

Border Executive Board  
Te Kāhui Whakamaru Paenga Tahī



# ANNUAL REPORT 2023/24

*For the period 1 July 2023 to 30 June 2024*

*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 for Primary Industries  
Manatū Ahu Matua



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



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



**MINISTRY OF TRANSPORT**  
TE MANATŪ WAKA

### Border Executive Board Annual Report For the period 1 July 2023 to 30 June 2024

The Border Executive Board (BEB) has a waiver from the Minister of Finance, under section 45AB of the Public Finance Act 1989, from the requirement to include financial statements in this Annual Report. The waiver covers the financial years 2023/24, 2024/25 and 2025/26.

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

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

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### **Abbreviations**

**BEB** Border Executive Board

**NZCS / Customs** New Zealand Customs Service

**MPI** Ministry for Primary Industries

**MoT** Ministry of Transport

**MIBE** Ministry of Business, Innovation and Employment

**MFAT** Ministry of Foreign Affairs and Trade

**MoH / Health** Ministry of Health

**NZTD** New Zealand Traveller Declaration

**ITOC** Integrated Targeting and Operations Centre

**CAA** Civil Aviation Authority

**AvSec** Aviation Security Service

## A message from the Border Executive Board

The Border Executive Board (BEB) supported a whole-of-border view to identify and respond to risks and continue making improvements for a safe and smart border.

Our work is grouped into three areas:



### Stewardship

leading the border



### Coordination

taking an integrated approach



Improvements delivering joint initiatives with the member agencies

### Partnership with industry is key to improving the border and the traveller experience

During the year the BEB had significant engagement with industry to improve end-to-end processes and the traveller experience. Highlights included:

- **New Zealand Traveller Declaration (NZTD) implemented across air and maritime.** The aviation industry supported implementation and improving usage, with the NZTD used for the aviation 2023/24 summer peak. The cruise industry enabled trials with ships and passengers so that the NZTD is ready for the 2024/25 season
- **Trans-Tasman Seamless Travel identified options for air travel.** New Zealand and Australian government agencies and industry partners worked together to identify possible improvements and produce a joint report for the Prime Ministers of New Zealand and Australia
- **improved aviation traveller experience.** MPI made significant changes to biosecurity passenger processing at New Zealand international airports for summer 2023/24, introducing an express lane using the NZTD
- **joined-up engagement about infrastructure.** Agencies met with maritime ports to discuss changes to improve border processing and the traveller experience. Incremental improvements will start from the 2024/25 cruise season.

All airports and border agencies began preparations for the first Regulatory Airport Spatial Undertakings (RASU). A RASU will set out how an airport operator will accommodate government agencies within their airport

- **better airport data.** The BEB worked closely with Auckland Airport to improve performance reporting and better understand how all parts of the airport system were affecting the traveller journey.

### Strong readiness and response

The BEB has embedded multi-agency readiness into the way the border operates. Examples include regular health surveillance and participation at the Integrated Targeting and Operations Centre (ITOC), preparation for the 2023/24 cruise season, and the NZTD being ready to support a border event across air and maritime, when needed.

The BEB responded to the issue of congestion at Auckland Airport with an improved traveller experience for summer 2023/24. This took significant planning, effort, and extra resources.

There was strong cross-agency working between MPI and Health on mosquitos and preparedness for the highly pathogenic avian influenza.

The establishment of the Places of First Arrival Group set the foundation for a joined-up response to unscheduled and new/restarting international scheduled air services. This enabled a whole-of-border response, including working with the Civil Aviation Authority (CAA), to the announcement of international scheduled flights potentially restarting from Hamilton Airport.

### Greater momentum using the Secretariat team

The BEB Secretariat increased the momentum of activities that required multiple agencies to work together by providing dedicated support and advice. This enabled agencies to more easily connect and provide subject matter expertise. The extra support was invaluable to complete the Trans-Tasman Seamless Travel work with industry.

## The year ahead

The BEB will work with industry and agencies to deliver its 2024/25 priorities of:

- border system readiness for changes to airport regulatory status, and developing and consulting on potential regulations for aviation to support financial sustainability
- contributing to, and supporting, the first RASUs
- identifying and supporting delivery of digital change, building on the work with the NZTD and Trans-Tasman Seamless Travel
- developing a framework to inform when the border system needs BEB input.

## The governance board as at 30 June 2024



**Christine Stevenson**

Chair  
Comptroller of Customs

*Inaugural member*



**Ray Smith**

Director-General  
of Primary Industries

*Inaugural member*



**Carolyn Tremain**

Secretary for Business,  
Innovation and Employment  
and Chief Executive

*Inaugural member*



**Bede Corry**

Secretary of Foreign Affairs  
and Trade

*Appointed from 30 June 2024*

*Chris Seed: 11 January 2021 –  
31 January 2024*

*Acting chief executives: 1 February –  
29 June 2024*



**Dr Diana Sarfati**

Director-General of Health

*Joined August 2022 as Acting  
Director-General*

*Appointed from 1 December 2022*

Photo credit Alan Dove, University of Otago



**Audrey Sonerson**

Secretary for Transport

*Appointed from 12 December 2022*

# About the Border Executive Board

The BEB started in January 2021 as the first interdepartmental executive board set up under the Public Service Act 2020.

An interdepartmental executive board brings government departments together to work on complex matters that are best progressed by more than one department; in this case the New Zealand border.

## Legislated Purpose

To help coordinate the management of the New Zealand border, including to:

- remove gaps in border processes
- ensure future risks from people, goods, and craft are addressed
- make strategic improvements to the border system.

## Government Direction

The new Government continued with the direction and priorities of the BEB. Cabinet reset the five BEB accountabilities in May 2023.

- 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.

## Strategic Direction

The Border Sector Strategy one-page document was agreed by Cabinet in May 2023. This guides the direction and priorities of the BEB.

The BEB's first Strategic Intentions was presented to Parliament on 30 August 2024, for the period 2024-2028. The BEB, like other Public Service departments, is required to publish its focus over the next four years.

## Annual Priorities

The BEB sets annual priorities and monitors progress during the year.

The priorities for 2023/24 took into consideration the Cabinet accountabilities, Border Sector Strategy, operating environment, and the conditions and priorities of the member agencies.

## Funding

The BEB is a very small entity funded by the six member agencies, under the Border System Performance Appropriation within Vote Customs.

## Accountability

Chief executives are accountable for their agency's contribution to the BEB.

Each has responsibility for the overall performance of their own agency and accountability to individual portfolio ministers.

## Reporting Performance

This Annual Report shows progress against the BEB's 2023/24 work programme.

Reporting on the BEB Strategic Intentions will begin from the 2025 Annual Report.

Consideration will also be given to including an update on the Border Sector Strategy in the 2025 Annual Report.

## The BEB brings border functions together

### Ministerial responsibility

The BEB is accountable to the Minister of Customs, the Hon Casey Costello.

#### Border-related Ministerial portfolios

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



### Border functions within member agencies



NEW ZEALAND  
**CUSTOMS SERVICE**  
TE MANA ARAI O AOTEAROA

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



**MINISTRY OF TRANSPORT**  
TE MANATŪ WAKA

- 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

**Ministry for Primary Industries**  
Manatū Ahu Matua



- 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)



**MANATŪ  
HAUORA**

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**  
HĪKINA WHAKATUTUKI

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



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

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

## The BEB enables a strong and effective border

### Effective border management is critical to New Zealand's wellbeing and prosperity

The border is where the New Zealand Government controls the movement of people, goods and craft, and collects revenue. The border functions of the BEB member agencies connect New Zealand with the world and protect our people, economy, society, and biodiversity from a range of threats.

### A strong and efficient border supports a growing economy

The facilitation of trade and tourism, including the collection of Crown revenue, makes an important economic contribution to New Zealand. With New Zealand's economic reliance on primary production and its natural environment, agencies must remain vigilant at the border for biosecurity and health threats. The COVID-19 pandemic demonstrated the importance of agencies being ready to identify and respond to health threats at the border.

### Effective border security keeps New Zealand safe

New Zealand must be protected from a wide range of risks that can cross the border. Risks include transnational crime, people and wildlife smuggling, human trafficking, espionage, illicit drug and firearm smuggling, terrorism, violent extremists, and health and biosecurity-related threats, such as pests and diseases.

### A strong and effective border is made up of different components

The core components are:

- appropriate legislation and regulation
- integrated surveillance of risks with operational collaboration
- fit for purpose infrastructure and technology
- well trained, competent people, working collaboratively and with integrity
- well managed relationships with government and non-government stakeholders
- value for money for border services funded from the Government and cost recovery.

### The difference the BEB makes

The BEB builds on the history of strong coordination between the agencies with operational services: MPI, Customs, and Immigration New Zealand. The BEB makes a difference by:

- looking at the whole of the border, rather than a single organisation outcome
- helping border agencies act in a coordinated way when they work with public and private organisations who are part of the border system
- identifying the impact of process and organisational change on the border system
- being connected at all times to respond quickly to issues and threats
- obtaining and reusing information and experience, appropriately and legally, across agencies to inform ongoing improvements
- having an enduring commitment to the border and stakeholders.



## 2023/24 Border Sector Volumes

### PEOPLE



**4**  
international  
airports

**6.1 million**  
departures air  
Last year: 4.8m

**6.2 million**  
arrivals air  
Last year: 4.9m

**1.121 million**  
visa decisions  
Last year: 929,737

**1.619 million**  
NZeTA decisions  
Last year: 1.3m

### CRAFT



**22**  
international  
maritime  
ports

**2,258**  
commercial  
craft arrivals  
Last year: 2,000

**137**  
cruise ships  
visited  
Last year: 108

**621**  
small craft  
arrivals  
Last year: 474

### GOODS



**16**  
ports for  
commercial  
goods border  
processing

**4 million**  
Customs export  
transactions  
Last year: 4.4 million

**27.5 million**  
Customs import  
transactions  
Last year: 19.7 million



Air passenger statistics = commercial air passengers

## The BEB sets clear priorities to lead and improve the border

### BEB priorities 2023/24



### BEB work programme 2023/24





## Stewardship leading the border



### Governance

- Board performance
- Operating frameworks
- Assurance
- Accountability to Parliament and public

**Lead:** BEB Secretariat **With:** All agencies



### Strategy and performance

- Border Sector Strategy
- Risk management
- Border scenarios and forecasts
- Performance metrics and monitoring

**Lead:** BEB Secretariat **With:** All agencies



## Improvements delivering joint initiatives with the member agencies



### New Zealand Traveller Declaration

- Implement the New Zealand Traveller Declaration for maritime cruise
- Implement agency ownership of the New Zealand Traveller Declaration

**Lead:** NZCS, MBIE, MPI **With:** MoH



### Trans-Tasman Seamless Travel

- Industry and agencies to identify ways to reduce barriers at the border, while not compromising security

**Lead:** BEB Secretariat **With:** All agencies



### Digital Border

- Rescope digital border vision and governance
- Create a roadmap to include the potential of the digital declaration

**Lead:** BEB Secretariat **With:** All agencies



### Data sharing and privacy

- Data sharing support for priority projects
- Improve tools to support engagement with the Office of the Privacy Commissioner
- Establish and share guidance with agencies

**Lead:** MBIE **With:** NZCS



### Strategic Approach to Health at the Border Phase 2

- Develop an enduring presence at the aviation and maritime borders
- Use horizon scanning, preparedness, and escalation for early warning and rapid response
- Review legislation to support health at the border
- Review IT requirements and feed into BEB digital activity

**Lead:** MoH **With:** NZCS, MPI, MBIE, MoT

# Highlights

## BEB priorities achieved



### Implemented the New Zealand Traveller Declaration (NZTD)

- The NZTD can be easily used by all passengers and crew arriving in New Zealand by air or sea.
- Ready to be used to respond to a border event.
- Platform for further digital improvements to maintain ease of use by travellers and manage border threats earlier.



### Delivered joint report on Trans-Tasman Seamless Travel

- Government agencies worked in partnership with industry to develop options for air travel.
- Joint report provided, as agreed, to the Prime Ministers of New Zealand and Australia.
- Options will inform future improvements.



### Responded to the resumption of demand for air travel

- Improved passenger experience for summer peak 2023/24, focusing on Auckland Airport, as the gateway to New Zealand, without compromising border protection. MPI introduced an express lane across the four international airports using the NZTD.
- Stronger coordination of requests for non-scheduled flights and interest in international scheduled flights through new Places of First Arrivals Group.



### Coordinated maritime activity

- Good preparation meant a successful 2023/24 cruise season with increased number of ships and passengers processed.
- Maintained whole-of-border view and alignment of agency work to process maritime travellers and crew.
- Checklist completed and used to discuss border requirements at ports for passenger processing and potential improvements.

## Strong foundations maintained



### View of fees and levies across the border

- Embedded six-monthly sharing of financial information on fees and levies and investment to see the impact on the border sector and shared stakeholders.
- Supported coordination across agencies and joined-up advice to Government on the number of fee and levy reviews under way.



### Readiness for a health event

- Improved readiness for a health event with regular surveillance reporting, ITOC participation, and clear information flows.
- Joined-up border response to international measles cases, response to mosquito incursion, and preparation for the highly pathogenic avian influenza.



### Clear direction

- Good governance continued by setting priorities and monitoring performance, and the annual review of operating documents and board evaluation.

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## Performance measures met

### Work programme responds to risk and drives improvement

Makes sure the BEB's attention is balanced. Priorities are set with agencies, recognising that the size and scale of border functions differs amongst members.

### Minister is satisfied with information from the BEB

Formal checks that the BEB is meeting expectations for the quality of advice and information provided to Government.



## Progress | Stewardship

**Leading the border** – setting clear priorities, monitoring performance, and being transparent with progress keeps the BEB on track and enables others to have trust and confidence in our work.



### Governance

Clear operating framework with accountability to Parliament and the public.

- Annual review of governance provided members the opportunity to identify improvements and continue good working practices. Operating frameworks confirmed as still fit for purpose.
- Accountability to Parliament met through response to Parliamentary Questions, Official Information Act 1982 requests, Select Committee Annual Review, and the first BEB Strategic Intentions developed.
- Assurance confirmed readiness for seasonal peaks and that risks were being managed by agencies. Agencies are maintaining the integrity of their border workforce.
- Supported the incoming Government and Minister with briefings on the BEB and topics of interest.



### Promoting whole-of-border ministerial engagement

During the year the BEB provided advice to the portfolio ministers, through the Minister of Customs. This helped raise the profile of border matters with other ministers and promote whole-of-border ministerial engagement. Topics included:

- preparation and debrief of summer peak at Auckland Airport, as the largest airport
- developing metrics for the passenger journey at Auckland Airport
- border agency feedback on Auckland Airport slot planning consultation that manages capacity at high demand airports
- cost recovery for establishing air passenger services
- Trans-Tasman Seamless Travel.



### Strategy and performance

Priorities set with agencies and performance monitored.

- Border forecasts for passenger and cargo demand were considered six-monthly and released online to inform agency and industry planning.
- BEB annual priorities set with member agencies. Regular performance reporting with monthly dashboard of the BEB work programme, quarterly BEB Systems Improvements Programme, and six-monthly BEB internal performance.
- Risk management through BEB network groups and assurance for summer and winter peaks.



### Evolving how priorities are set and communicated

An Oversight Framework was implemented for 2023/24 to clarify the type of activity relevant to the BEB. This enabled agencies to prioritise their resources and the governance board to prioritise its time. The Framework grouped activity into:

- **border priorities** – the must-do activity
- **work programme** – directly linked to BEB accountabilities, benefits from strong multi-agency coordination, and has performance monitoring
- **monitor** – to understand the impact of a topic relevant to the BEB and if action is needed
- **aware** – of interest but out of scope for BEB responsibility.



## Assurance confirmed agencies are maintaining the integrity of their border workforce

A governance board item about the International Civil Aviation Authority's security audit findings led to a discussion about the risk of trusted insider threat and mitigations.

The governance board identified an opportunity to seek assurance that agencies are maintaining the integrity of their workforce within the border system supply chain. The review linked to the Protective Security Requirements (PSR) with the aim to share any good practices found.

The BEB led the assurance review working with the six BEB agencies, CAA, and Maritime New Zealand. External expertise was used to validate alignment of agency practices with best practice.

The review found that agencies have a significant number of integrity measures, strategies, policies, and practices in place. There was no remedial action needed.

### Two improvement actions agreed

The BEB agreed two improvement actions that would have the most benefit to continuing to support the integrity of the border workforce.

- People – how agencies can appropriately share information about personal and employment integrity concerns.
- Shared workplaces and information systems – increase the consistency of policies and practices when border agencies are co-located or have shared information systems.

### Action taken during the year

The BEB coordinated and championed actions with agencies including:

- encouraging use of the *Public Service Commission's Workforce Assurance Standards* check of employment integrity matters, and disclosure questions on applications
- increasing participation at the Public Service Joint Integrity Conduct Forum to share issues, risks, and solutions amongst agencies to improve practices
- developing guidance, through the BEB Data Sharing and Privacy workstream, to inform the new Government Chief Privacy Officer website, that went live in March 2024

- having a workshop to build awareness and understanding of Trans-National Organised Crime (TNOG) and the importance of sharing information that involved the TNOG Secretariat, border agencies, and maritime and port representatives
- confirming those in the ITOG shared workspace meet the Customs pre-employment and integrity practices as the host agency, as well as any employer-specific requirements.

### What's next

Agencies will work together through the Integrity Forum and share PSR findings and practices, with an update to the governance board later in 2024.

The BEB supports Maritime New Zealand in developing a port identity card to improve maritime security. The good practices found in the review, and shared with participating agencies, will also support CAA to strengthen the integrity of the airport workforce.

The BEB will also support maintaining the integrity of the wider border system workforce during the development at Auckland and Queenstown Airports.



## Monitor and Aware

### The BEB was kept informed of other activity relevant to the border.

- Ministry of Transport led the establishment of the interim Aviation Council with government and private sector membership, in response to the 2023 Air Navigation System Review. The purpose is to bring the public and private sectors together to make sure the aviation sector is strong and successful.
- Ministry of Foreign Affairs and Trade led preparations for the Commonwealth Heads of Government Meeting in Samoa October 2024, working with border agencies.
- Ministry of Foreign Affairs and Trade provided the annual update on border activity in the Pacific describing the strong connection with New Zealand.
- The governance board received an overview of the Transnational Organised Crime Strategy.



## Progress | Coordination

**Taking an integrated approach** – the BEB brings agencies together to consider the end-to-end border system implications and provide a joined-up border view when working with stakeholders. By working together, agencies can identify threats and make sure the border system is cohesive and ready to respond to an event.

### Border priorities



#### Respond to the resumption of air travel

- Reduced traveller congestion for summer 2023/24

Dec – March	Summer 2022/23	Summer 2023/24	Change
Arrivals	1,893,057	2,359,354	+ 26%
Departures	1,803,038	2,309,888	+ 28%

- Improved understanding of data to inform border agency requirements and operations.
- Engagement with airport operators, as a whole-of-border, for summer 2024/25 slot planning. Consolidated view of activity across all airports presented to the governance board.
- Queenstown and Wellington Airports are trialling layout changes to improve passenger flow ahead of the summer 2024/25 season.
- Set up the Places of First Arrivals Group that has improved border agency and CAA co-ordination on regional airport regulatory processes. Consolidated view of airport status and processes presented to the governance board and maintained for agencies.



#### Coordinate maritime activity

- Agencies prepared together and delivered successful border processing for larger 2023/24 cruise season.

Dec – March	2023	2024	Change
Cruise passenger arrivals	137,212	185,956	+ 36%
Processed	31,949	39,596	+ 34%

- Maritime Border Oversight Strategy (for people) document was updated to help with alignment and efficiency of activity by showing all activity underway across agencies relating to processing people.
- Worked in partnership with industry about requirements for border processing.
- Progressed collective engagement with ports documenting and communicating infrastructure requirements for border services. Met with Ports to discuss improvements for the 2024/25 cruise season.



#### Improvements for air travellers and border agencies with new tools and better data

Passenger congestion at Auckland Airport before December 2023, raised expectations for border agencies to contribute to efficient passenger processing and report on performance, including the passenger journey.

Significant planning, effort, and extra resources were used to respond to congestion ahead of the 2023/24 summer peak.

Significant changes were made to MPI biosecurity passenger processing by introducing an express lane using the NZTD. The express lane is in use at the four international airports.

Customs and CAA/AvSec reviewed processes and ensured good staffing levels.

The traveller experience was improved, with fewer reports of long wait times, without compromising border protection.

#### Improved data to inform border agency requirements and operations

Working with Auckland Airport, the BEB improved its understanding about the passenger journey, data collection, performance targets, reporting, and what it can control and report. Reporting on the passenger journey sits with the airport operator who owns and controls the data.



The Joint Border Analytics Team (MPI, Customs, Immigration New Zealand) reviewed source data and created new interactive reports for border agencies to review congestion points to inform operational decisions. The work resulted in improved data collection with the airport.

Performance reporting is limited, at this point, to Customs, baggage handling, and biosecurity processing times. Auckland Airport, as the owner of data and reporting, has a project under way with border agencies and airlines to improve reporting and refresh performance targets for 2025.



### Ready for change at regional airports

Regions are interested in economic growth and one contributing factor can be having scheduled international flights at regional airports.

Setting up border and security services for scheduled flights requires significant effort and investment.

Regulatory applications are made to each agency, including the CAA, but benefit from coordination to maintain the integrity of the whole of the border.

There are no limitations nor any national interest test to determine the number of international airports that may operate in New Zealand.

To make it easier for airport operators and border agencies:

- ITOC coordinates applications for individual non-scheduled flight requests for private, medical, or charter flights. This provides a timely response and centralises risk identification and response
- the Places of First Arrivals (PoFA) Group was set up to coordinate processes and responses, respond to change, and maintain an overview of the status of regional airports.

The BEB DCE (Deputy Chief Executives) Group and the governance board receive regular updates and see the status of all regional airports, and possible upcoming activity.



### Airport Infrastructure

Agencies and airport operators are discussing capital improvements and preparing for the first Regulatory Airport Spatial Undertaking requirements.

- Auckland Airport border agency governance established for capital planning and terminal redevelopment.
- Queenstown Airport has announced terminal redevelopment work.



### Integrated Targeting and Border Operations

Continued commitment to improving how agencies work together to manage changing border threats and operational events.

- Reinforced the expectation of agencies working together and strong risk management by continuing to support ITOC's improvement programme.
- The first strategic direction for ITOC under the new operating model was agreed with a supporting work programme. The shared improvements balance individual agency priorities and collaborative ITOC priorities.
- Joined-up operational responses continued via ITOC.



### Financial Planning

Ability to see how cost recovery impacts the whole of the border and common stakeholders.

- Maintained a collective view of costs, fees and levies, and investment presenting to the governance board every six months.
- Fee and levy information is available for agencies to use to inform financial planning, fee reviews, or advice to stakeholders and the Government.
- Started developing cost recovery regulations for setting up services to process international aviation travellers. Estimated completion date is January 2025.



### Readiness

Assurance that the border was ready for summer and winter peaks.

- Readiness documented preparation and risks, and identified if any input by the BEB was needed. This considered air passengers and freight, cruise ships, small craft, Auckland Processing Centre, maritime cargo, the workforce, and major events.



## Progress | Improvements

**Delivering joint initiatives with the six border agencies** – the BEB brings improvement activity together to identify where there is benefit to more than one agency and to minimise disruption to the border system.

### Border priorities



#### **New Zealand Traveller Declaration (NZTD)**

Available for use by any passenger or crew arriving in New Zealand. Ready to be used to respond to a border-related event.

- Available for aviation summer 2023/24 with usage increasing.
- Completed maritime cruise trials in March 2024, working closely with industry. The NZTD will be ready for 2024/25 season starting in October 2024.
- Programme and project status ended. The NZTD is led by Customs and overseen by a multi-agency management committee.
- Provides a platform for further digital improvements and has already enabled biosecurity passenger processing improvements by MPI.
- Future use will be included in the BEB Digital Border workstream for visibility and alignment.
- Performance information is included in Customs' Annual Report.



#### **Trans-Tasman Seamless Travel**

Delivered options for air travel on time with Australia and informed by industry.

- A terms of reference was agreed with New Zealand and Australian government agencies and industry.
- Joint report provided to the Prime Ministers of New Zealand and Australia as required by 30 June 2024.
- Future work will be part of the BEB Digital Border workstream.



#### **Trans-Tasman Seamless Travel**

Government and industry worked together and provided options for more seamless travel between Australia and New Zealand.

The BEB led the New Zealand response to the joint announcement by the Prime Ministers of New Zealand and Australia to identify options to improve travel between the countries, while maintaining border security. The Prime Ministers received a report of options by 30 June 2024.

#### **Role of the BEB**

The BEB provided the central resource enabling agencies and industry to work together with minimal administrative burden.

Work included drafting the terms of reference, preparing options and documentation for working and governance groups, assurance reporting, and project and relationship management.

The Chair of the BEB co-chaired the Trans-Tasman Seamless Travel Group made up of industry and government chief executives. BEB chief executives participated for their agency and provided a border system view.

BEB member agencies took part in working groups identifying and developing options and advice. As well as workshops with industry and border agencies, leadership commitment included a:

- trans-Tasman Chief Executives' group
- New Zealand Chief Executives' group
- New Zealand steering group of senior staff.

**Industry participants were:**

- co-chairs of the Tourism Sector Group, from the Australia New Zealand Leadership Forum
- airports: Auckland, Christchurch, Sydney, Brisbane
- airlines: Air New Zealand, Qantas, Virgin Australia.

**Australian border participants were:**

- Australian Border Force
- Department of Agriculture Fisheries and Forestry.

**Ongoing benefits**

The work strengthened existing relationships and improved understanding by participants of future air travel and potential changes.

Agreed improvements will be part of the BEB Digital Border workstream to maintain a whole-of-border view of change. Changes will be implemented with industry and Australian border agencies.

The knowledge gained will be used across other BEB work. There is a commitment for agencies to stay connected with Australia on travel improvements.

**Improvement activity spread across the BEB work programme**

The BEB Systems Improvements Programme initiatives were spread across the work programme for 2023/24 to highlight the importance of ongoing coordination and partnership with others.

Member agencies found it important for initiatives to stay on the BEB work programme as it helped prioritise resources and showed the importance to stakeholders.

The BEB Systems Improvements Programme continued with programme management for:

- Financial Planning
- Integrated Targeting and Border Operations
- Infrastructure at Airports
- Digital Border
- Strategic Approach to Health at the Border
- Data Sharing and Privacy.

**Digital Border**

**Priority to deliver the NZTD maritime and the Trans-Tasman Seamless Travel report.**

- The NZTD and Trans-Tasman Seamless Travel were key actions for the border which meant work did not progress as planned to develop a roadmap of digital improvements.
- The actions will be part of the Digital Border for visibility and alignment of change.
- Near the end of the year, the stock-take of improvements was updated to start the roadmap.
- A whole-of-border view will be created to identify joint work, share investment, and manage change across the border system.

**Strategic Approach to Health at the Border Phase 2**

**Embedded regular surveillance reporting, working with ITOC and border agencies.**

- Joint response to related events with MPI, including mosquito incursions and preparedness for highly pathogenic avian influenza. Worked with ITOC to contact trace travellers at risk of measles.
- Annual review of escalation and information pathways confirmed they are fit for purpose.
- Set up a border health team at Health New Zealand for operational preparation and response.
- Work will continue to progress the 10-year plan to 2030. The pace of improvements will fluctuate due to competing health-related priorities.

**Data sharing and privacy**

**Completed the purpose to support priority projects, improve education, and complete actions from the assessment of data sharing and privacy practice.**

- Status report informed a work plan that was completed. The report can be updated via assurance activity.
- Supported priority projects, such as the NZTD including lessons learned.
- Improved education through better guidance for agencies and processes for working with the Office of the Privacy Commissioner.
- Data sharing and privacy by design at the start of work helps identify where changes to legislation, policies or information sharing arrangements are needed.

# The year ahead

The BEB has agreed four priorities for 2024/25 that support its strategic intentions.

## Stewardship: Improve understanding of border system performance

Develop a framework that collates information, performance, and assurance indicators to show when the border system needs BEB attention. This will strengthen existing activity by documenting different ways to monitor the border system.

## Coordination: Input into first Regulatory Airport Spatial Undertaking (RASU)

A RASU will set out how an airport operator will accommodate government agencies that operate at their airport. Agencies will have to provide their requirements and discuss how these can be met. The BEB will support a coordinated approach through the Infrastructure at Airports workstream, issue resolution, and assurance.

## Coordination: Border system readiness for new international airport

Agencies will work with airports, as needed, for any changes to regulatory status including setting up services at Hamilton and Dunedin airports.

Agencies will develop potential cost recovery regulations for setting up services to process international aviation travellers. The BEB will make sure coordination and risks to the whole-of-the border are managed.

## Identify and support delivery of digital change

Identify improvements and alignment of change to the border system by documenting agency activity, starting with aviation to build on Trans-Tasman Seamless Travel and the NZTD.

Work will include contributing to improved airport performance information, working with the CAA and airport operators.

## Other key work

Continue the joined-up approach to working with airports on infrastructure development with activity at Queenstown and Auckland. Make sure the integrity of the border is maintained during design and construction.

## What will influence our work

The BEB sets pragmatic priorities and manages the pace of work to ensure immediate and longer-term progress is maintained.

### Size of border functions and resources

Member agencies have a small number of border resources, even though these are part of much larger organisations. People often work across more than one border activity. Momentum may slow on BEB activity if agency resources are needed for a new border issue or for a new organisational priority.

### Making progress while responding to issues

Maintaining border facilitation and protection is a priority for the BEB. The BEB will change the pace of its work programme to enable agencies to respond to an issue or threat and then regain momentum or adjust work as needed.

The work programme takes into consideration summer peak, where agencies redeploy staff to support the increase in demand for operational services. The maritime peak starts in October, with aviation from December. The summer peak ends on 31 March.

### Ability to influence private businesses

Border agencies operate within a wider system where airport and maritime ports are not government owned or operated. Relationship management, understanding the sectors, and taking a joined-up border response is key to fostering appropriate and sustainable conditions for delivering border services.

### Monitoring the border system

Monitoring the border system to know when BEB attention is needed is challenging as there are limited metrics to collate across all parts of the system. Different types of information are used to identify areas of concern or opportunity.

## How we work

The work of the BEB is led by the governance board and delivered in partnership with its member agencies, the BEB Secretariat, border Crown entities, stakeholders, and regulated parties.



### Secretariat team

A small group of people support the work of the BEB



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 the 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 BEB 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

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

## Leadership and good governance

The governance board maintained a clear direction to the BEB and commitment to good governance throughout the year. The board kept to its monthly meeting frequency.



**11 monthly**  
2 subject specific

The robust meeting cycle continued supporting attendance, participation, and decision-making. A reliable framework enabled content to cover all of the Oversight Framework with information and decision items.

### Membership changes

The Secretary of Foreign Affairs and Trade changed during the year with the retirement of Chris Seed, at the end of January 2024. Chris Seed had been a member since the BEB started in 2021. Acting arrangements were in place, with Bede Corry joining from 30 June 2024 as the permanent chief executive member.

### Leadership from the Chair

The Comptroller of Customs continued as the Chair of the BEB. The Chair led the board and made sure the chief executives met as required and had 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, signing off advice to ministers, and administering day-to-day activities with the Executive Director of the Secretariat team.

Delegations were put in place, in accordance with the Public Service Act 2020, when the Chair was unavailable for BEB activity.

### Supporting the incoming Government

The BEB provided an incoming briefing to the new Minister of Customs and subject-specific briefings. Fortnightly updates were provided to the Minister.

The Minister of Customs attended the March 2024 board meeting to meet chief executive members, hear about the work of the BEB, and discuss top-of-mind matters for the border.

## Monitoring performance

The BEB received a six-monthly performance report informed by a monthly dashboard, monitored by the BEB DCE Group. The report included financial and non-financial performance, legislative compliance, risk, and Secretariat staffing updates. Updates on work programme items were provided as appropriate, including quarterly reports on the BEB Systems Improvements Programme.

## BEB Secretariat provided extra capacity at the system level

The BEB was supported by a small Secretariat team that provided advice and services to the governance board, progressed initiatives with member agencies, and led public sector, ministerial, and Parliamentary accountability.

The Secretariat provided extra capacity to progress BEB activity. The Secretariat maintained the system-level view, with agencies providing subject matter expertise.

During the year, the Secretariat became more involved in supporting delivery of the BEB work programme as the need for an enduring coordination point and knowledge holder become more important. Key work was on:

- assurance for summer and winter peak seasons
- Trans-Tasman Seamless Travel
- Digital Border
- slot planning
- regional airport regulatory processes
- the BEB network groups.

Secretariat staff are employees of, or are seconded to, Customs. The Secretariat is led by Executive Director Fiona McKissock, who joined in July 2021.



2020/21	2021/22	2022/23	2023/24
5 FTE	6 FTE	5 FTE	6 FTE

### Support from Customs

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

As Customs is the host agency and employer, the BEB is not required to report on: equal employment matters; Māori-Crown relationship capability; diversity, equity, and inclusion; and health and safety. The BEB does not have vehicle or capital assets. It is not responsible for any business systems.

The financial and non-financial appropriation information is reported in Customs' Annual Report.

## Success through strong working relationships

The success of the BEB is due to strong connections and collaboration between agencies. To make this as efficient and effective as possible, the BEB Secretariat coordinates and leads network groups to work on system-related matters and share risks and opportunities.

### Member agencies

Agencies were involved in identifying work relevant to the BEB and in agreeing priorities and resources. This helped make sure that the work of the BEB is relevant to the border-related priorities of the agencies. Member agencies contributed to the BEB using their own resources.

### Border Crown entities

The border Crown entities took part in cross-agency groups and attended 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.

### Stakeholders and regulated parties

The BEB and member agencies worked with a range of stakeholders and regulated parties to progress priorities and support delivery of border services. This recognises that the BEB is only one part of the border system and that the strongest influence is through relationship management. Key work included Trans-Tasman Seamless Travel and the NZTD for aviation and maritime.

## 2023/24 BEB Network Groups

### Border Executive Board

#### BEB DCE Group

#### *Groups supporting strategic alignment and direction*

Chief Legal Officers Group

Chief Financial Officers Group

Border Policy Group

Chief Information Officers Group

#### *Coordination groups supporting communication between border agencies*

Aviation Senior Officials Group

Border Communications Group

Border Forecasting Network

Maritime Officials Group

#### *BEB Work Programme Groups*

# Statement of Responsibility

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

Signed 26 September 2024



**Christine Stevenson**

Chair  
Comptroller of Customs

**New Zealand Customs Service**



**Ray Smith**

Director-General of Primary  
Industries

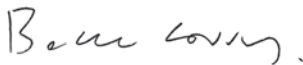
**Ministry for Primary Industries**



**Carolyn Tremain**

Chief Executive

**Ministry of Business, Innovation  
and Employment**



**Bede Corry**

Chief Executive and Secretary  
of Foreign Affairs and Trade

**Ministry of Foreign Affairs  
and Trade**



**Dr Diana Sarfati**

Chief Executive and Director-  
General of Health

**Ministry of Health**



**Audrey Sonerson**

Chief Executive and  
Secretary for Transport

**Ministry of Transport**



## How to contact us

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New Zealand Government