

Haumaru Tangata ki Uta ki Tai | Recreational Safety and Search and Rescue Review

Terms of Reference

Whakamarama o tenei Whakatauaki – Meaning of this Proverb
Haumarū Tangata ki Uta ki Tai – Keeping people safe from the Mountains to the Seas

1. Kaupapa / Purpose

- 1.1 The purpose of the Recreational Safety and Search and Rescue Review (the Review) is to:
- a. assess the health and performance of New Zealand's recreational safety and search and rescue systems (the systems)
 - b. design recommendations for consideration by the Minister of Transport and other key Ministers, as appropriate, to ensure the systems are fit-for-purpose, meeting current and future community and national needs
 - c. consider implementation matters necessary to give effect to the recommendations considered by the Minister of Transport and other key Ministers, as appropriate.

2. Nga Kaihautū / Drivers

- 2.1 The current systems have a complex mix of governance, ownership, funding settings and private and public accountability arrangements. They include Government, volunteer, commercial and private organisations. The systems engage with Māori and Pasifika people and practice in a range of ways.
- 2.2 The systems have evolved over the past two decades, including the structures and organisations within these systems. There is now a greater level of intersection between recreational safety and search and rescue activities, and the organisations that provide them.
- 2.3 Given this, a health check is warranted to ensure that the governance mechanisms, system accountabilities and alignment of responsibilities, funding mechanisms, allocation and delivery, and the assets and resource allocations within the systems, meet the needs of New Zealand today and into the future. The Review will identify what changes might be required to support this.
- 2.4 The Review will consider several challenges the systems are facing, with respect to ongoing funding, capability, the sustainability of the volunteer model (and diversity of volunteers), increasing overheads (particularly for smaller organisations), and access to critical assets and technology. These challenges will continue to evolve and be influenced by macro environmental trends – population changes, climate change impacts, travel and trade patterns, and technology advances. The Review will consider the circumstances and settings needed to support the sustainability of the systems and address these challenges.
- 2.5 The Review will consider the mix of funding sources, mechanisms and allocations required to support the systems. Many of the organisations in the systems are currently funded by money from Fuel Excise Duty (FED) under section 9(1) of the Land

Transport Management Act. In the last funding cycle, many of the organisations received significant additional funding. However, FED is not the only source of funding for these organisations. They also receive funding from a range of sources including Local Government, the New Zealand Lotteries Commission, Charitable Trusts, commercial sponsorship and private support.

- 2.6 Ministers have signalled that before the next FED funding cycle, there needs to be greater transparency and accountability relating to funding expenditure and delivery of outcomes. The Review responds to this request.

3. Te Huarahi / Approach

- 3.1 The Review will be conducted by the Ministry of Transport (the Ministry) over a two-year period, with final recommendations to the Minister of Transport, and other Ministers as appropriate by the end of June 2023. However, the Ministry will endeavour to design a work programme that will support the delivery of component parts of the Review and recommendations to Ministers throughout the two-year period.
- 3.2 The Ministry will collaborate with relevant stakeholders and will invite focused input from organisations and individuals as appropriate. To support the Review's approach the Ministry has established an advisory group of key government and non-government organisations.
- 3.3 The Ministry will take a systematic and realistic approach to recommendations for change, including the impacts of those recommendations on organisations involved in the systems and how they might be managed. Therefore, collaboration with stakeholders, and the work of the Advisory Group will be critical.
- 3.4 The Ministry recognises that the systems, and the organisations involved, continue to evolve. A number of these organisations have work underway which will inform the Review. The Ministry will take this work into account, as appropriate, in the work programme it builds to support the Review and in the recommendations it makes.
- 3.5 The Review will be underpinned by Te Tiriti o Waitangi and its guiding principles. At its heart, the Review is about the safety of people as they access the land and water across Aotearoa New Zealand. Te Ao Māori principles will underpin the approach, and we envisage that the Wai Puna model and its core concepts will provide a useful foundation for this conversation.
- 3.6 The Review will recognise the diversity within New Zealand communities. As the people of New Zealand have become more diverse, the use people make of land and water for social activities, recreation and food gathering has evolved. The Review will consider how the systems, and activities within them, are designed to reflect and support the diverse communities that live in and visit New Zealand. This includes the support provided to both the current and next generation of people volunteering and working in them.

4. Whānuitanga / Scope

- 4.1 Figure One below broadly describes the existing systems captured within the Review.

Figure One: Whānuitanga / Scope


In the beginning Ranginui (the sky) and Papatūānuku (the earth) were joined together, and their children were born between them in darkness. The children decided to separate their parents, to allow light to come into the world. After this, the children became gods of various parts of the natural world.

SEARCH AND RESCUE (SAR)

The SAR system captures the agencies, organisations and individuals, their assets, resource and funding, and the activities involved in the governance, preparation for the delivery of SAP operations.

SAR operations are undertaken to locate and retrieve persons missing or in distress. The intention of the operation is to save lives, prevent or minimise injuries, and remove persons from situations of peril by locating the persons, providing for initial medical care or other needs, and then delivering them to a place of safety.

Assistance will be provided to any person in distress, regardless of the nationality or status of such person, or the circumstances in which the person is found. This also captures commercial airlines, fishing, cargo and other maritime vessels, yachties, and other commercial entities whose staff or clients require assistance.

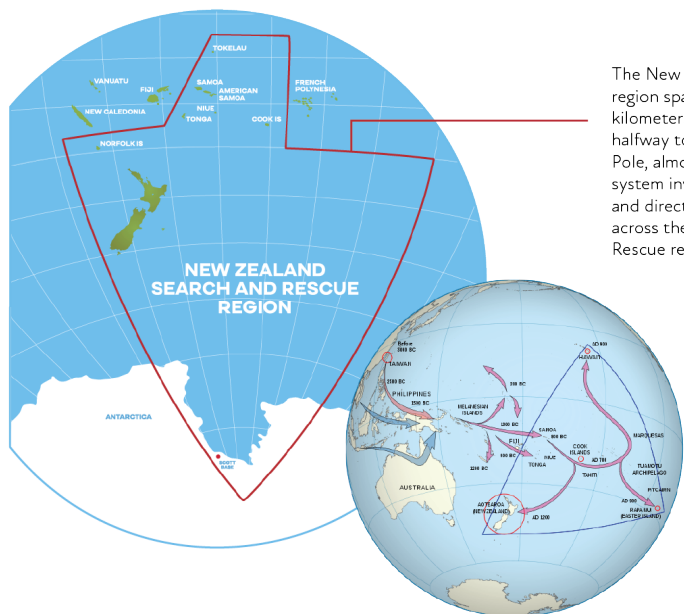


RECREATIONAL SAFETY

The recreational safety system broadly captures prevention and preparedness activities to support individuals to stay safe on the land and in, on or around the water.

These activities include (but are not limited to) walking, tramping, caving, climbing, mountain biking on trails, kaimoana gathering, recreational hunting, swimming in lakes and in the sea, boating, diving and fishing.

It captures the agencies, organisations and individuals, assets, resources and funding involved in the delivery of prevention and preparedness activity.



The New Zealand Search and Rescue region spans 30 million square kilometers, from the mid-Tasman Sea, halfway to Chile, and from the South Pole, almost up to the Equator. The SAR system involves supporting, coordinating and directly providing search and rescue across the broader NZ Search and Rescue region.

TRADITIONAL MIGRATIONAL PATHS
The NZ SAR region today (left) has strong links with the traditional voyaging areas of Māori and their ancestors within East Polynesia (right)

5. I waho o te whānuitanga / Out of scope

5.1 The following is outside the scope of the Review:

- a. commercial recreation activities provided by entities for hire or reward - for example an adventure tourism provider (except where this relates to SAR described in Figure 1 above)
- b. cultural and recreational facilities, venues and locations including marae, serving community or school groups, the organisations providing those facilities, venues and locations, the relevant entities who have oversight - regulatory or otherwise - of those organisations (except where this relates to SAR described in Figure 1 above)
- c. regulatory oversight, compliance, and enforcement activity associated with licensed / certified individuals and organisations, for example transport operators conducting sightseeing or other recreational activities for hire and reward - including their equipment, vehicles, vessels, and craft (except where this relates to SAR described in Figure 1 above)
- d. the governance, operation, and funding¹ of:
 - military-related activities, such as actual combat SAR² or other types of recovery by military operations to remove military or civilian personnel from harm's way (e.g., non-combatant evacuation operations of military personnel)
 - salvage operations of vehicles, vessels, and craft
 - responses to cases of civil disturbance, insurrection, or other emergencies which endanger life or property or disrupt the usual process of government
- e. A review of New Zealand's Search and Rescue Region boundaries.

6. Tukunga / Deliverables

- 6.1 A range of research and analysis (Appendix 1 refers), engagement with relevant stakeholder organisations and groups, and the work of the Advisory Group, will inform the Review deliverables set out below.

Deliverable 1

- 6.2 Specify clear outcomes and measures for the recreational safety and SAR systems, to support the systems to meet current and future community and national needs and responsibilities.

Deliverable 2

- 6.3 Identify whether the current governance and leadership within and between the systems:

- 6.3.1 encourages effective operational and non-operational coordination, and what modifications might be necessary to support this now, and in the future

¹ Except where this also relates to SAR - acknowledging shared assets and personnel.

² SAR operations of military personnel operating in peace time or training exercises, for example, is in scope.

- 6.3.2 provides for transparent accountabilities and responsibilities, and what modifications might be necessary to support this now, and in the future
- 6.4 identify any modifications to, or additional mandates required, including any legislative changes, to support the effective operational and non-operational coordination, and transparency of accountabilities and responsibilities referred to in 6.3 above
- 6.5 identify whether there are any efficiencies that could be achieved through greater integration of some elements within or between the systems, while maintaining or improving current benefits³
- 6.6 identify any efficiencies and improved delivery of outcomes between the recreational safety and SAR systems, and other systems and sectors they intersect with (for example, the wider Emergency Management System, Health, Workplace Health and Safety, Accident Compensation, etc).

Deliverable 3

- 6.7 Identify the SAR system's capability, capacity and positioning of assets to meet current and future search and rescue demands, including recommendations with respect to:
 - 6.7.1 remote operations
 - 6.7.2 long range operations
 - 6.7.3 nationally significant SAR events (e.g., extended search and mass rescue)
 - 6.7.4 arrangements for aircraft operations and operators supporting SAR activity, including the intersection with air ambulance services
 - 6.7.5 support and coordination arrangements across the broader Pacific region.

Deliverable 4

- 6.8 Identify whether available funding sources, mechanisms and allocations are adequate, stable, and equitable for the systems, and how more sustainable funding could be achieved.
- 6.9 This work will include the development of a funding framework and criteria to assess whether the funding options provide for the efficient and effective delivery of recreational safety and SAR functions and services by those operating in the systems. The work will consider:
 - a. the different groups and activities, paid / partially paid / unpaid resources, levels of volunteerism and other factors
 - b. the role of central and local government funding and that of other funding agencies such as the Lottery Grants Board, community trusts and other charitable funding entities, corporate sponsorship, fundraising, etc

³ For example, collective management of some assets that are needed to deliver recreational safety and SAR activities and services, or greater coordination of or shared expertise / specialist advice across the systems.

- c. cost pressure versus new initiative needs.

Deliverable 5

- 6.10 Outline a workforce capability plan that considers the benefits of the volunteer model, alongside other workforce capability needs. This includes consideration of:
 - 6.10.1 the right balance of unpaid, partially paid and fully paid people to support the systems and delivery of outcomes
 - 6.10.2 barriers affecting volunteer participation, retention, and continual upskilling, and diversity, and how these could be addressed
 - 6.10.3 the drivers of, and opportunities for volunteer participation and greater diversity, and how these can be harnessed
 - 6.10.4 the competencies required of volunteers and other workforce personnel
 - 6.10.5 the ongoing training of volunteers and other workforce personnel to support those competencies and volunteer management and retention.

7. Rōpu Tohutohu / Advisory Group

- 7.1 The purpose of the Advisory Group is to:
 - a. provide systems knowledge, expertise, and advice, to inform the content of the recommendations to the Minister of Transport and other Ministers (as appropriate)
 - b. support wide-ranging engagement between the Review team and other participants in the systems, and outside or adjacent to the systems, to inform the content of the recommendations
 - c. provide advice on the recommendations and implications of them, including issues and opportunities from a local, regional, and national level to ensure implementation matters are sufficiently covered.
- 7.2 The Advisory Group will meet at regular intervals to inform the work. Reasonable travel, accommodation and incidental costs will be reimbursed for non-governmental representatives on the Advisory Group.
- 7.3 The Advisory Group will not be a decision-making body. The statutory, constitutional and/or operational responsibilities of Advisory Group members are not affected by membership of the Group.

Advisory Group membership

- 7.4 The Advisory Group comprises core organisations that take a governance and leadership role in one or both systems, and are involved in a combination of activities – for example: strategic systems-related policy and / or operational advice; the management and / or allocation of significant funding across systems participants, the substantive coordination of search and rescue operations and / or assets, the substantive coordination of recreational safety activities, assets and / or resources informing the systems participants and the public.

7.5 Members of the Advisory Group are:

- the Ministry of Transport
- Maritime New Zealand (including RCCNZ)
- the New Zealand Police
- the Department of Conservation
- the Civil Aviation Authority
- Fire and Emergency New Zealand
- New Zealand Search and Rescue Secretariat
- the Mountain Safety Council
- New Zealand Land Search and Rescue
- Water Safety New Zealand
- Coastguard New Zealand
- Surf Life Saving New Zealand

7.6 The Ministry of Transport will also appoint a kaihautū to serve on the Advisory Group.

7.7 The Director of the Review will chair the Advisory Group.

7.8 Underpinning the kaupapa of the Review, the Advisory Group will take a collaborative approach with other participants in the system, and stakeholders adjacent or outside the system, and may invite participation from other organisations and individuals as appropriate.

7.9 This includes, but is not limited to Amateur Radio Emergency Communications, Youth Search and Rescue, Local Government New Zealand, Regional Councils, Harbour Masters, Sport New Zealand, the Accident Compensation Corporation, the National Ambulance Sector Office, the New Zealand Defence Force, the Department of Internal Affairs, the National Emergency Management Agency and other government and non-government organisations as appropriate.

8. Interdependencies with other policy work

Adventure Activity Review (Ministry of Business, Innovation and Employment)

8.1 In late 2021, the Ministry of Business, Innovation and Employment (MBIE) and WorkSafe consulted on actions to strengthen the adventure activities regime, including improved natural hazard management, improved regulatory leadership by the regulator, and reviews and/or changes to the audit safety standard, certification scheme and guidance materials. Following consultation, MBIE and WorkSafe will develop advice on any proposed regulatory and implementation changes to the regime. While the adventure activities regime is outside the scope of the Review, SAR is called in when adventure activities go wrong and people get lost or are in distress and require rescue. In addition, there may also be actions that may directly or indirectly affect the recreational safety and SAR systems, including the management of natural hazard risks, and funding.

Transport Planning and Funding Work (Ministry of Transport)

- 8.3 A wide range of transport system planning and funding programmes and projects are underway within the Ministry. One of the projects involves exploring changes to (or a new) land transport revenue system, aiming for public engagement on options in 2024. The recreational safety and SAR systems and key players within the system are highly dependent on transport-generated revenue.
- 8.4 Therefore, the Review will need to stay closely involved in this work and ensure that any decisions on the new (or renewed) transport revenue systems:
- a. take appropriate consideration of the recreational safety and search and rescue systems
 - b. that proposed changes to the funding of the systems are signalled early; and
 - c. include implementation planning that supports continuous funding for the systems.

Nga mahi rangahau e whakaatu ana i te Arotake / Research work informing the Review (including, but not limited to):

1. Mapping:

a. Within the recreational safety and search and rescue systems (the systems), the existing:

- governance structures
- strategies
- participant organisations; including:
 - roles and responsibilities
 - assets
 - human resource – both paid and volunteer
 - funding sources and quantum
 - relevant legislative and/or constitutional mandates and requirements
- funders
- international obligations, including multilateral and bilateral arrangements

including their linkages, relationships, and inter-dependencies.

b. The linkages, relationships and interdependencies between the systems and:

- the National Security System including the National Emergency Management Agency, regional and local civil defence groups, and Urban Search and Rescue (Fire and Emergency New Zealand)
- the Ministry of Business, Innovation and Employment responsible for adventure activity regulation
- WorkSafe New Zealand responsible for health and safety regulation
- the Accident Compensation Corporation for injury prevention and support
- Volunteer New Zealand
- Sport New Zealand
- Ministry of Health (including National Ambulance Sector Office)
- Ministry of Education and the Tertiary Education Commission
- other agencies adjacent to or outside the systems, as well as mana whenua and other landowners.

2. Identification of the current and potential future trends and influences that need to be considered, including with respect to:
 - a. The type of:
 - individuals and groups, and the spectrum of recreational activities requiring access to recreational safety and SAR services; and
 - commercial entities (for example airlines, shipping companies, etc), and the spectrum of activities requiring access to SAR servicesincluding the locations of these within the NZ SAR region.
 - b. Capacity and capability trends within the systems, including the entities involved, technology, training, resources, paid employees, and volunteerism.
 - c. Funders, funding sources, funding and expenditure needs within the systems including asset management.
 - d. International trends, expectations, and legal obligations with respect to recreational safety and SAR services.
3. Consolidating the findings of previous reviews associated with recreational safety and SAR, including SAROPS⁴, and Coronial findings relevant to the Review.
4. Identifying the comparative international organisational and institutional arrangements, practice, and experience and their relevance.
5. Work underway by participant organisations in the systems (for example, the Volunteer Engagement Survey being conducted by the NZSAR Secretariat in partnership with the NGOs).

Korero whakamutunga – the last thoughts

A Whakatauki, also known as an important Māori proverb, says “Nau te rourou, naku te rourou, ka ora te Iwi.” This means, with your food basket and my food basket the people will thrive.

This proverb acknowledges that everybody has something to offer, a piece of the puzzle, and by working together we can all flourish.

⁴ SAR Operational Reviews conducted by the NZSAR Secretariat.