non-passenger, and baggage screening
 - Civil Aviation Authority: Regulatory activity
 - Maritime New Zealand: Regulatory activity

4 

international airports

22 

international maritime ports

16 

ports for commercial goods border processing

As at 1 July 2024

MINISTERIAL RESPONSIBILITY

The Minister responsible for the BEB is the Minister of Customs.

Other Ministerial portfolios relevant to BEB member agencies are:

- Customs
- Health
- Biosecurity
- Foreign Affairs
- Trade
- Immigration
- Transport.

Other portfolios of interest to the BEB are:

- Infrastructure
- Regulation
- Tourism.

The BEB contributes to Government priorities by ensuring New Zealand has a safe and smart border that facilitates the movement of compliant people, goods, and craft while managing risks. The BEB works to deliver effective and fiscally sustainable public services.

GOVERNANCE BOARD

The governance board consists of the chief executives of the six member agencies. The Chair is the Comptroller of Customs.

While a department is led by one person, the joint accountability of an interdepartmental executive board means that the governance board has the relevant chief executive responsibilities. For example, the annual report is signed by all members of the governance board; and the Select Committee Annual Review is attended by governance board members.

The board may give authority to others to conduct activity on its behalf. However, it retains joint accountability for the performance of the BEB and meeting the obligations of being a departmental chief executive.

The board meets regularly and is informed by a programme of work aligned to the purpose and accountabilities of the BEB.

Membership and appointments by the Public Service Commissioner

The Public Service Commissioner appoints the governance board including deciding whether all or only some of the chief executives will be members. The Commissioner also chooses one member to be the Chair.

Good governance

The BEB is considered its own entity, like a government department, and must comply with relevant legislative and Parliamentary requirements.

The board ensures efficient and effective operations through:

- clear operating procedures to outline decision-making authority, conflict resolution, and general operations
- supporting any change in membership
- the annual review of how it is operating.

The BEB operating procedures are available online at customs.govt.nz/about-us/border-executive-board

WHY WE'RE HERE

Border agencies have a long history of working together

Prior to the BEB, a chief executive level group called the Border Sector Governance Group (BSGG) worked together on operational areas of shared interest and took a strategic view where possible. This initially involved the New Zealand Customs Service, the Ministry for Primary Industries, and Immigration New Zealand.

The need for stronger joint leadership aligned with the introduction of interdepartmental executive boards

The BEB was established with a wider membership because of the:

- Government's response to COVID-19, which needed stronger border leadership, aligned with the introduction of interdepartmental executive boards through the new Public Service Act 2020
- need for strong joint ownership of end-to-end border processes
- complexity of border issues
- benefit of identifying and managing risks together
- opportunity to consider future investment together as members share risks, customers, technology, and working environments
- significance of the border to New Zealand's security, biosecurity and health threats, and drug and people smuggling
- value a dedicated forum would bring with a system approach to ensure a safe and smart border.

Interdepartmental executive boards are stronger than a general group.

Member agencies are specified in legislation and chief executive members of the governance board are jointly accountable to the responsible Minister.

Chief executives retain responsibility for their own agencies and work together on complex issues and opportunities that are best progressed by working with more than one agency.

The value of looking at the whole of the border

The New Zealand border system generally works well. It is stronger when agencies can look at the whole picture, not just a financial or single organisation outcome. A smart and safe border requires:

- effective regulation by all agencies
- integrated surveillance of risks and operational collaboration
- fit for purpose infrastructure and technology
- well trained competent people, working collaboratively
- effective relationships.

An effective border relies on public and private organisations working well together

The border system is reliant on many government and non-government organisations carrying out their functions well and working together. This includes airport and maritime port companies, transport operators, exporters and importers, industry association groups, and government border agencies.

Changing one part of the border impacts another part

How border functions are delivered must evolve to meet the changing movement of people, goods, and craft, new threats, and technology development. With so many different groups involved and shared customers, making changes to the border system becomes complex and requires careful development, stakeholder consultation, and coordinated delivery.

The importance of being connected at all times

The BEB creates the ability to be regularly connected, rather than only as needed for an issue. The deliberate focus on the system makes it easier for agencies to identify shared priorities beyond their immediate operational activities.

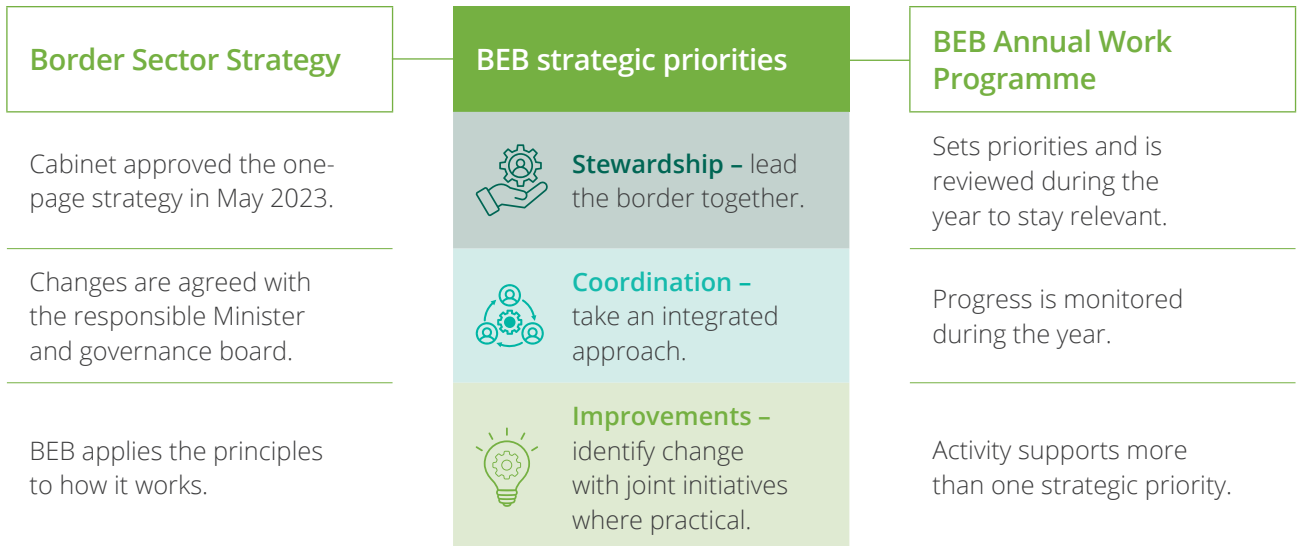
Regular connection builds trust, relationships, and a stronger understanding of the risks and opportunities for the border system. It also creates the ability to think about longer-term matters impacting the border.

OUR DIRECTION

Cabinet sets our direction

Cabinet provides the direction for the BEB setting the areas of accountability that inform priorities and initiatives.

- 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.



The BEB brings together the member agencies who operate under individual and specific regulations due to the unique nature of their responsibilities and functions. The size and occurrence of the border functions within each member agency varies significantly.

The BEB's direction is informed by its legislative purpose, Cabinet accountabilities, the Border Sector Strategy, the operating environment, and the conditions and priorities of the member agencies.

The BEB must be deliberate and focus on activity that will make the most difference, recognising that resources are limited, and collaboration takes time and effort.

OUR PERFORMANCE FRAMEWORK

The Border Executive Board is here to

Provide collective leadership and accountability for New Zealand's border

Our core functions are to

Remove gaps in border processes

Ensure future risks from people, goods, and craft are addressed

Make strategic improvements to the border

We deliver these functions through



Stewardship –
lead the border together



Coordination –
take an integrated approach



Improvements –
identify change with joint initiatives where practical

Success looks like

Issues disrupting the border system are responded to while short and longer-term risks are managed through system performance and assurance

Seeing a whole of border view and providing a combined border voice on shared areas of interest

Changes and improvements are identified where there are benefits to more than one agency or there are shared users

Work is delivered by our member agencies supported by the BEB Secretariat

Member agencies are responsible for delivering their contribution to the BEB

The BEB Secretariat provides services to the governance board and member agencies

Progress is shown in our annual report

Case studies of BEB work supported by information from member agencies, where possible

Border System Performance appropriation measures:

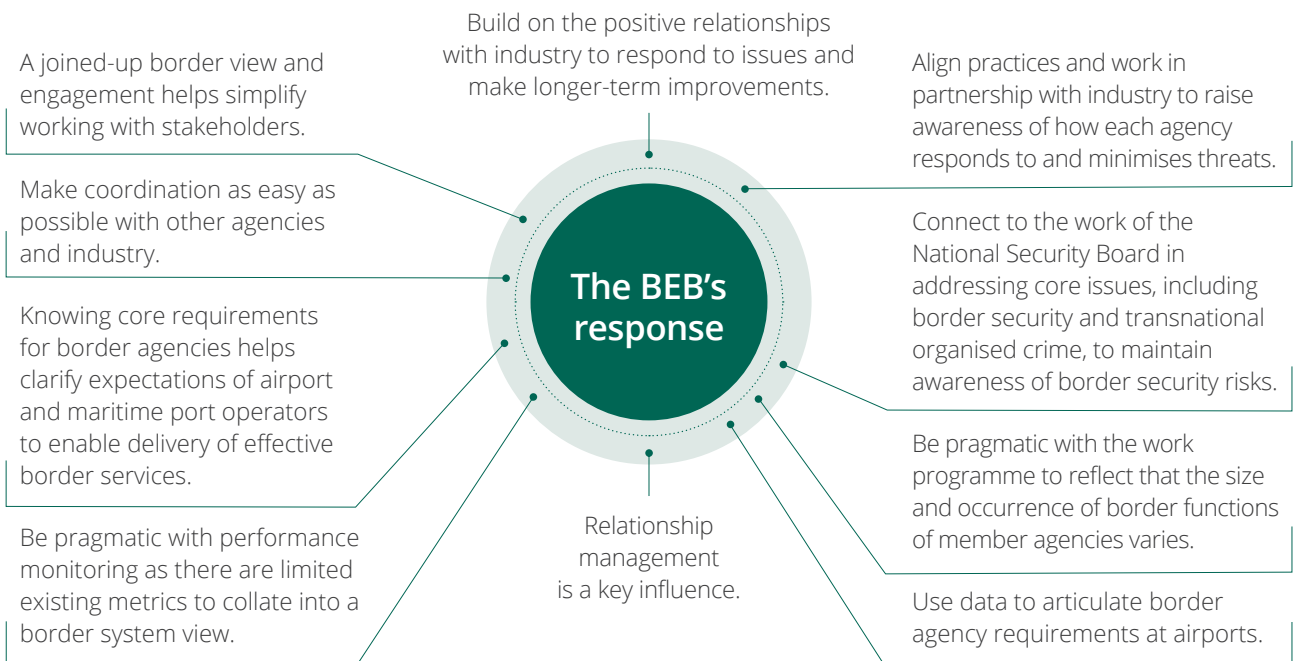
- a work programme with initiatives that respond to risk and drive border system improvement
- satisfaction of information and advice to the responsible Minister

THE BEB IS INFLUENCED BY A RANGE OF FACTORS



THE BORDER SYSTEM CHALLENGES

Ability to influence private businesses	Maintaining the integrity and wellbeing of the border workforce	Achieving a level of consistency while at the same time allowing for local variation
<p>Border agencies operate within a wider system. Airports and maritime ports are not Government owned or operated. This limits border agency influence (location, investment, operations, performance) and creates different drivers for performance (commercial vs public good). Any removal of border services would have a serious consequence for New Zealand.</p>	<p>Transnational organised crime continues to try to corrupt border agency workers and those in the wider border system.</p> <p>Legislative and regulatory settings restrict how health risks can be managed with private operators e.g. unable to mandate space for screening passengers at airports.</p>	<p>Agencies deliver the same function at different locations, sharing common threats, but need to have flexibility to meet the needs of the situation and unique environment. Each airport and maritime port operates differently.</p>



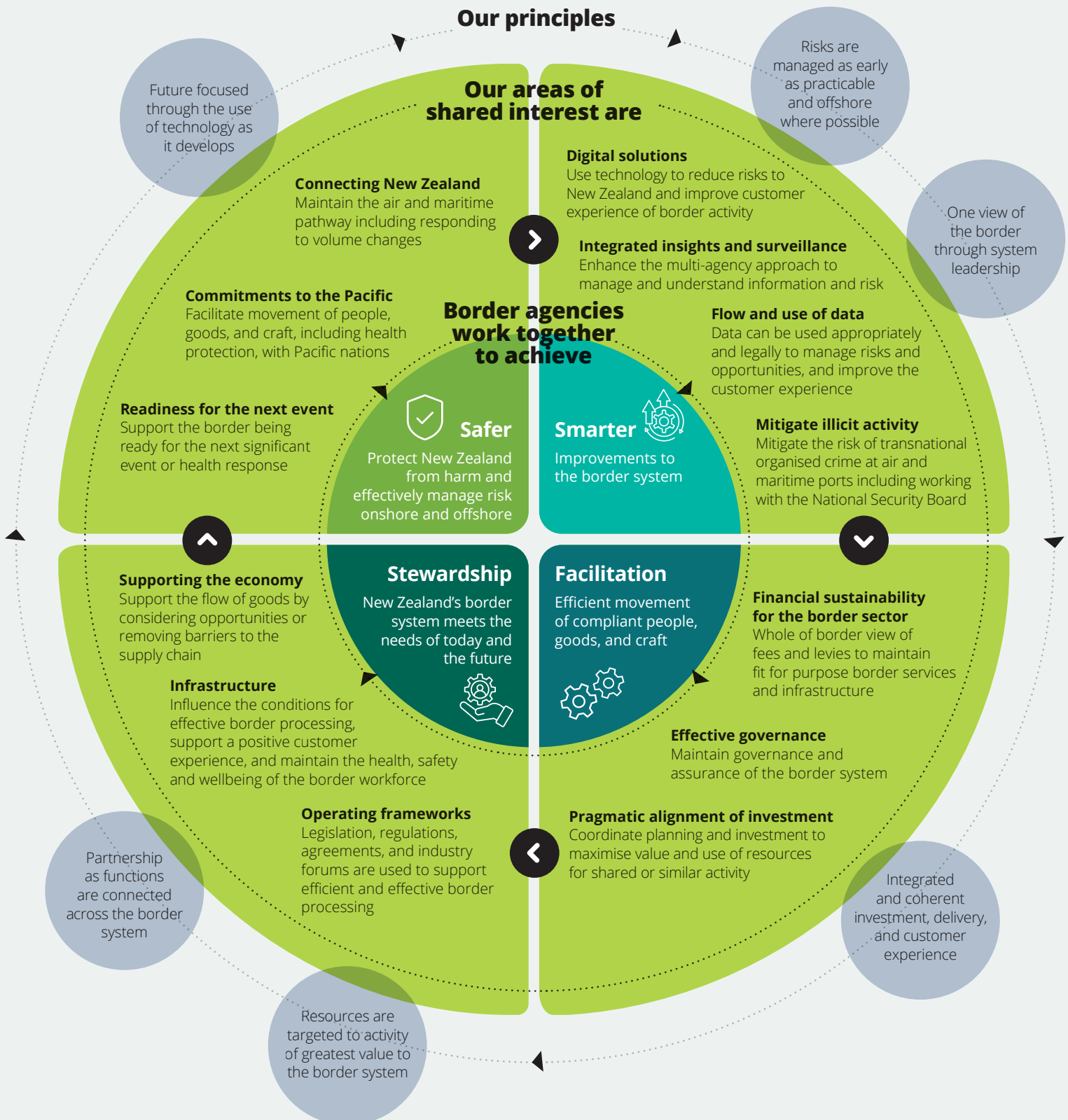
BORDER SECTOR STRATEGY

THE BORDER EXECUTIVE BOARD

provides collective leadership and accountability for New Zealand’s border

THE BORDER SECTOR

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



WHAT WE WILL DO OVER THE NEXT FOUR YEARS



Stewardship – lead the border together

The BEB creates the accountability for an enduring and joint commitment to the border.

It has a stewardship responsibility to consider the immediate and future which includes the combined regulatory environment its member agencies use to conduct border functions.

The BEB Secretariat brings together advice, informed by agencies, to guide the governance board.



Coordination – take an integrated approach

Being coordinated creates a whole-of-border view, helping identify where an integrated approach adds value.

Where before agencies came together for short-term projects, the BEB provides ongoing connection and coordination with additional capacity through the Secretariat.

This makes collaboration across agencies and with industry effective and efficient, embeds integration, and lets people focus on their subject matter expertise.

The next four years will include:

Continuing consistent governance

Regular meetings, transparent decision making, and planned agenda to ensure the breadth of the BEB responsibilities are progressed. Clear priorities are set with member agencies, reflecting the short and longer-term needs of the border system. Regular reporting is received to enable informed trade-offs to be made.

Improving visibility of border system performance

Have a better understanding of where attention is needed or there is the opportunity for improvements; knowing what action, if any, is needed by the BEB. This will include developing a broader assurance framework that considers existing and new metrics and indicators.

Maintaining financial sustainability

Use the consolidated financial view of fees and levies to maintain visibility of cost recovery impacts on the border system and shared stakeholders. Develop cost recovery regulations for new or restarting international airports.

Maintaining and improving key relationships

Keep connected with stakeholders because government agencies are just one part of the wider border system.

The next four years will include:

Implementing the first Regulatory Airport Spatial Undertakings

Border agencies will articulate their requirements and work with airport operators to ensure effective border services. The first plans must be approved by the Secretary of Transport by 6 January 2026 and reviewed every five years, or when there is significant change.

Progressing a whole of border view

Maintain a system perspective of key topics including:

- regional airport regulatory status
- conditions at maritime ports
- activity to support maritime people processing
- airport slot management planning
- border activity in the Pacific
- cost recovery.

Progressing a joined-up approach to airport infrastructure

Working across all airports, with a focus on services at Auckland Airport during the terminal redevelopment that is due for completion by 2030.

Supporting the Integrated Targeting and Operations Centre

Continue the joined-up approach to risk-management and joint operations as border threats evolve.

Using existing and new forums

Connect with industry and stakeholders and help minimise the burden of Government consultation on border matters. Continue to support the BEB coordination groups to enable identification of and response to issues and risk, with a whole-of-border view.



Improvements – identify change with joint investments where practical

How agencies deliver services to manage threats while promoting a positive user experience for people and business will continue to evolve.

There is a greater need for agencies to know about each others potential changes due to the connected nature of risks, customers, technology, and working environments.

Services and technology are interconnected. Identifying and planning change will minimise disruption to the border system and enable effective use of funding by highlighting opportunities such as sharing design and procurement.

The next four years will include:

Establishing the digital border programme

Define the digital border, vision, and appropriate oversight. A roadmap will enable a system view of individual agency improvements and identify opportunities to do something once that could have multiple benefits. The roadmap will include enhancements to the New Zealand Traveller Declaration, the outcome of the trans-Tasman seamless travel work, and development of screening technology.

Partnering with industry

Identify and make improvements, where appropriate building on the trans-Tasman seamless travel work.

Supporting the Strategic Approach to Health at the Border

Continue implementing the Ministry of Health's 10-year strategy to integrate health at the border.

Identifying new improvements

Use planning and assurance processes, along with the identification of risk and opportunities through the BEB network groups for new improvements.

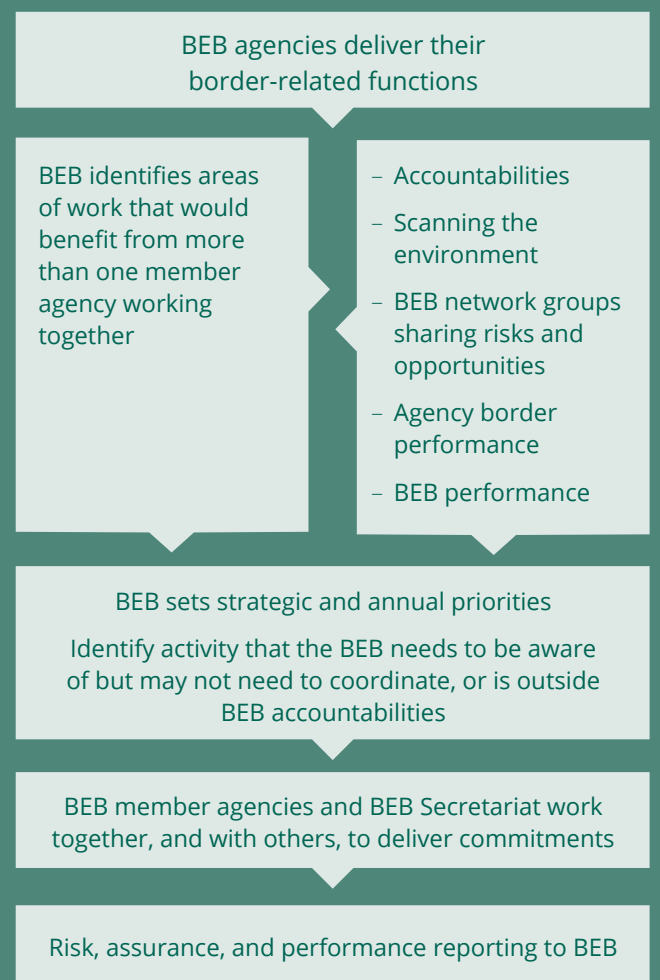
How we will monitor performance

The success of the BEB relies on each member agency delivering their border-related functions and commitments to the BEB agreed activity.

The BEB will receive advice on performance, assurance, and risk relating to the BEB accountabilities and work programme at key points during the year, along with progress updates as needed.

The Annual Report will document activity and use case studies to show the difference the BEB has made.

Where specific performance measures relating to border functions are detailed in agency Vote appropriations or strategic intentions, these will be used to inform the performance story of the BEB.



HOW WE WORK



Secretariat team

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



NEW ZEALAND
CUSTOMS SERVICE
TE MANA ARAI 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



Partnership with border Crown entities

- Civil Aviation Authority / Aviation Security Service
- Maritime New Zealand
- Health New Zealand

And stakeholders and regulated parties

- Airport and maritime port operators
- Airlines and cruise operators
- Import and export operators
- Travellers

Secretariat team

A small secretariat team is funded through the Border System Performance appropriation within Vote Customs. Member agencies fund the appropriation.

The Secretariat provides advice and services to the governance board and progresses initiatives with member agencies.

A formal secretariat provides continuity of knowledge, processes, and relationships. The dedicated resources provide additional capacity to look at the border system and support member agencies.

Secretariat staff are employees of, or are seconded to, the New Zealand Customs Service. The team is led by an Executive Director.

Member agencies

Member agencies inform, collaborate, and implement the work of the BEB. Agencies are involved in identifying work relevant to the BEB and in agreeing priorities and resources. Their contribution is mostly delivered using existing resources within their agency. This reflects that the work is relevant to the business-as-usual operations of the agencies.

New Zealand Customs Service

Customs also provides support to the BEB through financial administration and reporting, corporate services, legislative compliance, and being the employer of Secretariat staff. This support is the most efficient way of running a very small entity.

Border Crown entities

The border Crown Entities participate in cross-agency groups and attend governance board meetings for relevant items. They are not members of the BEB as membership is limited to public service departments under the Public Service Act 2020.

Cross-agency groups

The BEB builds on the strong day-to-day operational connections between agencies and border Crown entities. The BEB provides the structure and support for a range of groups to regularly connect on cross-agency and border system activities. This recognises that collaboration across agencies is time intensive. Regular engagement with subject-specific groups grows an understanding of each others business and creates trust and openness that enables easier identification of issues, risks, and opportunities and to progress BEB activity.

Stakeholders and regulated parties

The BEB and member agencies work closely with a range of stakeholders and regulated parties to deliver their services. Keeping connected and having good working relationships is essential as the BEB is part of the wider border system.

Note: a regulated party is a business or individual who is required to follow the law.



Te Kāwanatanga o Aotearoa
New Zealand Government

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