

BORDER
EXECUTIVE BOARD

ANNUAL
REPORT

2024–25

1 July 2024 – 30 June 2025

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



Border Executive Board Annual Report for the period 1 July 2024 to 30 June 2025

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 (Customs) Annual Report, as the servicing department.

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

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Overview from the board

The 2024/25 year saw the BEB lead new cross-agency work, providing system cohesion and supporting member agencies to meet their own operational and regulatory requirements.

Regular oversight and governance meetings gave the board confidence about how the border system was operating.

The day-to-day border functions were managed successfully by the member agencies. The board focused on supporting delivery of the BEB work programme.

Establishing new border services at Hamilton and Dunedin airports

The BEB provided programme management for agencies to establish international passenger processing services at Hamilton and Dunedin airports.

Hamilton Airport required infrastructure as international flights last operated there in October 2012. Dunedin Airport, which paused international flights in 2020, also needed new investment.

The efforts of all involved ensured the processing of the first flights went smoothly.

Strengthening cost recovery

The establishment of new airport services highlighted that the 2014 legislation did not have cost recovery regulations in place. The Ministry for Primary Industries (MPI) led work for new regulations, which took effect in March 2025.

The new regulations make it clear for airports and agencies what establishment costs can be recovered.

Partnering with airports for space and growth

Border agencies have been working with airports on their new Regulatory Airport Spatial Undertakings (RASUs). The BEB's coordination has meant airports have a consistent and coherent picture of agencies' regulated space requirements.

The BEB's work involved developing a greater understanding for all parties of demand for services, passenger peak volumes, and how airports and border agencies could manage changes.

RASUs support the current delivery of services and how the potential growth in air travel will be managed.

The New Zealand Traveller Declaration's first full maritime season

The New Zealand Traveller Declaration (NZTD) was used for its first full maritime season during 2024/25. Uptake was high at 88.3%, showing how border agencies and the cruise industry worked successfully together, and that cruise travellers were already familiar with digital services. Uptake in aviation continues to grow reaching 67% on 30 June 2025.

Board membership changes

Dr Diana Sarfati resigned in February 2025 as the Director-General of Health and was replaced by Audrey Sonerson, who had been the Secretary for Transport.

Ruth Fairhall has acted as Secretary for Transport since February 2025.

An ongoing commitment to the border

It takes deliberate effort and commitment for six agencies to work effectively with each other, and with industry and other government agencies.

The past year has shown the value of system leadership and the BEB's ability to support work that involved more than one agency.

Through the small Secretariat Team's work, agencies have been able to focus on their core business, remain connected to each, and see a whole-of-border view.

The BEB will continue to identify and address shared risks, issues, and opportunities so it can work together to add value and respond rapidly to a disruption or threat.

Statement of responsibility

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

Approved 5 September 2025

Christine Stevenson

Chair
Comptroller of Customs

New Zealand Customs Service

Inaugural member

Ray Smith

Director-General of Primary Industries

Ministry for Primary Industries

Inaugural member

Carolyn Tremain

Chief Executive

Ministry of Business, Innovation and Employment

Inaugural member

Bede Corry

Chief Executive and Secretary of Foreign Affairs and Trade

Ministry of Foreign Affairs and Trade

Appointed from 30 June 2024

Audrey Sonerson

Chief Executive and Director-General of Health

Ministry of Health

Appointed from 7 April 2025, acting from 24 February 2025

Prior: Secretary for Transport from 12 December 2022

Ruth Fairhall

Chief Executive and Secretary for Transport

Ministry of Transport

Acting from 24 February 2025

Board members as at 30 June 2025

About the Border Executive Board

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

The border is important to New Zealand

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 on a day-to-day basis.

A strong and efficient border supports a growing economy through trade, tourism, and collection of Crown revenue.

Effective border security keeps New Zealand's economy and people safe from a range of threats, including pest and disease incursions, health diseases, transnational, serious and organised crime, people and wildlife smuggling, human trafficking, and illicit drug and firearm smuggling.

The border must be strong today and evolve for the future, responding to changing threats while continuing facilitation of lawful people, goods, and craft.

The BEB provides joint leadership and action

- The border functions of the BEB member agencies connect New Zealand with the world. The BEB:
- looks at the whole-of-the-border, rather than a single agency outcome
 - helps border agencies act in a coordinated way when they work with public and private organisations
 - provides a contact point for Government and industry
 - maintains connection and trust across border agencies to respond quickly to issues and threats
 - has an enduring commitment to a safe and smart border and working with stakeholders.

Direction

The BEB has published its strategic direction for 2024-2028, which incorporates the accountabilities set by Cabinet.



See the BEB Strategic Intentions at <https://www.customs.govt.nz/about-us/border-executive-board/released-information/strategic-direction-border-executive-board>

Funding

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

Accountability

The chief executive members of the governance board are jointly accountable for the performance of the BEB. All six agencies are represented on the board.

Chief executives are accountable for their agency's contribution to the BEB. Each retains responsibility for the overall performance of their own agency and accountability to individual portfolio ministers.

The Minister of Customs is responsible for the BEB.

How the BEB works

The work of the BEB is led by the governance board and delivered in partnership with its member agencies and the Secretariat Team.

The BEB sets an annual work programme and monitors progress, risks, and opportunities during the year.

The priorities for 2024/25 took into consideration the Cabinet accountabilities, strategic directions, Border Sector Strategy, operating environment, and the conditions and priorities of the member agencies.

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

Ministerial engagement

The responsible Minister for the BEB is the Minister of Customs, the Hon Casey Costello.

Border-related Ministerial portfolios:	Customs	Biosecurity	Immigration	Transport
	Health	Foreign Affairs	Trade	Tourism

Sector leadership and coordination role

Border Executive Board

Coordinate the management of a safe and smart New Zealand border.

- Border improvements.
- Addressing gaps in end-to-end border processes and being ready to respond to a significant event.
- Addressing risks and opportunities where not already managed.
- A financially sustainable border system using cost recovery.
- Leadership to support a positive user experience with the border system.

Member agencies' border functions

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 facilitation and assistance.

Ministry of Health

Ensuring appropriate legislative and policy settings to enable:

- surveillance of, and response to, health threats at the border
- implementation of routine border health controls
- implementation of the International Health Regulations 2005.

Ministry of Business, Innovation and Employment

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

Ministry of Transport

- Policy advice, system leadership and stewardship, Crown entity governance including:
 - *Civil Aviation Authority*: Regulatory activity, aviation security (passenger, non-passenger, and baggage screening)
 - *Maritime New Zealand*: Regulatory activity.

Ministry for Primary Industries

- Biosecurity system leadership (off-shore, border, and domestic).
- Trade facilitation and policy advice.
- Risk-informed assessment, inspection, and clearance of travellers, goods, and craft for biosecurity protection.
- Approval and oversight of transitional/containment facilities.

Ministry of Foreign Affairs and Trade

- Upholding New Zealand's international obligations relating to the border.
- Deploying funding to strengthen partner countries' border capacity.

Working in partnership with

Border Crown entities

- Health New Zealand.
- Civil Aviation Authority.
- Maritime New Zealand.

Stakeholders and regulated parties

- Airport and maritime port operators.
- Airlines and cruise operators.
- Importers and exporters.
- Travellers.

Progress on strategic intentions

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

Success looks like

 Stewardship Lead the border together	Issues disrupting the border system are responded to while short- and longer-term risks are managed through system performance and assurance
 Coordination Take an integrated approach	Seeing a whole-of-border view and providing a combined border voice on shared areas of interest
 Improvements Identify change with joint initiatives where practical	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



Stewardship

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

The day-to-day border functions were successfully managed by the member agencies with no action needed from the BEB during 2024/25. Issues managed are outlined below.

Establishing new airports – governance and programme management ensured the successful establishment of international passenger processing services at Hamilton and Dunedin airports from June 2025.

Financial sustainability using cost recovery – new regulations were developed that came into effect in March 2025 to support existing legislation. The regulations allow agencies to recover establishment costs from airports. These costs cannot be recovered through the Border Processing Levy.

Financial and operational sustainability from a potential decrease in cruise ships, port calls, and travellers – border forecasts and scenarios for goods and passengers were considered by the BEB and published on the BEB website to inform planning. Agencies met with Ministers and the cruise industry in July 2025 to agree actions to support tourism and increase visitor numbers. Updates were provided to the BEB through summer seasonal readiness assurance, and the border financial view.

Operational disruption from potential industrial action during collective bargaining across all member agencies – progress summary updates were provided to the BEB to identify any potential disruption. Immigration New Zealand border staff issued industrial action which did not go ahead. There was no disruption to the delivery of border services.

Reputation from the perceived high costs and regulatory compliance of doing business in New Zealand – the border financial view updates kept the BEB informed on fees and levies. Agencies provided industry with transparency of costs through engagement and consultation on fee reviews.

Disruption to travellers and border protection because of redevelopment at airports – seasonal readiness assurance confirmed mitigations were in place, focusing on the large terminal redevelopment at Auckland Airport. Agencies participated in the Auckland Airport Border Agency Governance Group.

Progress trend: On track. This is the first year of reporting against Strategic Intentions 2024-2028.



Coordination

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

Topics relevant to the whole-of-the-border were monitored via updates for assurance and to identify if action was needed by the BEB. A whole-of-border voice has been provided and proven essential for:

RASUs – coordinating agencies to work together to identify and explain regulated space requirements to five airports (Auckland, Wellington, Christchurch, Queenstown, and Dunedin).

Establishing services at Hamilton and Dunedin airports – programme management brought government agencies and industry together to focus on end-to-end border processes. The arrival of the first flights was successful, with ongoing services managed through standard operations.

Progress trend: On track. This is the first year of reporting against Strategic Intentions 2024-2028.



Improvements

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

The BEB re-set oversight of digital change and improvements now that the NZTD is fully operational. The pace of progress is influenced by the amount of existing or new work within agencies.

Options for improving passenger wayfinding at airports were developed. The design of digital directives (push notifications) in NZTD across the passenger journey was funded in 2024/25. Delivery will be done in 2025/26 by agencies.

Customs eGates replacement work involved MPI for procurement. Agencies are keeping connected for further collaboration, as appropriate.

The BEB Digital Leaders Group documented critical border systems and interdependencies to easily understand the status and consider the impact of change.

Agencies worked together to establish services at Hamilton and Dunedin airports, as border services are delivered from the same location and staff share workspaces.

Progress trend: On track. This is the first year of reporting against Strategic Intentions 2024-2028.

Examples of activity

Establishing new border services at Hamilton and Dunedin airports

The BEB responded to Hamilton and Dunedin airports starting international scheduled passenger services from June 2025. The BEB's role was to coordinate agencies and to:

- have assurance there were no gaps in end-to-end processes
- make sure risks were identified and managed
- facilitate effective engagement with airport operators.

The BEB provided governance and programme management that made sure all border agencies were ready for international flights. This let agencies focus on their specific operational and airport regulatory requirements.

The work was done within tight timeframes. Hamilton Airport needed more engagement and a lot of work, as it was establishing new infrastructure and processes. Services had last operated in October 2012.

Dunedin Airport updated its infrastructure and systems last used in March 2020. Flights were stopped due to the COVID 19 response.

Establishing both airports involved BEB agencies and the Civil Aviation Authority (CAA), Health New Zealand, and the New Zealand Police working with the airports, Jetstar, the baggage handling company, and construction partners.

Agencies worked together sharing skills and resources. This emphasised how they share workspaces and are part of an end-to-end process for border protection and facilitation.

Extensive readiness scenarios were developed and tested. This provided the opportunity to confirm border readiness for a health event by testing the Health New Zealand Ill Traveller Protocol, for when a traveller is ill on a flight or on arrival at the airport.

It was a priority to make sure the border was robust. Everyone understood the significance of their roles in protecting New Zealand.

Flights started as scheduled at Hamilton Airport on 16 June 2025 and Dunedin Airport on 24 June 2025.

Both airports acknowledged the support of border agencies. The Hamilton Airport media release 16 June 2025 said:

"This project has been a true collaboration. It's been a huge job for the border agencies. They've worked tirelessly to help us deliver".

Strategic direction:  

Strengthening cost recovery

The need for agencies to establish border and security services at Hamilton and Dunedin airports highlighted that the 2014 legislation did not have the cost recovery regulations in place. This meant agencies could not recover establishment costs from airport operators. Ongoing border processing costs are recovered through the Border Processing Levy.

One of the Cabinet accountabilities for the BEB is that the border system is financially sustainable using cost recovery.

The BEB agreed to prioritise staff within agencies to develop new regulations under the Airports (Cost Recovery for Processing of International Travellers) Act 2014. It was a deliberate decision to develop an enduring solution that could be applied to any new or restarting airport.

MPI led the work as the administrator of the legislation, working at pace with agencies. The BEB provided oversight and issue resolution, receiving regular assurance reports.

New regulations came into force in March 2025 that align with other cost recovery, regulatory, and border system funding. The regulations define what establishment costs can be recovered.

Agencies can seek recovery of actual and reasonable establishment costs from airport operators. Airport operators now know the type and scale of costs for future business planning.

Strategic direction:  

Partnering with airports for space and growth

The RASU supports government agencies and airports to work together to balance regulatory requirements for appropriate floor space and facilities with the commercial needs and interests of the airports – now and into the future.

Auckland, Wellington, Christchurch, Queenstown, and Dunedin airports are required to have their RASUs lodged with the Ministry of Transport by 1 October 2025.

The BEB's role was to coordinate agency requirements and help explain these clearly to each airport operator. The Ministry of Transport is responsible for overseeing and monitoring RASUs as part of their regulatory responsibilities.

The BEB commissioned modelling from Joint Border Analytics (Customs, MPI, Immigration New Zealand) so that requirements were informed by data and evidence.

Each airport is different in size, layout, and commercial forecasts of traveller demand.

Modelling passenger movement at airports to work out space requirements is complex and agency data specialists worked closely with airport teams. The workload for the BEB and agencies was high as each airport needed its own, unique RASU.

RASUs are new for everyone. It is hard to predict and have certainty on future space needs. The challenge will be how airports and agencies respond when forecast passenger growth is more than current space allocation.

A RASU must be reviewed every five years. It can be reviewed earlier if needed.

The work has raised the opportunity to consider how data can be best used to inform operating decisions and direction.

Work began with Hamilton Airport in August 2025 on developing its RASU. The RASU is required within six months of flights starting (January 2026).

Strategic direction:  

Setting the foundation for digital collaboration for a smarter and safer border

The Digital Border Programme is an integral part of bringing agencies together to identify, understand, and maximise digital change to modernise the border. The work aligns with the Government’s direction for digital public services and for a more modern, efficient, and customer-centric public service.

The Digital Border Programme builds on the introduction of the NZTD and identifies shared or connected initiatives across border agencies and industry partners. The first terms of reference for the Digital Border Programme was agreed by the BEB in March 2025, led by the BEB Digital Leaders Group.

A “shared direction” for each part of the border is being documented to align improvements and future digitisation.

- Aviation passengers – re-uses the 2024 work from trans-Tasman Seamless Travel.
- Maritime passengers – agreed in July 2025, which will support a dedicated cruise processing terminal in Auckland, and digitising arrival information.
- Goods – to be developed.
- Protection and intelligence – to be developed.

An initial stocktake of digital work underway or planned was completed. Information will be maintained and expanded as project details are known. Work includes eGates replacement, further digitisation of biosecurity processing, NZTD enhancements, and upgrading the software for immigration services.

The timing of key milestones will be reviewed to help align change, identify opportunities, and minimise disruption to services. Progress updates are provided to the BEB.

The BEB Digital Leaders Group identified and documented the critical border systems for air passengers, trade, and mail. Interdependencies were identified, with a simple status summary created for each system. Maritime passengers will be added in 2025/26.

It has taken time to identify and present information that shows the totality of the systems operating, in a useable format. Maintaining oversight of how systems are working and upcoming change will help maintain services to border users.

The work of the Digital Leaders Group and Digital Border Programme shows how the BEB enables agencies to look across the whole border system to identify risk and opportunities.

Strategic direction:  

Assessment of operations

Implementing the Government’s priorities

The BEB’s multi-agency governance and work programme supports the Government’s priority for efficient and effective public services, and for agencies to work together without silos.

Strong management of New Zealand’s border contributes to economic growth, law and order, national security, and prosperity.

A key contribution has been working with Hamilton and Dunedin airports to open for international passengers, while maintaining border protection.

The BEB’s annual assurance of the integrity of the border workforce contributes to managing trusted insider threat from transnational, serious and organised crime.

The BEB was not allocated a Government priority or target.

Year-end performance information

Assessing performance

The BEB received a six-monthly performance report informed by a monthly dashboard, monitored by the BEB DCE Group. Updates on work programme items were provided at key milestones, with assurance on whole-of-border topics of interest.

Border System Performance appropriation

The financial and non-financial appropriation information is reported in Customs’ Annual Report. A summary is below.

Budget 24/25: \$2.450m Actual 24/25: \$1.566m

Work programme responds to risk and drives improvement ✓✓ Achieved

Annual programme set and reviewed mid-year to keep content relevant. This measure makes the BEB be deliberate in setting joint priorities.

Minister is satisfied with information from the BEB ✓✓ Meets expectations

This measure provides an opportunity for the Minister to formally advise if the BEB is meeting expectations.

The BEB does not have vehicle or capital assets. It is not responsible for any business systems.

Annual priorities

Input into first RASUs ✓✓ Achieved

Requirements coordinated and provided to airports.

Strategic direction: 


Border system readiness for new / restarting international airports ✓✓ Achieved

Hamilton started 16 June 2025 and Dunedin 24 June 2025, as scheduled.

Strategic direction: 

Identify and support delivery of digital change ... Progressing

Agencies prioritised support to establish Hamilton and Dunedin airports.

Strategic direction: 

Improve understanding of border system performance ... Progressing

Assurance framework developed for progressing in 2025/26.

Strategic direction: 

Organisational health and capability

The BEB is 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. Secretariat staff are employees of Customs.

2020/21	2021/22	2022/23	2023/24	2024/25
5 FTE	6 FTE	5 FTE	6 FTE	6 FTE

FTE = full-time equivalent staff

As Customs is the servicing department 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.

BEB environment

The work programme contained large must-do activity that put pressure on agencies to deliver, along-side their daily work.

Agencies responded well, scaling how work was done and progressed to keep momentum across all areas.

The focus remained on delivering the work programme, as there were no major border system issues requiring a BEB response.

Summary of other 2024/25 activity

**Progressing stewardship
– lead the border together**

Continuing consistent governance

- The governance board met regularly, informed by a work programme aligned to the BEB's purpose, Oversight Framework, and border risks.
- The BEB network groups were revised to strengthen engagement between border agencies. Hearing regularly from all agencies on different parts of the border system helps see a wider view of risks, issues, and opportunities.
- Responded to the Royal Commission of Inquiry COVID-19 Lessons Learned Phase 2 request for information on occupational vaccine mandates.

Improving visibility of border system performance


- Seasonal readiness assurance showed the border was ready for summer and winter. The BEB met with border Ministers in December 2024 to confirm readiness for a positive aviation traveller experience over summer 2024/25.
- An assurance framework was developed to document the status of the border system at a point in time. This will be progressed in 2025/26 to help identify trends and whether action is needed by the BEB.

Maintaining financial sustainability

- The border financial view provided updates on fees and levies. No issues were identified.
- Border forecast scenarios were considered and published six-monthly to inform agency and industry planning.

Maintaining and improving key relationships

- Work continued with Auckland Airport on the major terminal redevelopment with quarterly meetings between the chief executives of Auckland Airport, MPI, and Customs.
- The Executive Director attended the CAA aviation sector forum in December 2024 and presented an overview about the BEB.

**Progressing coordination
– take an integrated approach**

Progressing a joined-up approach to airport infrastructure

- RASU work kept the BEB informed about airport changes, relevant to border agencies.
- Establishing services at Hamilton and Dunedin airports needed agencies to work together.
- The Auckland Airport Border Agency Governance Group kept agencies coordinated to minimise disruption during the terminal redevelopment work.

Progressing a whole-of-border view

- *Integrity of the border workforce* – the annual review coordinated and shared good practice across agencies. The BEB emphasised the importance of agencies keeping connected and having shared standards.
- *Conditions at maritime ports* – the known limitations for staff and border processing continue. The focus remains on minimum standards, with discussions ongoing.
- *Border activity in the Pacific* – the annual update kept the BEB informed to minimise duplication.
- *Regional airport status* – the overview was maintained to keep awareness of potential or actual change. Dunedin and Hamilton airports were the only changes.
- *Integrated Targeting and Operations Centre (ITOC)* – membership was stable. A consolidated view of risks for small craft and the cruise season was done to support summer 2024/25.

Using existing and new forums

- Developing RASUs and establishing services at Hamilton and Dunedin airports kept regular contact with airports. New relationships were established with Hamilton Airport.
- Border agencies used existing meetings with major maritime ports to raise the conditions for staff and travellers.

**Progressing improvements
– identify change with joint investments where practical**

Improvements

- Airport wayfinding options were developed to help improve the facilitation of people and preparation for border processing.
- Border agencies worked with CAA to progress installing data collection systems at airports – an ongoing, CAA led project.

Partnering with industry

- Border agencies worked with Hamiton Airport to establish new processing services for the volume of travellers, using available space and appropriate technology. The work showed that Customs' eGates were not suitable in this environment.
- The cruise industry and border agencies successfully used the NZTD for the first full season.

Supporting the strategic approach to health at the border

- Health remained an integral part of the border and Health New Zealand continued to be a member of ITOC.
- Contributing to border agency surveillance and targeting ensured that health risks are being identified and minimised. Examples of activity include contact tracing for measles, cruise vessel health monitoring, sharing information about vessel sanitation status, and targeting imported products with potential to cause harm.
- Weekly health surveillance reporting continued, and the annual review of escalation pathways was completed. These provided assurance of emerging health threats and readiness for a border event.
- The annual review of the Vessel Management Framework was completed, and key contacts updated.
- The National Ill Traveller Protocol (Aviation) has been embedded across all airports.
- Initial policy work for the review of the Health Act 1956 included a border readiness/operational perspective from agencies.

Reflections on 2024/25

- The BEB provided system leadership, meeting its intent of supporting the border when there is no obvious single agency to lead.
- The BEB and agencies have worked on new initiatives. This took extra time to understand requirements and deliver what was needed.
- Having the Secretariat Team focus on the border system and coordination let agencies concentrate on their own areas of expertise and continue delivering their core business.
- It is hard to have certainty on future border processes and needs as technology changes and border threats evolve.

Work for 2025/26

- Complete the RASUs with airport operators. Monitor implementation and address any issues.
- Document lessons learned from establishing border passenger processing services at Hamilton and Dunedin airports. Have information about establishing new airports ready to share with stakeholders.
- Present options for BEB consideration to simplify how users comply with maritime regulatory requirements, including increasing the use of technology and digitisation.

Other matters

The Border Sector Strategy

The BEB developed a Border Sector Strategy as part of its accountabilities when it was established in 2021.

In 2022, the BEB member agencies discussed risks, issues, opportunities and areas of shared interest for the border. In May 2023, the one-page Strategy was agreed by Cabinet and updated in 2024 by the Minister responsible for the BEB.

The Strategy is owned by the BEB and includes work of the BEB and the member agencies.

The BEB Annual Report highlights some of the activity BEB and border agencies have done to support the Strategy. The annual reports of agencies may also report supporting activity in more detail.

Border processing locations



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

Border agencies work together to achieve

Smarter Improvements to the border system	Safer Protect New Zealand 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
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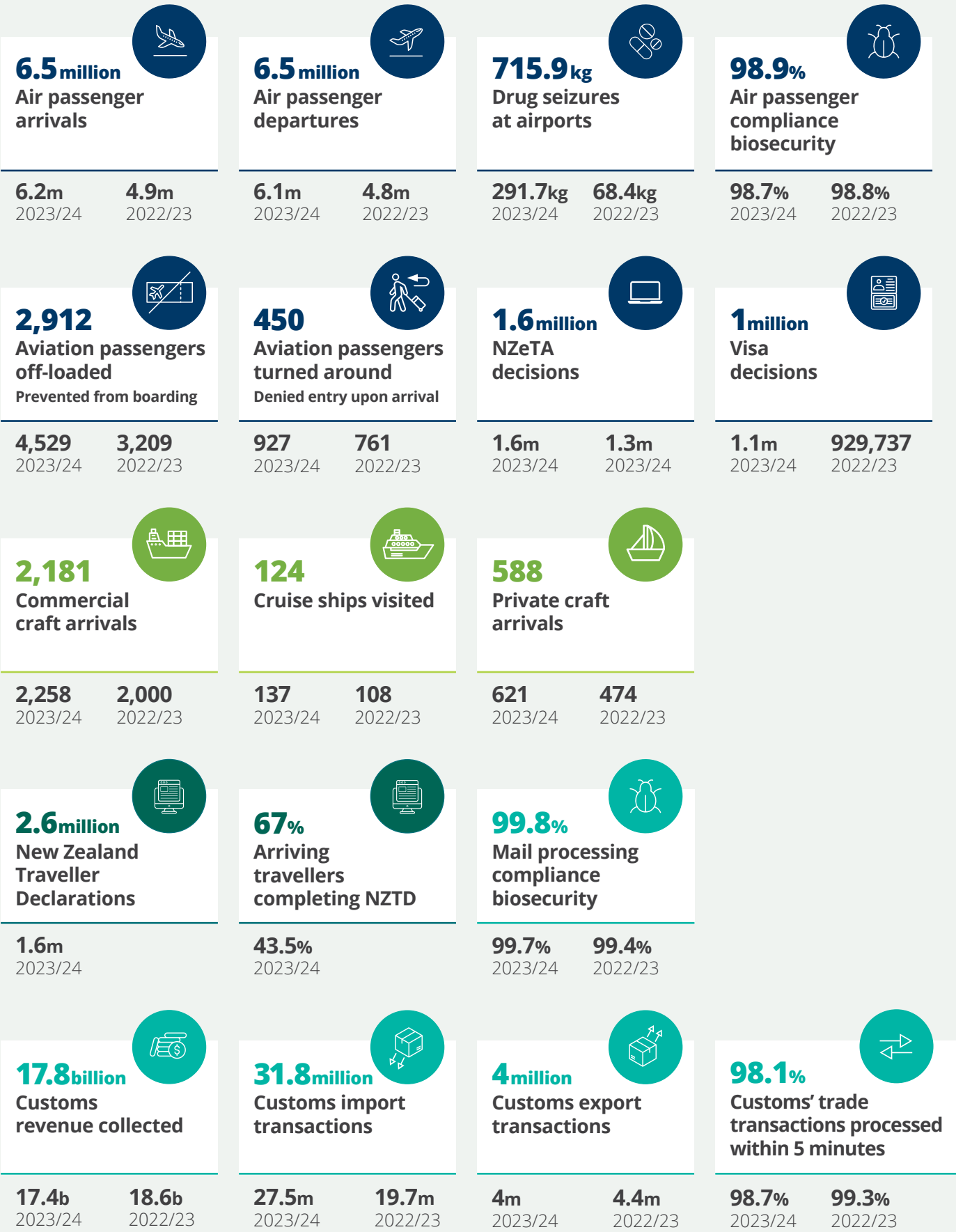
Our areas of shared interest are

Connecting New Zealand Maintain the air and maritime pathway, including responding to volume changes	Financial sustainability for the border sector Whole-of-border view of fees and levies to maintain fit for purpose border services and infrastructure
Readiness for the next event Support the border being ready for the next significant event or health response	Pragmatic alignment of investment Coordinate planning and investment to maximise value and use of resources for shared or similar activity
Commitments to the Pacific Facilitate movement of people, goods and craft, including health protection, with Pacific nations	Effective governance Maintain governance and assurance of the border system
Digital solutions Use technology to reduce risks to New Zealand and improve customer experience of border activity	Supporting the economy Support the flow of goods by considering opportunities or removing barriers to the supply chain
Flow and use of data Data can be used appropriately and legally to manage risks and opportunities, and improve the customer experience	Infrastructure Influence the conditions for effective border processing, and support a positive customer experience, and maintain the health, safety and wellbeing of the border workforce
Integrated insights and surveillance Enhance the multi-agency approach to manage and understand information and risk	Operating frameworks Legislation, regulations, agreements, and industry forums are used to support efficient and effective border processing
Mitigate illicit activity Mitigate the risk of transnational organised crime at air and maritime ports, including working with the National Security Board	

Our principles

- One view of the border through system leadership
- Partnership as functions are connected across the border system
- Integrated and coherent investment, delivery and customer experience
- Future focused through the use of technology as it develops
- Resources are targeted to activity of greatest value to the border system
- Risks are managed as early as practicable and offshore where possible

Border sector highlights 2024/25



Examples of activity progressing the Border Sector Strategy

The shared areas of interest inform work programmes led by the BEB and its member agencies, alongside agencies delivering their border functions. Work will support more than one goal or area of shared interest. The content below shows examples of activity that supported the Border Sector Strategy.

Smarter – improvements to the border system

- The new **NZ Post Auckland Processing Centre** became fully operational in May 2025. The Centre has new technology for better risk management and efficient mail clearances, using automation, data-sharing, and remote screening. MPI, Customs, and NZ Post were a finalist in the 2025 Public Service Commission Innovation Award for delivering the Border Clearance Mail Pathway Programme.
- Customs' eGates replacement project** is underway and included MPI in procurement. Agencies are keeping connected for other joint opportunities.
- Enhancements to the NZTD** are planned to improve access and usability for travellers.

Facilitation – efficient movement of compliant people, goods, and craft

- Border **agencies successfully delivered services** in the air and maritime pathways.
- ITOC responds** to adhoc flight requests.
- MFAT's annual overview of commitments to the Pacific** provided awareness to border agencies on the variety of work underway and helps minimise duplication.
- The Ministry of Transport set up the **National Air Transport Facilitation Programme** to set shared goals between the Government and industry. The first meeting was in August 2025.
- The **Border System Readiness Group** was set up in February 2025 to make it easier for border agencies to collaborate and coordinate their response plans for significant events. This will improve coordination with all-of-government response planning.

Safer – protect New Zealand from harm and effectively manage risk onshore and offshore

- ITOC continues to provide a **multi-agency response** to border risk and incidents. ITOC coordinated contact tracing off flights in response to measles cases.
- Customs hosted and supported, with input from the New Zealand Police and other regulatory agencies, the **Ministerial Advisory Group on Transnational, Serious and Organised Crime**.
- Customs provided an annual update to the BEB in November 2024 on **border security work** that supports the National Security Strategy, as the strategic coordinating agency. The Strategy is overseen by the National Security Board.
- Weekly **health surveillance** reports have been maintained so agencies are aware of any escalating risks for the border.

Stewardship – New Zealand's border system meets the needs of today and the future

- Cost recovery sustainability** maintained. Activity included: a multi-agency cost recovery working group reviewing fees and levies; Customs provided a regular update to BEB on border fees and levies; new regulations from March 2025 to recover airport passenger establishment costs.
- The newly established **Interim Aviation Council** met regularly throughout the year to develop an action plan for the aviation sector.
- The **Auckland Airport Border Agency Governance Group** helps agencies and the Airport to work together and maintain services to travellers and conditions for staff during terminal redevelopment work.
- Agencies and Auckland Airport have been working together on **long-term airport master planning**.
- The Ministry of Transport started **publishing on-time performance** for New Zealand airports in September 2024. The first trans-Tasman report was published in December 2024 (for October 2024 performance).

How to contact us

New Zealand Customs Service
PO Box 2218, Wellington, 6140
Phone: 0800 428 786

Visit: www.customs.govt.nz



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