

# VOTE *Biosecurity*

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# Biosecurity

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## Overview

Departmental and non-departmental appropriations sought for Vote Biosecurity in 2006/07 total \$151.442 million. This is intended to be spent as follows:

- \$148.542 million (98% of the Votes) on purchasing services from and through the Ministry of Agriculture and Forestry (MAF).
- \$2.900 million (2% of the Votes) on purchasing services from and through the Ministry of Health (MOH).

## Departmental Appropriations

Departmental appropriations sought for Vote Biosecurity in 2006/07 total \$120.838 million. This is intended to be spent as follows:

- \$13.182 million (11% of the departmental appropriations) on biosecurity policy.
- \$2.022 million (2% of the departmental appropriations) on biosecurity approvals and assurance.
- \$3.651 million (3% of the departmental appropriations) on enforcement of biosecurity legislation.
- \$23.523 million (19% of the departmental appropriations) on biosecurity standards.
- \$25.694 million (21% of the departmental appropriations) on biosecurity surveillance and incursion response.
- \$52.766 million (44% of the departmental appropriations) on quarantine services.

## Non-Departmental Appropriations

Non-departmental appropriations sought for Vote Biosecurity in 2006/07 total \$30.604 million. This is intended to be spent as follows:

- \$30.456 million on the control of bovine tuberculosis vectors.
- \$53,000 on mosquito identification and scientific advice.
- \$95,000 on subscriptions to international organisations.

## Crown Revenue and Receipts

\$1.6 million of Crown revenue is forecast to be collected from infringement notices imposed on persons entering New Zealand at ports of entry with undeclared goods.

Further information and explanations of the appropriations appear in Parts B1 and C of this Vote. Further information on Crown revenue and receipts appear in Part F.

## Terms and Definitions Used

AHB	Animal Health Board
MAF	Ministry of Agriculture and Forestry
MOH	Ministry of Health
OIE	Office Internationale des Epizooties (World Organisation for Animal Health)
Tb	Bovine Tuberculosis

## Minister Portfolio Table

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# Biosecurity

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VOTE MINISTER: Minister for Biosecurity

ADMINISTERING DEPARTMENTS: Ministry of Agriculture and Forestry and Ministry of Health

Minister of Agriculture is the Responsible Minister for the Ministry of Agriculture and Forestry

Minister of Health is the Responsible Minister for the Ministry of Health

## Part A - Statement of Objectives and Trends

### Part A1 - Objectives for Vote

#### *Introduction*

Vote Biosecurity brings together the biosecurity activities of the Ministries of Agriculture and Forestry (MAF) and Health. During 2005/06 MAF took over responsibility for the national pest management programmes administered by the Department of Conservation. Responsibility for the southern saltmarsh mosquito eradication programmes, formerly the responsibility of the Ministry of Health, is transferring to MAF in 2006/07.

As required by the Public Finance Act 1989, and for accountability purposes, one Vote is sought for biosecurity purposes. The Vote will be administered by MAF and the Ministry of Health.

#### *Related Government Outcomes*

The appropriations in Vote Biosecurity will make a significant contribution to the Government's priorities. They will fund advice and services aimed at progressing New Zealand's economic transformation and supporting our national identity.

The primary sectors (including aquaculture and marine) are vital to the New Zealand economy.

New Zealand's dependence on the primary sectors and on the natural environment and resources that underpin them, makes us particularly vulnerable to the threat of new pests and diseases. Managing risks to those resources and systems is important to achieving economic growth, continued market access for our products and protection of the natural environment.

Pursuing prosperity and growth is a long term priority. To be successful over the longer term, the changing expectations of consumers and communities will need to be addressed. This means meeting increasing public concerns about environmental integrity, animal welfare, human health and wellness issues associated with biosecurity pests and pest management activities. New Zealand also has diverse indigenous flora and fauna, which require protection. Economic growth must be matched with high quality environmental and sustainability outcomes.

Vote Biosecurity brings together the biosecurity activities of MAF and the Ministry of Health under one ministerial portfolio. The objective is to ensure a consistent and coordinated approach to the development of biosecurity policy and the management of pests, weeds and diseases detrimental to economic growth, biological diversity and human health.

Biosecurity New Zealand is the lead agency in New Zealand's biosecurity system and has been tasked with overall accountability and leadership for the biosecurity system from pre-border through to pest management and responsibility to protect the broader range of economic, environmental and social outcomes. It also has international trade and animal welfare responsibilities.

The appropriations in Vote Biosecurity will be largely devoted to purchasing outputs, which contribute primarily to the following key outcomes:

- Increased trade and market access for our products.
- Economic opportunities, growth and prosperity are maintained and enhanced.
- Our natural heritage, the integrity of our ecosystems, and the character of New Zealand landscapes are protected and enhanced.
- Human health and well-being is optimised.
- Healthy and rewarding lifestyles, freedom and respect for cultural expression, and enjoyment of the recreational value of the natural environment.
- The relationship of Māori and their culture and traditions with their ancestral lands, waters, sites, waahi tapu, and taonga is maintained.

### *Output Areas*

Outputs purchased from the two departments will contribute to government outcomes in varying degrees. The appropriations are intended to fund activities, which deliver on the following biosecurity system outcomes:

- Harmful and potentially harmful organisms do not cross New Zealand's borders and cause damage.
- The damage caused by harmful organisms that have established in New Zealand is reduced.
- The public are active, informed and supportive participants in the biosecurity system.

### *Strategic Issues: Ministry of Agriculture*

MAF has responsibility for implementing the Biosecurity Strategy across the biosecurity system, covering primary production, the marine and aquatic environment, human health and indigenous flora and fauna and is working with other relevant agencies to do this.

The key strategic issues in 2006/07 will be the ongoing implementation of the Biosecurity Strategy for New Zealand. The Strategy is forming the basis for improvements to New Zealand's biosecurity system over the next five years. For 2006/07 MAF has developed the following strategic objectives and will focus its efforts on where it can make the most difference to:

- Improve market access for New Zealand exports through safer and freer trade.
- Prevent harmful pests and diseases from crossing New Zealand's borders.
- Manage the risks associated with the establishment of pests and diseases in New Zealand.
- Develop stakeholder ownership of biosecurity and animal welfare obligations.
- Reflect New Zealand society's expectations for the treatment of animals.
- Improve the way the biosecurity system works by developing its people, processes and systems.

### *Strategic Issues: Ministry of Health*

A major priority of the Ministry's work programme will be the effective management of public health risks posed by pests and diseases, consistent with objectives for the biological security of people's health.

During 2006/07, the Ministry of Health will:

- Ensure a seamless transfer to MAF of the programmes attempting to eradicate the southern saltmarsh mosquito (*Ochlerotatus camptorhynchus*) in the Kaipara (including Whangaparaoa) and Wairau regions.
- Maintain and enhance the provision, review and revision of public health protection and regulatory service guidelines and training to undertake surveillance and to respond to interceptions of exotic mosquitoes of public health significance.

## Part A2 - Trends in Vote

The appropriation trends for Vote Biosecurity are detailed in the attached table and are largely influenced by the levels of funding appropriated for responses to disease and pest incursions.

Responses funded between 2001/02 and 2005/06 include southern saltmarsh mosquito, painted apple moth, *varroa* bee mite, red fire ant, asian gypsy moth, fall webworm, *mycoplasma mycoides* subspecies *mycoides*, *didymosphenia* and *styela clava*.

Appropriations also increased from 2001/02 due to the Crown's decision to contribute \$350 million over a 12-year period to the National Pest Management Strategy for bovine tuberculosis. This was an increase in funding per annum of between \$9 million and \$13 million over previous years.

## New Policy Initiatives by Appropriation

Initiative	Appropriation as shown in Part B	\$000 increase/(decrease)				
		2005/06	2006/07	2007/08	2008/09	2009/10
Preparedness for Major Biosecurity Responses	Departmental Output Expense - Biosecurity Surveillance and Response	-	4,000	5,000	5,500	5,500
New Pest Management Functions and Ant Surveillance	Departmental Output Expense - Biosecurity Surveillance and Response	-	1,901	3,760	3,760	3,760
Government Response to the Incursion of Fall Webworm	Departmental Output Expense - Biosecurity Surveillance and Incursion Response	2,858	-	-	-	-
Painted Apple Moth Eradication Programme Update	Departmental Output Expense - Biosecurity Surveillance and Incursion Response	3,662	-	-	-	-
Passenger Clearance Services at Regional International Airports	Departmental Output Expense - Quarantine Services	546	546	546	546	546
Biosecurity Responses to Didymosphenia and Styela Clava	Departmental Output Expense - Biosecurity Surveillance and Incursion Response	7,769	-	-	-	-
<b>Total Initiatives</b>		<b>14,835</b>	<b>6,447</b>	<b>9,306</b>	<b>9,806</b>	<b>9,806</b>

## Part B - Statement of Appropriations

### Summary of Financial Activity

	2001/02	2002/03	2003/04	2004/05	2005/06		2006/07 Appropriations to be Used				2007/08	2008/09	2009/10	
	Actual \$000	Actual \$000	Actual \$000	Actual \$000	Budget \$000	Estimated Actual \$000	By the Department Administering the Vote		For Non-Departmental Transactions		Total \$000	Estimated \$000	Estimated \$000	Estimated \$000
							Annual \$000	Other \$000	Annual \$000	Other \$000				
<b>Appropriations</b>														
Output Expenses	115,964	157,378	158,424	151,103	174,012	172,600	120,838	-	30,509	-	151,347	148,753	150,408	148,883
Benefits and Other Unrequited Expenses	-	-	-	-	-	-	N/A	N/A	-	-	-	-	-	-
Borrowing Expenses	-	-	-	-	-	-	N/A	N/A	-	-	-	-	-	-
Other Expenses	935	316	178	91	95	85	-	-	95	-	95	95	95	95
Capital Expenditure	-	-	-	-	-	-	N/A	N/A	-	-	-	-	-	-
Intelligence and Security Department Expenses and Capital Expenditure	-	-	-	-	-	-	-	-	N/A	N/A	-	-	-	-
<b>Total Appropriations</b>	<b>116,899</b>	<b>157,694</b>	<b>158,602</b>	<b>151,194</b>	<b>174,107</b>	<b>172,685</b>	<b>120,838</b>	<b>-</b>	<b>30,604</b>	<b>-</b>	<b>151,442</b>	<b>148,848</b>	<b>150,503</b>	<b>148,978</b>
<b>Crown Revenue and Receipts</b>														
Tax Revenue	-	-	-	-	-	-	N/A	N/A	N/A	N/A	-	-	-	-
Non-Tax Revenue	1,687	1,611	1,528	1,574	1,600	1,400	N/A	N/A	N/A	N/A	1,600	1,600	1,600	1,600
Capital Receipts	-	-	-	-	-	-	N/A	N/A	N/A	N/A	-	-	-	-
<b>Total Crown Revenue and Receipts</b>	<b>1,687</b>	<b>1,611</b>	<b>1,528</b>	<b>1,574</b>	<b>1,600</b>	<b>1,400</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>1,600</b>	<b>1,600</b>	<b>1,600</b>	<b>1,600</b>

## Part B1 - Details of Appropriations

Appropriations	2005/06				2006/07		Scope of 2006/07 Appropriations
	Budget		Estimated Actual		Vote		
	Annual \$000	Other \$000	Annual \$000	Other \$000	Annual \$000	Other \$000	
<b>Departmental Output Expenses (General)</b>							
Biosecurity Approvals and Assurance (M7)	1,768	-	1,658	-	2,022	-	- Administration of biosecurity standards and export certification. Involves auditing against biosecurity regulatory standards and providing assurance to trading partners that New Zealand exporters are complying with the relevant regulations.  Reason for Change: The increase is due to a one-off reprioritisation of funding in 2005/06.
Biosecurity Enforcement (M7)	3,889	-	3,699	-	3,651	-	- Investigation and (where appropriate) prosecution of individuals and organisations who breach biosecurity legislation.  Reason for Change: The decrease is due to one-off reprioritisation of funding in 2005/06.
Biosecurity Policy (M7)	11,638	-	11,348	-	11,484	-	- Policy advice to the Government, the Minister and other departments on biosecurity issues.  Reason for Change: The decrease is due to one-off funding in 2005/06 for restructuring Biosecurity New Zealand.
Biosecurity Standards (M7)	23,959	-	23,809	-	23,523	-	- Setting biosecurity standards, undertaking risk analysis to support standard development and monitoring border pathways.  Reason for Change: The decrease is due to one-off funding in 2005/06 for marine biosecurity risk analysis and border standard capability.
Biosecurity Surveillance and Incursion Response (M7)	38,887	-	38,887	-	24,545	-	- Surveillance for new organisms in the terrestrial and aquatic environments, maintenance of the capability to investigate and respond to new organisms and if necessary the delivery of services for their eradication or management.  Reason for Change: The decrease is due to one-off funding in 2005/06 for disease responses.
Policy Advice (M7)	1,813	-	1,813	-	1,698	-	- Purchasing policy advice to support the Government on biosecurity issues as they affect public health.  Reason for Change: The decrease is because the saltmarsh mosquito surveillance programme establishment phase has been completed.
Quarantine Services (M7)	50,779	-	50,329	-	52,766	-	- Management of biosecurity risks at the border. Includes the inspection and clearance of aircraft, vessels, cargo, containers, mail and passengers in accordance with biosecurity legislation and standards.  Reason for Change: The increase is due to the transfer of MAF Quarantine capability funding from 2005/06 to 2006/07.

Appropriations	2005/06				2006/07		Scope of 2006/07 Appropriations
	Budget		Estimated Actual		Vote		
	Annual \$000	Other \$000	Annual \$000	Other \$000	Annual \$000	Other \$000	
<b>Departmental Output Expenses (General) - cont'd</b>							
Specific Pest and Disease Response (M7)	7,004	-	7,004	-	1,149	-	- Delivery of services associated with the response to the incursion of southern saltmarsh mosquito ( <i>ochlerotatus camptorhynchus</i> ). Reason for Change: The decrease is due to the progress of the eradication programme from treatment to surveillance phases.
<b>Total Departmental Output Expenses (General)</b>	139,737	-	138,547	-	120,838	-	
<b>Non-Departmental Output Expenses</b>							
Control of TB Vectors (M7)	34,222	-	34,000	-	30,456	-	- Crown contribution to the implementation of the Bovine Tuberculosis National Pest Management Strategy. Reason for Change: The decrease is due to a one-off transfer of unspent funds from 2004/05 to 2005/06.
Scientific Advice to Support Pest Management Strategies as They Affect Public Health (M7)	53	-	53	-	53	-	- Purchasing taxonomic services to support surveillance programmes for exotic mosquitoes of public health significance. Purchasing training for public health services, authorised persons surveillance and responses to incursions and interceptions of exotic mosquitoes of public health significance.
<b>Total Non-Departmental Output Expenses</b>	34,275	-	34,053	-	30,509	-	
<b>Other Expenses to be Incurred by the Crown</b>							
Subscriptions to International Organisations (M7)	95	-	85	-	95	-	- Subscriptions to international organisations such as the OIE.
<b>Total Other Expenses to be Incurred by the Crown</b>	95	-	85	-	95	-	
<b>Total Appropriations</b>	174,107	-	172,685	-	151,442	-	

## Part C - Explanation of Appropriations for Output Expenses

### Part C1 - Departmental Output Expenses

#### *Ministry of Agriculture and Forestry*

##### **Biosecurity Approvals and Assurance**

This output expense covers the administration of biosecurity standards and export certification. It involves auditing against biosecurity regulatory standards and providing assurance to trading partners that New Zealand exporters are complying with the relevant regulations.

##### **Biosecurity Enforcement**

This output expense covers investigation and (where appropriate) prosecution of individuals and organisations who breach biosecurity legislation.

##### **Biosecurity Policy**

This output expense includes providing analysis and advice on, and development of policies, legislation and organisational arrangements to be applied to: implementing the Biosecurity Strategy, developing the biosecurity system and managing responses, the provision of biosecurity advice to Ministers and participation in biosecurity and consultative fora; Māori responsiveness; and ongoing business support.

##### **Biosecurity Standards**

This output expense involves setting standards for imports, exports, border (including transitional facilities), post-border (including incursion response and surveillance), international agreements; undertaking risk analysis to support standard development, and monitoring border pathways. Standards need to comply with the Biosecurity Act.

##### **Biosecurity Surveillance and Incursion Response**

This output expense covers the delivery of services for surveillance for new organisms in the terrestrial and aquatic environments including: invasive species; pests and diseases of animal and plant populations (including forests); maintenance of the capability to investigate and respond to new organisms and if necessary, the delivery of services for their eradication or management.

##### **Quarantine Services**

This output expense involves the identification and management of biosecurity risk goods, and goods that may be contaminated with biosecurity risk organisms, entering New Zealand. This involves clearing in accordance with biosecurity legislation and MAF biosecurity standards:

- all direct overseas aircraft and vessels (approximately 23,000 aircraft and 3500 vessels per annum)
- an estimated 550,000 sea containers
- 35,000 personal effects consignments
- 180,000 used vehicles
- 45 million mail items
- 4.1 million passengers.

## *Ministry of Health*

### **Policy advice**

This output expense involves the purchase of policy advice for the Minister for Biosecurity on the effective management of risks posed by pests and diseases, consistent with objectives for the biological security of people's health, including:

- advice on biosecurity policies and specific issues
- participation in the work of the Chief Executive's Forum and any other Officials Committees established as part of the implementation of the biosecurity strategy
- supporting, encouraging and actively facilitating the use of knowledge and information and building capacity to assist with emergency response and with the achievement of biosecurity objectives related to human health
- provision of advice to government agencies, public health services, local government, other agencies and the public on imported disease and disease vector surveillance and control
- administration and enforcement of public health legislation related to biosecurity objectives and advice on implementation and interpretation of Acts, Regulations and international agreements
- the development of public health protection and regulatory service guidelines and training
- the development and implementation of operational policy with the aim of controlling health biosecurity risks at the border including responses to interceptions of exotic mosquitoes of public health significance and contributing to intersectoral collaboration in order to maximise progress in the Government's priority areas of ensuring effective management of risks posed by pests and diseases for the biological security of people's health
- the surveillance of the human population in order to maintain knowledge of health status in terms of infectious and notifiable diseases; and the environment about international ports of entry and other high risk potential mosquito habitats to identify the presence/absence of exotic mosquitoes of public health significance
- the development and implementation of funding policy to ensure the development and maintenance of capability to respond to incursions of exotic mosquitoes of public health significance. This includes the maintenance of a nationally distributed, 24 hour, 365-day per year capability to investigate and report to the Chief Technical Officer (Health) and ensuring the building and co-ordination of a capability in terms of systems, procedures, trained personnel, laboratory diagnostic capacity and data management for undertaking the control or eradication of exotic mosquitoes of public health significance.

### **Specific pest and disease response**

This output expense covers the development and implementation of funding policy to ensure the implementation of the Government's decisions on the long-term response to the southern saltmarsh mosquito in New Zealand in the Kaipara (including Whangaparaoa) and the Wairau regions. This includes:

- funding policy in relation to operational services as required
- convening meetings of the technical advisory group as required.

## Part C2 - Non-Departmental Output Expenses

### *Ministry of Agriculture and Forestry*

#### **Control of Tb Vectors**

This output covers the Crown's contribution to implementation of the Bovine Tuberculosis National Pest Management Strategy. The objective of the Strategy is to reduce the number of bovine tuberculosis (Tb)-infected cattle and deer herds to 0.2% annual period prevalence by 2013. The Strategy is funded both by the Crown and industry (under voluntary agreements and by way of regulatory levies).

The Animal Health Board (AHB) is appointed under the Biosecurity (Bovine Tuberculosis National Pest Management Strategy) Order 1998 as the pest management agency for the Strategy. The two main components of the Strategy are disease control, which is fully industry-funded, and vector control which is funded by the Crown (as an exacerbator), local government, some rural land occupiers and industry.

Key Strategy progress objectives are to:

- Prevent, from 1 July 2004 the establishment of infected vector populations within tuberculosis vector free areas.
- Increase the area of New Zealand in which the annual period prevalence rate of infected herds is 0.2% or less (226,000 km<sup>2</sup>) by 30 June 2006.
- Reduce by 30 June 2009, the mean annual number of infected vector-related breakdowns in tuberculosis vector risk areas to a rate of 1.2% or less.

Specifically under this output the Crown contributes to the purchase of services for the control of wild animal populations infected with Tb (called Tb vectors). Vector control measures and monitoring are undertaken on the Crown estate, adjoining land and private land for this purpose. The Crown funding is managed through a Vector Control Funding Agreement with the AHB. The AHB contracts vector management services from regional councils and the private sector.

#### **Quantity and quality**

Relevant performance measures for this output are in accordance with the Strategy and the Vector Control Funding Agreement and include:

- A copy of all vector management contracts entered into by the AHB are provided to the Crown within one month of signing.
- An independent review of the performance of contractors, and the achievement of the national objectives and regional targets relating to the Strategy, is completed by 30 September 2006.
- The AHB will provide the Crown with the programme of vector control operations by region that it intends to carry out during the 2006/07 financial year, its draft budget in respect of that year, and a projected programme for the 2007/08 financial year by 15 May 2007.
- The AHB will provide the Crown with its budget for vector control operations in 2006/07 by 31 July 2006.
- The vector control operations specified in the AHB-approved Vector Control Programme for 2006/07 are completed except where prevented by circumstances outside the control of the AHB, or where the Crown has been notified of any such variation.
- The AHB will conduct a review of the vector management standard at least annually and submit to the Crown.

- The AHB will provide a report on its annual programme by 1 September 2006, in respect of the 2005/06 year and in relation to each local government region of New Zealand.
- The AHB shall deliver to the Crown, within 20 working days of the end of each quarter, a report detailing its vector control operations during that quarter.
- The AHB will provide ad hoc reports where reasonably required by the Crown in accordance with the Vector Funding Agreement.
- The AHB will facilitate the carrying out of audits of the Board by the Crown for the purpose of verifying the accuracy and completeness of any information provided to the Crown under the Vector Control Funding Agreement, or ascertaining compliance with the Vector Control Funding Agreement, or the vector management standard.
- The AHB and the Crown will negotiate a new Vector Control Funding Agreement by 30 June 2007.

**Cost**

This output expense will be provided within the appropriated sum of \$30.456 million.

***Ministry of Health*****Scientific advice to support pest management strategies as they affect public health**

This output expense involves the provision of scientific analysis and advice to support MOH's policy advice to the Minister for Biosecurity. It includes the purchase of mosquito identification and science services to support surveillance programmes and responses to incursions and interceptions of exotic mosquitoes of public health significance.

***Quantity and quality***

The Ministry of Health will enter into contracts with non-departmental service providers for the provision of science services as and when it becomes necessary.

Quality measures for the provision of science services will be as agreed in these contracts between MOH and non-departmental service providers.

**Cost**

This output expense will be provided within the appropriated sum of \$53,000.

## Part F - Crown Revenue and Receipts

### Part F1 - Current and Capital Revenue and Capital Receipts

	2005/06		2006/07	Description of 2006/07 Crown Revenue
	Budgeted \$000	Estimated Actual \$000	Budget \$000	
<b>Non-Tax Revenue</b>				
Biosecurity Act 1993 Fines	1,600	1,400	1,600	Infringement fines imposed on persons entering New Zealand at ports of entry with undeclared goods.
<b>Total Non-Tax Revenue</b>	1,600	1,400	1,600	
<b>Total Crown Revenue and Receipts</b>	1,600	1,400	1,600	