



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



Briefing for the Incoming Minister for COVID-19 Response: **Managed Isolation and Quarantine (MIQ)**

June 2022

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1. MIQ overview

Purpose

This briefing provides you with information about Managed Isolation and Quarantine (MIQ), its work programme, new structure, and key events over the next six months.

Background

MIQ was established at pace to protect New Zealand

The operational arrangements for MIQ were stood up urgently as part of the emergency all-of-government response to COVID-19. Initially, a temporary facility was established at Whangaparaoa to support the repatriation of people from Wuhan in February 2020. This experience informed the standing up and building requirements for facilities established later.

By 9 April, 2020, the world had recorded 103,000 COVID-related deaths and 1.57 million cases. That same day, MIQ officially started in New Zealand: 41 days after our first COVID-19 case and 20 days after our borders were closed.

MIQ played a critical role - preventing COVID-19 becoming widespread through communities while giving people a way to return home. More recently, it bought time to vaccinate as many people as possible so New Zealand could confidently face COVID-19.

At its height, MIQ had a workforce of more than 4,000 staff at any one-time and accommodated 12,600 people in 9,000 rooms every 28 days.

MIQ has played a major role in the Government's COVID-19 response

By March 2022, the MIQ workforce had supported almost 230,000 travellers return home. They have also cared for almost 5,000 community cases.

At the end of March an important milestone was reached with the release of the majority of the New Zealand Defence Force (NZDF) security personnel. Their significant duties contributed greatly to the success of MIQ.

More than 6,000 NZDF personnel have been involved at all levels of MIQ's operations, both nationally and regionally. For NZDF, this has been their single largest commitment of personnel to a response in more than 50 years.

MIQ has been responsible for stopping more than 4,600 cases of COVID-19 at the border – where just one case in the community would have compromised our collective efforts to eliminate the virus.

The current state of MIQ

Ministers have agreed to decommission all MIQ facilities by the end of August in response to the changes in border settings and low demand for rooms

Of the original 32 facilities run by MIQ, only 4 currently remain in the network - 3 based in Auckland and 1 in Christchurch. The Commodore Hotel Christchurch will be decommissioned by the end of June.

Planning is underway for the decommissioning of the final three Auckland facilities – Waipuna, JetPark and Holiday Inn. The facilities will close to guests on 27 June and will be decommissioned in July.

With no remaining facilities to maintain and run, MIQ's workforce has changed substantially. From a peak of more than 4,000 workers, the ongoing change processes will reduce the workforce to a small team. By September, MIQ will have transitioned to a small group led by a General Manager and arrangements for where this group will sit within MBIE will be advised in due course.

The role of MIQ now is to complete the decommissioning work and the Programme Business Case (PBC) for a National Quarantine Capability (NQC). It will also develop and maintain the Quarantine and Isolation Readiness Plan and manage ongoing obligations. Funding under MIQ's appropriation ceases at the end of June 2023.

However, the National Quarantine Capability Programme Business Case will explore options to maintain capability beyond that date 9(2)(f)(iv)

How we work with you

MIQ officials look forward to working closely with you. Each week MBIE Chief Executive Carolyn Tremain and MIQ Deputy Secretary Andrew Milne join officials from MoH and DPMC for a COVID-19 Response joint officials meeting with you. Their contact details are provided at the end of this briefing.

Additionally, we contribute key MIQ updates through the COVID-19 Response Weekly Report, which is compiled by DPMC. MIQ also has a Private Secretary within your Office to ensure the smooth and effective flow of information between your Office and MIQ.

Overview of upcoming advice and events

The following tables provide a timeline of events and anticipated due dates for advice that will be provided to you over the next 6 months.

Upcoming meetings:

28 June	Opportunity to meet with the Chief Ombudsman to discuss his ongoing engagement with MIQ.
29 June	Estimates Hearing at the Health Select Committee (you are invited to attend as Minister for COVID-19 Response).

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Upcoming advice/reports (exact dates to be confirmed):

June	MIQ key messages and talking points to support your appearance at the Health Select Committee Estimates Hearing.
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Further details on MIQ's work programme are provided below.

2. MIQ Workstreams and Next Steps

MIQ workforce change process


On 10 May 2022, a proposal for change was released which focussed on the future requirements for MIQ and staff were encouraged to provide feedback on the proposal. Following a detailed review and consideration of the feedback received, final decisions on the proposal have now been made.

The new operating model for MIQ is a small team led by a General Manager. MIQ will begin to transition to this operating model in July with a view to having the new model in place no later than 1 September 2022. **Annex One** provides an overview of the new MIQ Group Leadership Team.

The focus of the team will be to maintain and improve New Zealand's ability to deploy quarantine and isolation interventions.

Quarantine and Isolation Readiness Plan

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[Commercial in confidence] Commercial information

The estimated cost of running quarantine and isolation functions at full capacity of up to 6,000 rooms would be approximately Commercial per month based on the cost of running MIQ.

The costs above do not include the cost of the MBIE contribution or potential costs associated with the Ministry of Health, New Zealand Defence Force, and Aviation Security Services contribution.

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MBIE is exploring ways to improve room allocation and booking processes in response to matters raised in the judicial review

MBIE is exploring a range of policies, operational and technology solutions to improve the allocations process to help to address the findings from the Grounded Kiwis judicial review, including:


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You will receive advice on these matters in July.

Updated versions of the Readiness Plan are being developed and will be provided to you over the next two months

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National Quarantine Capability Programme Business Case


A Programme Business Case is being developed to identify the options for delivery of a National Quarantine Capability to support New Zealand's response to future human infectious disease threats.

In September 2021, the previous Minister for COVID-19 Response commissioned a PBC, which focused on establishing a legacy operating model and infrastructure for a national quarantine system.

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Options for a National Quarantine Capability are expected to be considered by Cabinet 9
[redacted] (2)


A briefing outlining the progress to date on the National Quarantine Capacity Programme Business Case was provided to the previous Minister for COVID-19 Response on 10 June and was forwarded to your office and the Ministers of Health and Finance (BR 2122-4413 refers).

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Future institutional settings

MIQ, with support from its sponsors' group made up of Deputy Chief Executives from DPMC, Health New Zealand and wider MBIE, is currently working with agencies on completing the analysis around the future institutional settings for quarantine and isolation 9(2)(f)(iv)



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Fees and debt recovery


MIQ has made significant progress on addressing invoicing backlogs and recovering outstanding fees

The MIQ fees regime was introduced at pace in August 2020. Due to the speed of introduction, information sharing arrangements and IT and finance systems were not able to be put in place ahead of time. Consequently, the system was initially manual, paper-based and reliant on data coming from various agencies that was not always accurate or complete.

As the MIQ invoicing model evolved, several improvements were implemented and the overall process has become more automated. These improvements have included system validation and cross checking of traveller information between Health, Immigration and MIQ records. In August 2021 we also reduced the time people have to pay their MIQ invoices from 90 to 30 days and introduced an option to pay by credit card.

The more extensive validation process has enabled better results in terms of accuracy of invoices issued and overall collectability of debt. We have made significant progress on addressing the invoicing backlog, and as at 12 June 2022, we are up to invoicing the last large cohorts that went through MIQ in late February/early March 2022 before self-isolation settings substantially reduced MIQ volumes. A total of \$173 million in fees has been collected and a further \$3.9 million worth of invoices have been issued but are not yet due.

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Grounded Kiwis judicial review

On 27 April, the High Court published its judicial review of the requirement to have an MIQ voucher to enter New Zealand and the MIQ booking system, brought by Grounded Kiwis.

The claim alleged that the Government acted unlawfully, unreasonably, and in breach of section 18(2) of the New Zealand Bill of Rights Act 1990 in the way that it established and operated the MIQ system – particularly with respect to the current booking system model, and the emergency and group allocation system.

Submissions were filed by both the Crown and the Grounded Kiwis on the scope of the Court's declaration. The Court released its declaration on 15 June.

MBIE legal and Crown Law are assessing the implications of the declaration and considering whether to recommend appealing the decision. Advice will be provided to you once this assessment has been completed.

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Ombudsman engagement

The Office of the Ombudsman has undertaken 292 investigations into complaints about MIQ.

Of these complaints, 192 investigations have been closed, with the Chief Ombudsman issuing 82 opinions in MBIE's favour and 8 final opinions against MBIE.


There are currently 101 active investigations being undertaken, of which two are significant. Information about these two investigations is set out below.

Chief Ombudsman's self-initiated investigation into MIQ

In October 2021, the Chief Ombudsman commenced a self-initiated investigation into MIQ, inquiring into four areas which are:

- The allocation system is said to be unlawful.
- The allocation system is said to be unfit for purpose.
- The allocation system is said to be unfair.
- The allocation system is said to be poorly managed.

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Chief Ombudsman’s OPCAT Inspections of MIQ Facilities

Under the United Nations Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT), the Chief Ombudsman is designated as a National Preventive Mechanism. Under this designation, the Chief Ombudsman considered MIQ facilities as “detention centres” for the purposes of the Crimes of Torture Act and established an inspection programme for MIQ facilities. In 2020/21 he completed 17 inspections and visits of MIQ facilities, and finalised 10 facility reports with 49 combined recommendations to improve the conditions and treatment of people placed in these facilities. In August 2021, the Ombudsman published a Thematic Report on Inspections of Managed Isolation and Quarantine Facilities under the Crimes of Torture Act.



Isolating in the community: MIQ rooms being used for community cases, and NAAS

National Alternative Accommodation Service (NAAS) is an accommodation sourcing service for COVID-19 cases or close contacts who cannot safely isolate at home. It is administered and funded by MBIE, outsourced to a third party **Commercial** and provides self-contained motel rooms. NAAS is the primary Alternative Isolation Accommodation (AIA) option that supports and enables District Health Boards (DHB) via the MoH care in the community programme. Other AIA options available to DHBs include motorhomes, hospital houses, and community accommodation, for example Marae. The identification, prioritisation, placement and management of people into any AIA option is managed by DHBs under MoH policy. The accountable minister for NAAS is Minister Woods via the Housing and Urban Development portfolio.

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3. Key people – MIQ Leadership

Contact	Role	Contact details
<p>Carolyn Tremain</p> 	<p>Chief Executive, Ministry of Business, Innovation and Employment</p>	<p>9(2)(a)</p>
<p>Andrew Milne</p> 	<p>Deputy Secretary, Managed Isolation and Quarantine</p>	<p>9(2)(a)</p>

Annex One – New MIQ structure to be implemented by September 2022

MIQ Group Leadership Team

