Haumaru Tāngata Ki Uta Ki Tai | Recreational Safety and Search and Rescue – Review Report

August 2023 | Findings and recommendations

Haumaru ki te tangata.
Haumaru ki te tangata.
Mauriora ki te tangata.
Waiora ki te tangata. Mai ki uta ki tai.
∫ Safer people. Flourishing people.
Healthy people.
From the mountains to the sea.

RECREATIONAL SAFETY
WAIORA
MAURIORA
SEARCH AND RESCUE

We draw on the symbolism of Ranginui and
Papa-tū-ā-nuku in this review to depict the close relationship
between recreational safety and search
and rescue, and how these systems interact and
operate to support safer recreation from the
mountains to the sea.

Contents

Executive Summary

Whakataka te hau ki te uru
Whakataka te hau ki te tonga
Kia mākinakina ki uta
Kia mātaratara ki tai
E hī ake ana te atakura
He tio, he huka, he hau hū
Tīhei mauri ora!

Cease the winds from the west
Cease the winds from the south
Let the breeze blow over the land
Let the breeze blow over the ocean
Let the red-tipped dawn come with
a sharpened air.
A touch of frost, a promise of a glorious day.

Ngā mate o ia marae, o ia marae, haere
atu rātou ki te Pōuriuri, ki te Pōtangotango.
Haere atu ki Hawaiki nui, Hawaiki roa,
Hawaiki pāmāmao.

We remember those who have passed
and acknowledge their journey beyond.

Āpiti hono tātai hono
Te hunga mate ki te hunga mate
Āpiti hono tātai hono
Te hunga ora ki te hunga ora.

Nō reira, tēnā koutou katoa.

Executive summary

> Every year, millions of people across Aotearoa head outdoors to connect, recreate and operate across the wai (water) and the whenua (land). Enabling them are a range of organisations in the recreational safety system who give them the knowledge and skills to do so safely.

But sometimes things happen – people get lost, injured and/or end up distressed in some way. When that happens, organisations in the search and rescue system kick into gear to bring them back to a place of safety.

New Zealand has responsibility for one of the world's largest search and rescue regions, providing search and rescue services for anyone, anywhere in our region. This covers the mid-Tasman Sea, halfway to Chile and from the South Pole almost to the equator. This is a total of 30 million km^2. We also support and are supported by our neighbouring search and rescue regions to undertake search and rescue operations.

This is a significant responsibility, bound by international conventions. For a small country we punch well above our weight.

The organisations involved in the recreational safety and the search and rescue systems (the systems) include many government and non-government organisations (NGOs). Some of these organisations deliver services across both systems.

The benefits delivered through the systems are life saving – supporting people to head outdoors and return home safely.
This includes:
- the knowledge, skills, training and education provided to New Zealanders and visitors to Aotearoa to support safer recreation
- reducing the impact of death and injury on whānau, friends and the New Zealand economy
- supporting New Zealand business in general, and the prosperity of the recreational tourism sector
- supporting work within other systems – for example, the emergency management system and the health system
- providing search and rescue assistance to anyone, anywhere, and anytime they need it across the New Zealand Search and Rescue Region including commercial operators domestically and internationally
- supporting the delivery of New Zealand's international obligations for search and rescue and wellbeing outcomes globally.

Under the radar

The organisations and people involved in the systems broadly operate under the radar of both Ministers and the public. They deliver critical safety services with very little fanfare.

Many of the people involved are volunteers. They are highly trained and skilled personnel who dedicate their time for free. They are driven by an underlying commitment and passion to help others stay safe. We also know that many of them work for other emergency service providers and respond in civil emergencies – their contribution to New Zealand's wellbeing is significant.

The challenges

Across both of the systems, there are challenges, in particular for NGOs, and their volunteers, who face problems relating to:
- the ability to meet existing and future demands for services because of:
  – New Zealand's increasing population growth
  – the growth in the number of people recreating
  – population movement (as a consequence of financial, environmental and other factors)
- capacity (assets and people), and ensuring the wellbeing of their people through compliance with legislative requirements including health, safety and wellbeing
- the sustainability of the volunteer model
- increasing overheads, financial and funding pressures.

The organisations and people involved have told us current investment has been enough to keep them operational. But this is insufficient to deliver all of the demands for services in a changing world, provide for necessary strategic planning, innovation and futureproofing, and to implement changes in response.

Leadership and a strong willingness by organisations to work together is evident. Collective governance and leadership arrangements have grown and evolved within the systems to address sector specific issues and opportunities; however, in their current form, these collective arrangements are constrained and unable to:
- address systems-wide risks
- resolve cross cutting issues, or
- maximise opportunities together.

Our recommendations

The high-level recommendations proposed to address these challenges are:
- the recreational safety and the search and rescue systems connect as one system (the System) to reflect the pipeline of critical safety services delivered between them
- the finalisation and implementation of a System Strategy to connect the two systems to inspire the organisations involved and harness their power together
- the implementation of revised and streamlined governance arrangements for the System
- the appointment of Te Manatū Waka Ministry of Transport as the System Steward within government, to provide strategic policy advice and coordination across the System and adjacent systems
- the implementation of the Haumaru Tāngata Ki Uta Ki Tai – Volunteer Plan to provide more System-wide support to volunteers who form the backbone of the workforce across the System
- modelling to forecast future demand for frontline safety and search and rescue services, to inform the configuration of assets and people required in response, and investment requirements
- funding requirements identified to support continued service delivery through the volunteers and the NGOs that support them
- a set of funding principles to inform government funding into the System.

Our overarching driver is:

Haumaru Tāngata Ki Uta Ki Tai: Supporting people's wellbeing (waiora and mauriora) and safer recreation from the mountains to the sea.

Wai Puna

There is much to be learnt from the approach of Māori to health and wellbeing through the Wai Puna model. The Wai Puna model is a theory of Māori water safety and health developed by Dr Chanel Phillips (Ngāti Hine, Ngāpuhi), which has underpinned our work to date.

A Wai Puna approach to support recreational safety and wellbeing, is foremost about strengthening our connection to the land and water. Through a strengthened connection to the environment (by nurturing tikanga – behaviour/ skills, mātauranga – knowledge and whakapapa – attitudes and beliefs) it encourages safer recreation which has positive health outcomes, allowing people to thrive and flourish in the outdoors.

We recognise that more sustained and long-term engagement with Māori is critical to achieve better outcomes for Māori and all New Zealanders.

The expected benefits

We believe these recommendations will enable:
- streamlined collaboration and coordination between the organisations involved
- stronger commitment to joint ways of working to maximise issue resolution and opportunities
- informed decision-making to target resources more effectively across the pipeline of services to better support harm prevention outcomes
- the means to enable extra funding to create a more sustainable System and the organisations within it
- better collaboration with adjacent systems across government to pursue resources and funding to deliver System outcomes
- a sustainable workforce including well supported volunteers.

We are in this together

Comfort within a changing world is something that organisations in the System need to embrace and adapt to, together. Lifestyle changes, climate change, and technology will continue to evolve at a cracking rate, and how the System is organised, governed, and funded to respond will be essential going forward.

Neither the recreational safety system or the search and rescue system can go it alone. Data, insights, research, tools and technology, are some of the key ingredients required between the organisations to support the delivery of harm prevention and response services into the future (and in light of changing circumstances). The ability to better harness these for the benefit of everyone involved in the System and more widely, should be encouraged and supported.

Ngā mihi nui,

Many thanks to everyone who has informed the work of the Review. They have contributed their time and advice, their experiences and stories. This has been incredibly valuable.

Special thanks to the Review Advisory Group who have been instrumental in the Review process, and in the work and analysis that has underpinned our findings and recommendations – aroha nui ki a koutou.

> ❯ E ngā rau rangatira mā, ka maumahara koutou ki tēnei kōrero. Ehara taku toa I te toa takitahi, engari he toa takitini. Success is not the work of one but the work of many.

Navigating this Report

This Report is divided into eight sections:

- **Section One** contains background information about the Review. It provides an overview about the systems, and the key areas of focus.
- **Section Two** sets out the evolution of the systems, their intersections, and describes the benefits and value of them.
- **Sections Three – Seven** contain the Review's areas of focus, the main findings and recommendations split over five thematic areas:
  - connecting the systems together and a draft System Strategy developed through the Review (Section Three)
  - revised governance and leadership arrangements for the System (Section Four)
  - systematic support to the volunteers in the System through the Haumata Tāngata Ki Uta Ki Tai – Volunteer Plan developed through the Review (Section Five)
  - the capacity (assets and people) available to deliver frontline safety and search and rescue services, current constraints and needs (Section Six)
  - funding needs identified through the Review to support the NGOs and volunteers primarily, and a funding framework to inform government funding into the System (Section Seven).
- **Section Eight** sets out a proposed high-level implementation plan to give effect to the recommendations.

The Review recommendations at a glance are set out below.

Recommendations at a glance

System Strategy
SECTION THREE

1. Connect the recreational safety and the search and rescue systems together to better reflect the pipeline of safety services provided across the systems to support wellbeing (waiora and mauriora) and safer recreation.

2. Finalise and implement a System Strategy – Haumaru Tāngata Ki Uta Ki Tai – supporting people's wellbeing (waiora and mauriora) and safer recreation from the mountains to the sea – to connect the systems together, harness the power of the collective, and to inspire and guide the organisations involved.

3. Develop a set of values within the System Strategy reflecting the Wai Puna model in alignment with Te Tiriti o Waitangi and the shared responsibility for the System.

4. Develop measures and confirm the data required for those measures to report progress on the System Strategy and address any gaps.

Governance and leadership
SECTION FOUR

5. Revised governance and leadership arrangements for the System through:
   a. the establishment of a Ministerial Oversight Group
   b. the establishment of an Advisory Board
   c. the establishment of a Māori Kāhui Advisory Board
   d. the appointment of a System Steward within government.

6. The appointment of Te Manatū Waka as the System Steward.

7. Stronger alignment to, and the implementation of, the principles of Te Tiriti o Waitangi in the proposed governance and leadership structure. This requires stronger partnership, participation and protection of Māori within the System, and across all levels, including governance and leadership through:
   a. Māori representation at the Ministerial Oversight Group
   b. Māori representation at the Advisory Board
   c. the establishment of a Māori Kāhui Advisory Board as a dedicated space for Māori in the System
   d. the appointment of a supported Chief Māori Adviser within the System Steward.

8. Te Manatū Waka confirms an implementation plan to give effect to the new arrangements for the System as soon as practicable, including the approach to implement the System Strategy.

9. Te Manatū Waka works to stand-up its stewardship capability, including Māori capability and competency, finalises the System Strategy and arrangements to implement the Strategy, and implements the proposed new governance and leadership arrangements by mid 2025.

10. Oversight and monitoring of Water Safety New Zealand transfers from Sport New Zealand to the System Steward in mid 2025.

11. Te Manatū Waka to work with government, local government, iwi and NGOs to explore roles, responsibilities, regulations, and funding arrangements for recreational safety around coastal and inland waterways, including perspectives on risk and risk management, and the strategies, tools and funding available/required.

RECOMMENDATIONS AT A GLANCE

People supporting people
SECTION FIVE

12. Adopting the Haumata Tāngata Ki Uta Ki Tai Volunteer Strategy and implementing it using the Haumata Tāngata Ki Uta Ki Tai – Volunteer Plan to:
    - embed a systematic and sustained approach to support and encourage volunteers and volunteerism
    - provide for a universal and consistent approach to support the NGOs and their volunteers, including:
      - baseline staffing requirements
      - volunteer reimbursements
      - personal protective equipment and gear
      - community engagement and recognition programmes
      - training.

Assets
SECTION SIX

System capacity

13. The New Zealand Search and Rescue (NZSAR) Secretariat develops a model to forecast future demand for frontline safety and search and rescue services, to inform the required System-wide capacity (assets and people) and its configuration as soon as practicable.

14. Periodic assessment by the System Steward (once established) of System-wide capacity to meet forecast demand, working with the Coordinating Authorities, NGOs and other operators as appropriate, including the identification of any changes required to System-wide capacity in response.

Aviation operations

15. Prompt conclusion of work underway through the NZSAR Secretariat to determine operational service standards for helicopter operations to support safe, effective, and efficient search and rescue responses.

16. Progression of work between the NZSAR Secretariat and the Coordinating Authorities to explore a revised model for the tasking and deployment of aviation assets for search and rescue operations, including the capability and funding uplift required.

Telecommunications

17. The NZSAR Council works with the Next Generation Critical Communications entity to ensure that the NGOs delivering search and rescue services are appropriately accounted for in the new digital communications network for emergency services.

Emergency management events

18. The roles of search and rescue and the NGOs involved in emergency management events, and associated funding arrangements, are included within any future event reviews that occur.

RECOMMENDATIONS AT A GLANCE

Funding
SECTION SEVEN

19. Preparation of business cases in the next available government funding rounds to provide:
    a. baseline funding for NGOs to support the level of services within the System that provide broad public benefits nationally, and
    b. additional funding required by NGOs to support their volunteers (as identified through the Haumaru Tāngata Ki Uta Ki Tai – Volunteer Plan), and
    c. additional support to funders within the System supporting recreation-based NGOs and smaller community-based groups delivering recreational safety services.

20. Fixed assets for the NGOs to be funded by government on a case-by-case basis through the appropriate funding source.

21. Te Manatū Waka to confirm the set of funding principles developed through the Review to guide government funding into the System, to deliver System-wide outcomes.

22. The System Steward, once established:
    a. builds sustained relationships with funders who support the System and the delivery of System outcomes through the funds they provide, and
    b. maintains long-term insights through an awareness of the sources and levels of funding available to the System.

    .

Setting the scene

Kia whakatōmuri te haere whakamua⌡ I walk backwards into the future with my eyes fixed on my past

This whakataukī describes Māori perspectives of time, where the past, present, and future are intertwined. This Māori conceptualisation of time does not leave the past behind but carries one's past into the future. In the context of this Review, we draw on this proverb to explain how we bring with us the legacy, history, and whakapapa of recreational safety and search and rescue into this work, carrying the rich experiences and learnings of the past with us to guide the future.

Background to the Review

Image 1
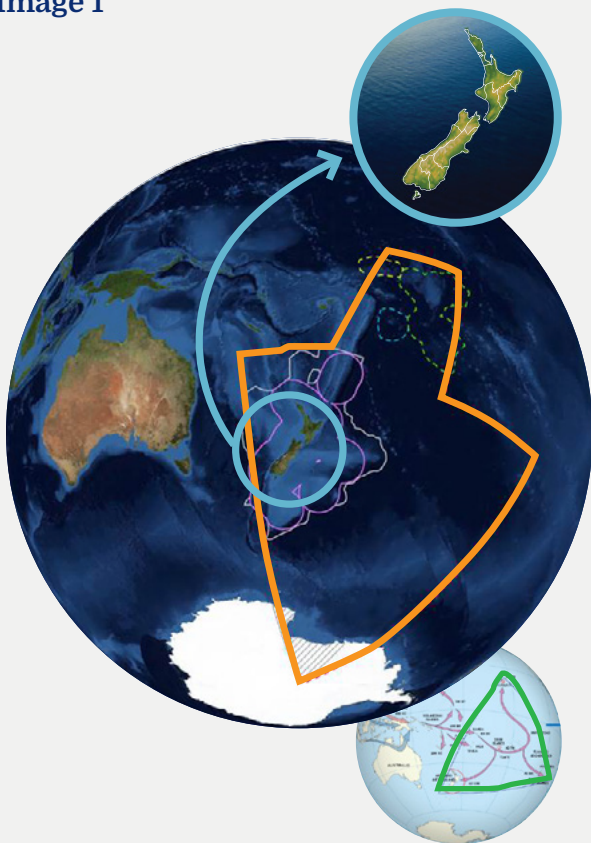
New Zealand has a highly varied terrain with mountain ranges and hilly front and back country. The Southern Alps run almost the length of the South Island, and mountain ranges run across the North Island with four volcanic peaks, including Mt Ruapehu. These mountains along with fjords, glaciers, lakes, rivers and many other natural features are surrounded by approximately 15,000km of coastline. In addition, Stewart Island/ Rakiura, Chatham Islands, Great Barrier Island (Aotea Island), Rangitoto ki te Tonga/D'Urville Island and Waiheke Island have their own diverse and unique landscapes.

The world's oceans and seas are divided into areas of responsibility (known as Search and Rescue Regions), with responsibility for each Region assigned to a specific country. The New Zealand Search and Rescue Region – which includes the New Zealand landmass – spans 30 million square kilometres and covers one of the largest Search and Rescue Regions in the world. This area extends from the mid-Tasman Sea, halfway to Chile, and from the South Pole, almost up to the Equator.

The New Zealand Search and Rescue Region has strong links with the traditional voyaging area of Māori and their ancestors within East Polynesia.

1. The Haumaru Tāngata Ki Uta Ki Tai Recreational Safety and Search and Rescue Review (the Review) involved an assessment of the health and performance of the recreational safety and the search and rescue systems (the systems). This was to ensure they are fit for purpose, and supporting community, national and international needs.

2. The term 'system' encompasses a set of things that work together towards a common goal. In this case, it includes organisations and groups of people who support wellbeing outcomes for those who are connecting and recreating in New Zealand and operating across the New Zealand Search and Rescue Region (NZSRR).

Recreational safety

3.   There is no one definition of recreational safety. The Review focused on personal recreation in the outdoors;[1] and recreational safety services that reduce the risk of preventable death and injury, supporting people to avoid distressing situations or survive should they occur.

4.   We observe a philosophy of outdoor recreation in New Zealand to encourage people to get active, for their health and wellbeing, and engage with the natural environment, with the knowledge, skills and behaviours to return home safely. Preparedness and prevention activities are critical to achieving safer recreation.

5.   There is a range of government, local government and NGOs in New Zealand delivering recreational safety services to support people to head outdoors and return home safely. Services include information, guidance, and education online; targeted safety campaigns; visitor safety services in situ; compliance and regulatory activities; and frontline safety service on the ground.

6.   Further detail about the organisations involved and the services delivered within the recreational safety system is provided in Appendix 1.

Search and rescue

7.   Search and rescue is defined through international conventions that New Zealand is a party to, domestic legislation, and the Operational Framework for the NZSRR.[2] Search and rescue involves the coordination and delivery of services to people who are lost, missing and/or in distress[3], locating them and returning them back to a place of safety.

8.   New Zealand has one of the largest search and rescue regions in the world as depicted in Image 1 above. We are part of an international ecosystem that collectively provides search and rescue services across the globe – the philosophy being that search and rescue should be available to anyone and any entity (charitable, commercial or otherwise), anytime, and anywhere they need it.

9.   Search and rescue services include distress monitoring, communications, and the coordination and delivery of search and rescue, including medical advice, initial medical assistance, or medical evacuation. These services are delivered through government, NGOs, and commercial organisations.

10.   Further detail about the organisations involved, and the services delivered within the search and rescue system is provided in Appendix 1.

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1.   Personal recreation captures activities that people can do which are largely unregulated and not for hire or reward, including tramping, hiking, mountain biking, caving, canyoning, hunting, fishing, diving, swimming at the beach/lake/river, and boating or any other recreational watercraft activity.
2.   https://nzsar.govt.nz/assets/Downloadable-Files/Operational-Framework-for-the-NZSRR-Third-Edition-March-2021.pdf
3.   The International Convention on Maritime Search and Rescue defines the distress phase as "a situation wherein there is reasonable certainty that a person, a vessel, or other craft is threatened by grave and imminent danger and requires immediate assistance."

Diagram 1: Recreational safety and search and rescue systems interface

In the air, on the land and in, on and around the water.

	Information, Guidance and Education Campaigns	Infrastructure and Assets	Compliance, Monitoring and Enforcement	Frontline Safety Services	Search and Rescue
Adventure Activities Regulation					**Search and Rescue** — Domestic and International Recreation and Commercial
Regulated Transport Operations		**Adjacent/Related Systems**			
Facilitated Education and Training					
Recreational Safety (Outdoor Recreation)		**Recreational Safety** — Domestic			

Haumaru Tāngata Ki Uta Ki Tai – supporting safer recreation from the mountains to the sea

Reflecting a pipeline of safety services

11. Together the systems deliver a pipeline of safety services supporting the wellbeing of everyone who recreates, and gathers kai in New Zealand, and operates across our wider search and rescue region.

12. Through our work, we reflected deeply on the growing intersection between the two systems, and the work they do to support people to head outdoors with the knowledge and skills to stay safe and return home safely. This included their relationships with adjacent systems – some of which are depicted in Diagram 1 above.

13. While not reflected in Diagram 1 above, there are other systems closely connected, for example:
    - the Emergency Management system. New and increasing demands on search and rescue during civil emergencies. These have become far more evident through recent civil defence responses
    - the Health system. Increasing demand for Safer Walking and Wander Search services for people with cognitive impairment (and their whānau and friends), administered, delivered, and funded through the search and rescue system, is evident. Demand for medivac services from NGOs also continues.

SETTING THE SCENE

Specific areas of focus

14.   The Review Terms of Reference articulated the scope of the Review.[4] It specified the following key areas of focus depicted in Diagram 2 below, namely:
- outcomes and measures for the systems
- governance mechanisms, including the alignment of accountabilities and responsibilities within and between the systems, and systems adjacent

- the sustainability of the volunteer model and delivery of a Workforce Plan covering capability and sustainability
- the sufficiency of capability (assets and people) to deliver services, with a specific focus on search and rescue
- funding sources, funding needs, and the role of government funding.

15.   'Deep-dive' assessments into the individual organisations operating in the systems were out of scope. Therefore, our recommendations are focused primarily at a strategic level.

Diagram 2: Areas of focus

External Environment

Context, legislative and constitutional mandates, stakeholder expectations, trends and developments (e.g. demographic, technology, environmental)

Direction — Implementation — Results

Strategy

Governance and Leadership

Relationships

Culture

Structure — Role accountabilities responsibilities

People — Paid, partially paid, volunteers

Assets — Buildings, equipment, vehicles, craft

Funding — Government charitable, local, other

Technology

Data analysis and insights

Risk and Assurance Management

System-wide Outcomes

Effective and efficient delivery of System-wide harm prevention outcomes

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4.   https://www.transport.govt.nz/area-of-interest/safety/recreational-safety-and-search-and-rescue-review/

How the Review was conducted

16. Te Manatū Waka Ministry of Transport conducted the Review over an 18-month period. The Review Team included a small group of policy advisers supported by specialists with experience and practical involvement across the systems, including Michael Bassett-Foss and two Māori specialist advisers (Kaihautū).

    • Michael Bassett-Foss has been an active volunteer Surf Lifeguard for more than 40 years. He is currently a Water Safety New Zealand Board member, the independent member on the NZSAR Council, and Surf Life Saving New Zealand's past Chair. Through the Review he has acted as an advisor in relation to non-government delivery organisations and a voice for the 10,000+ volunteers delivering frontline safety and search and rescue services.

    • Two Māori specialist advisers (Kaihautū) were involved in the Review to ensure it reflected a Te Ao Māori worldview. The Review has drawn heavily on the principles underpinning the Wai Puna model. This is an Indigenous model of Māori water safety and health developed by Dr Chanel Phillips (Ngāti Hine, Ngāpuhi), Centre of Indigenous Science, University of Otago. Chanel was part of the Review Team. Rob Hewitt (Ngāti Kahungunu) is a Māori water safety exponent with over 30 years' experience as a Navy diver and water safety expert. He is the Kaihautū Māori for Water Safety New Zealand, co-founder of Tangaroa Ara Rau a kaupapa Māori water safety collective, a Coastguard Boating Education tutor for Māori and Pacific communities, a cultural adviser for Maritime New Zealand, and Kaihautū for the Land Safety Forum. Their expertise has been fundamental in bringing a Māori lens to this work.

17. The Team was supported by an Advisory Group comprising the following core government agencies and NGOs that have governance and leadership roles in one or both systems:

    • the Civil Aviation Authority (CAA)
    • Coastguard New Zealand (Coastguard NZ)
    • the Department of Conservation (DOC)
    • Fire and Emergency New Zealand (Fire and Emergency)
    • Maritime New Zealand (Maritime NZ)
    • Te Manatū Waka Ministry of Transport
    • the Mountain Safety Council
    • New Zealand Land Search and Rescue (Land Search and Rescue)
    • the NZSAR Secretariat
    • NZ Police (the Police)
    • Surf Life Saving New Zealand (Surf Life Saving), and
    • Water Safety New Zealand (Water Safety NZ).

SETTING THE SCENE

18. Consultation and engagement were also undertaken with other government agencies and NGOs that are either part of one or both systems or adjacent systems, or provided expert guidance to the Team during the development of recommendations.[5]

19. The Review was carried out in partnership with Māori and aligned with the principles of Te Tiriti o Waitangi through partnership, participation and protection. The work of the Review has drawn heavily from the principles underpinning the Wai Puna model.[6]

20. Our work included research and engagement with participants in the systems and adjacent systems. We also considered previous reports, reviews, and investigations, focused on various aspects of the systems relevant to the Review.

21. This work heralds the next evolution of the recreational safety and the search and rescue systems together.

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5. The Accident Compensation Corporation (ACC), Amateur Radio Emergency Communications, the Department of Internal Affairs, the New Zealand Defence Force, Drowning Prevention Auckland, the Department of Prime Minister and Cabinet, the Ministry of Foreign Affairs and Trade, the Public Service Commission, Sport New Zealand (Sport NZ), the National Emergency Management Agency (NEMA), and the Treasury.
6. Further information about the Wai Puna model can be found here: https://kmko.nz/wai-puna.

The systems in focus and why they matter

Nāu te rourou, nāku te rourou, ka ora ai te iwi ⌐ With your food basket and my food basket the people will thrive

This whakataukī refers to working together and pulling together our strengths, knowledge, and resources, so that our people will thrive together. We use this whakataukī to describe the overview of the Review, how we can draw on the baskets of knowledge from both recreational safety and search and rescue, to ensure the wellbeing of our people.
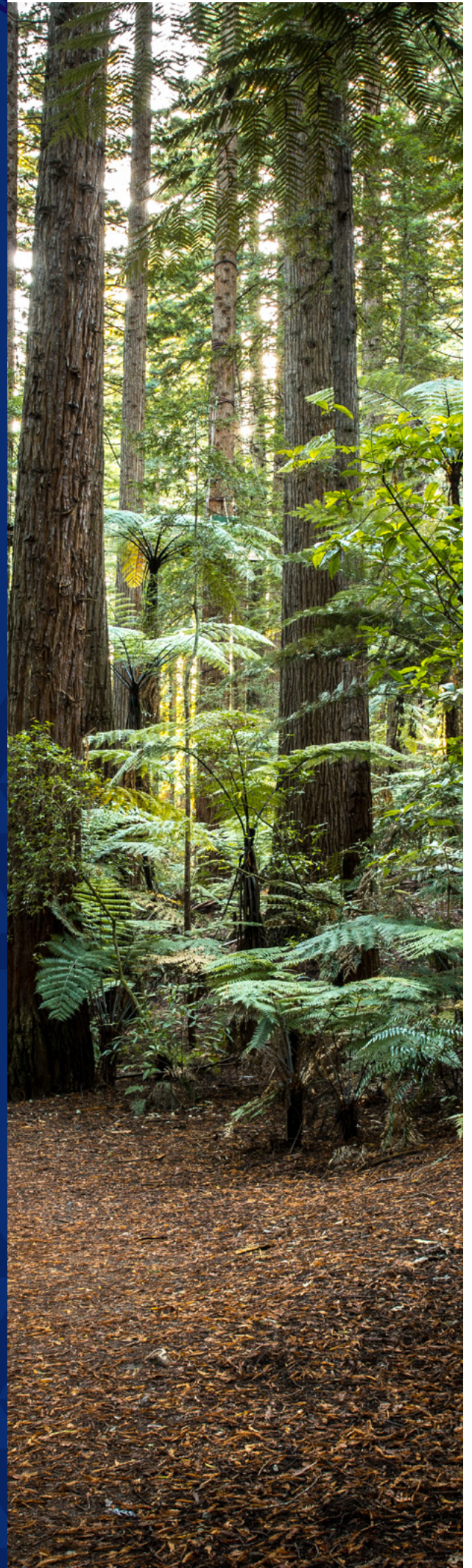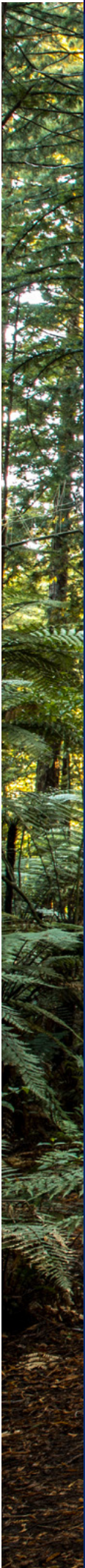
THE SYSTEMS IN FOCUS AND WHY THEY MATTER

Diagram 3: Delivering wellbeing outcomes together

In the beginning

In the beginning Ranginui (Sky Father) and Papa-tū-ā-nuku (Earth Mother) held each other in a tight embrace with their numerous children living in darkness between them. For the children to live in the world of light, Tāne (deity of forests and birds) separated them by propping his father up to become the heavens and pushing his mother below to become the earth, thus creating Te Ao Mārama, the world of light we live in today. The primordial parents and their numerous children then became the various elements of the natural world, reflecting the intrinsic connection between land, sea, and sky.

From a Te Ao Māori perspective, the human condition is intimately connected to the wider domains of Ranginui and Papa-tū-ā-nuku and has a number of implications for health.

Waiora (health, soundness) and mauriora (flourishing wellness) are two Māori terms for health that are intricately linked to the natural environment.

We draw on the symbolism of Ranginui and Papa-tū-ā-nuku in this Review to depict the close relationship between recreational safety and search and rescue, and how these systems interact and operate to support people's wellbeing (waiora and mauriora).

Recreational safety

The recreational safety system delivers a range of harm prevention services, including information and guidance, education campaigns, assets, and infrastructure and frontline safety services, supporting people to stay safe in the outdoors. Monitoring compliance with information and guidance, and other regulatory settings (including rules and associated enforcement activities) are also delivered through the system.

Harm prevention services are targeted to a range of outdoor activities including (but not limited to) walking, tramping, caving, climbing, mountain biking, kai gathering (including rock fishing, diving and hunting), swimming in lakes, rivers and in the sea, boating, and paddle boarding.

Harm prevention services are delivered by a range of agencies, organisations and individuals, assets, resources and funding, working collaboratively together.

Search and rescue

The search and rescue system broadly captures operations to locate and retrieve people who are lost, missing or injured. 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 search and rescue operations for commercial airlines, fishing, cargo and other maritime vessels, who require assistance.

The search and rescue system captures the agencies, organisations and individuals, their assets, resources and funding, and the activities involved in the governance and preparation for the delivery of search and rescue operations.

WAIORA

Papa-tū-ā-nuku

Ranginui

MAURIORA
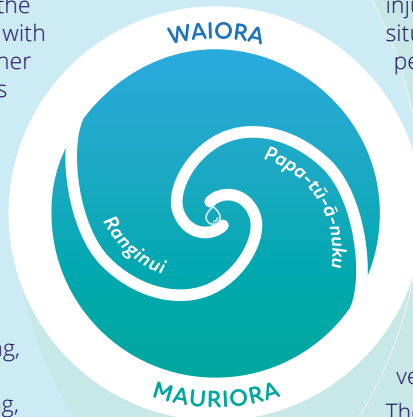
The meeting place between the two systems is depicted in this image as the space where the two cresting waves meet. It is within this space, where the Review Team and Advisory Group worked together during the Review to understand the connections between the two systems and the organisations and the people involved.

THE SYSTEMS IN FOCUS AND WHY THEY MATTER

22. Over the past decade the intersection between the systems has grown, including the links between the collective governance and leadership forums (the Forums), the organisations operating within them, and the work they do. Broad recognition of the pipeline of safety services delivered across the systems is evident; specifically, the relationship between recreational safety services and better search and rescue outcomes.

23. In the context of the Review, a pipeline of safety services refers to the activities that cover the 4 R's of emergency management – readiness, reduction, response and recovery. In a nutshell, the pipeline of activities:
    - informs a person's skills, knowledge, behaviour and attitudes when they are planning for, preparing and undertaking recreational safety activities, to support them to avoid harm or minimise the impact if it occurs; and
    - provides for search and rescue in those instances where a person becomes lost, missing, and/or in distress, and return to a place of safety.

THE SYSTEMS IN FOCUS AND WHY THEY MATTER

The journey so far

24.   A description of each system is set out below. The search and rescue system is the more mature of the two systems and is described first-up.

The search and rescue system

25.   The search and rescue system has a two-part origin:
   - people supporting people in times of trouble through whānau and communities for over 100 years. Local action for local people who are lost, missing and/or in distress, and
   - international aviation and maritime conventions which gave rise to the global search and rescue system in the 1970s.

26.   The link between domestic and international search and rescue evolved into the current search and rescue system configuration in the early 2000s.

27.   New Zealand's international convention obligations are included as appropriate in New Zealand legislation – specifically, the Civil Aviation Act 1990 and the Maritime Transport Act 1994, which provide for:
   - the establishment of a rescue coordination centre for the relevant search and rescue region, staffed 24 hours a day, seven days a week, and
   - the prompt provision of search and rescue services within our search and rescue region, and
   - 'national machinery' for the overall coordination of search and rescue services.

28.   The Minister of Transport, through the two statutes, is responsible for the organisation and conduct of particular search and rescue activities within the NZSRR.

29.   Other New Zealand statutes that relate to the provision of search and rescue services include the Policing Act 2008 and the Coroners Act 2006.

Giving effect to the international framework for search and rescue

30.   There are two mandated Coordinating Authorities:
   - Maritime NZ through the Rescue Coordination Centre New Zealand (RCCNZ) delivering international and national search and rescue functions, and
   - the Police delivering local functions.

31.   A range of government organisations, NGOs and commercial entities provide people and assets to support the delivery of search and rescue services tasked through the Coordinating Authorities.

32.   Governance and leadership of the system to provide national coordination is provided through the NZSAR Council, established in 2003, reflected in Diagram 4 below.

33.   Appendix 2 provides further information about the international framework and domestic legislative environment for search and rescue, and the collective governance and leadership arrangements in place.

THE SYSTEMS IN FOCUS AND WHY THEY MATTER

Diagram 4: Collective governance and leadership arrangements for search and rescue

NSS: National Security System
SAROPs: Search and Rescue Operations
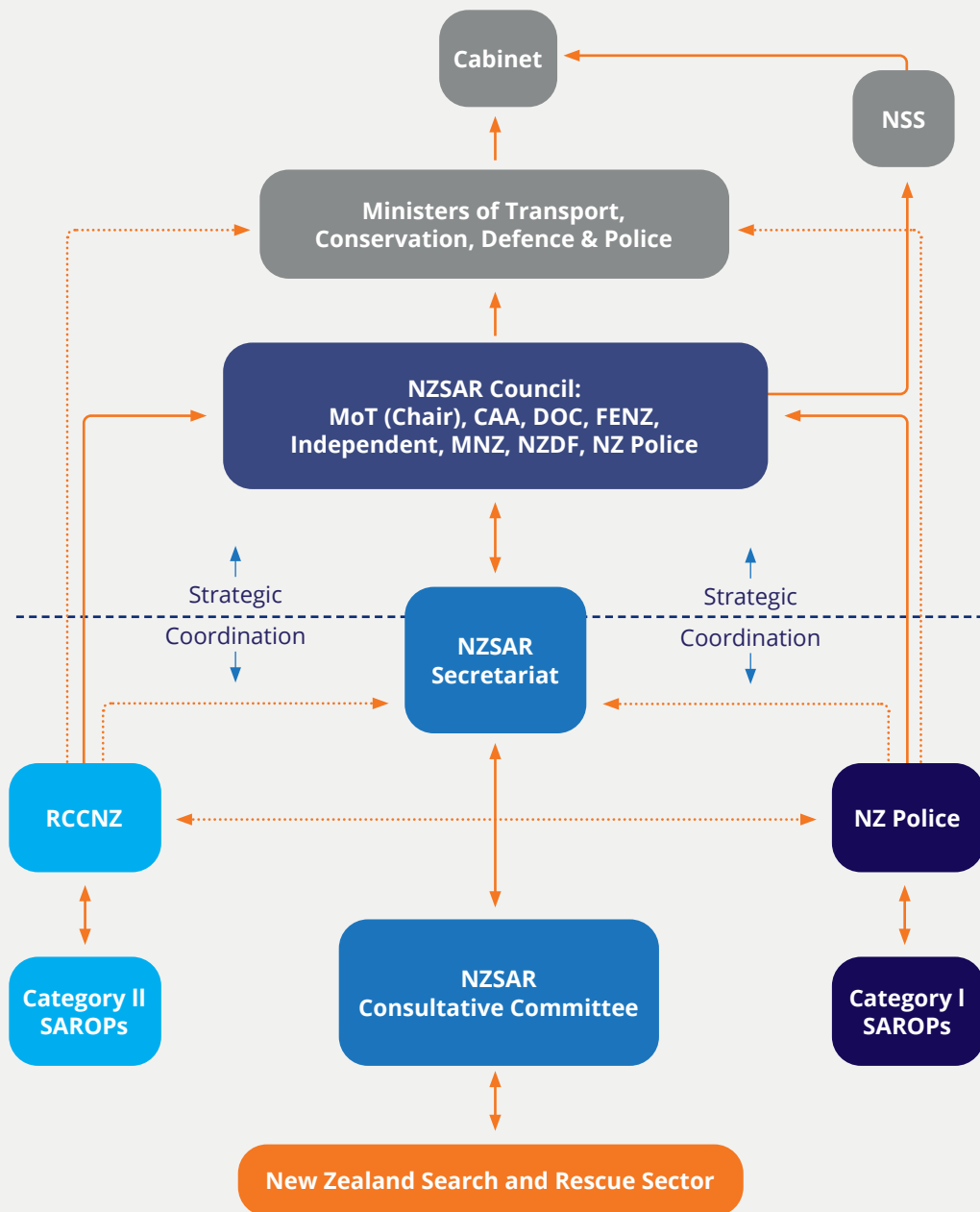
The recreational safety system

34.   In many respects, the recreational safety system has its own two-part origin:
   - through the work of national organisations providing recreational safety services to the New Zealand public who head outdoors to connect and recreate. This includes:
     – the Mountain Safety Council
     – Water Safety NZ
     – Maritime NZ
     – DOC
     – nationally based NGOs working across both of the systems[7]:
       › Coastguard NZ
       › Land Search and Rescue
       › Surf Life Saving

   - through the introduction of the NZSAR Council's search and rescue prevention mandate in circa 2015, and subsequent work carried out on its behalf by the NZSAR Secretariat.

35.   In addition, a range of government organisations, local government, and NGOs provide recreational safety services, supporting safer outcomes for people recreating outdoors. A number of these organisations, for example, Drowning Prevention Auckland have been involved in the development of national strategies.

36.   Across the recreational safety system there are five Forums providing governance and leadership functions, illustrated in Diagram 5 below.

Diagram 5: Collective governance and leadership arrangements across recreational safety

Recreational Craft Leaders Forum	Wai Ora (Water Safety) Leaders Forum	Safer Walking Forum	Land Safety Forum	NZSAR Consultative Committee
Maritime New Zealand	Water Safety New Zealand	NZSAR Council New Zealand Land Search and Rescue	NZSAR Council Department of Conservation	NZSAR Council

7.   Organisations deliver services directly, and in partnership with each other, and with other entities working in the system.

THE SYSTEMS IN FOCUS AND WHY THEY MATTER

37. Collective governance and leadership arrangements for land-based recreation is also provided through the Mountain Safety Council.

38. Appendix 2 provides further information about the collective governance and leadership arrangements within the recreational safety system.

Benefits of the systems

39. The safety services delivered across both of the systems and the organisations involve:
    • supporting the waiora (health and soundness) and mauriora (flourishing wellness) of New Zealanders and visitors to the NZSRR
    • providing the knowledge, skills, training and education to New Zealanders and visitors to Aotearoa to support safer recreation
    • supporting New Zealand business in general, and the prosperity of the recreational tourism sector
    • reducing the cost to New Zealand of preventable injuries and deaths, and of associated rescues and recoveries
    • reducing the catastrophic impact on whānau and friends through the safe return of loved ones
    • ensuring New Zealand effectively contributes to the global search and rescue system,[8] meets international search and rescue obligations, and provides search and rescue across the NZSRR for anyone, anywhere, anytime
    • providing critical support to adjacent systems for example, the emergency management system and the health system.

40. The ancillary benefits provided by these systems also deserve to be mentioned. We reflect that 91 percent of the workforce delivering frontline safety and search and rescue services are highly skilled volunteers, supported by the following nationally based NGOs:
    • Amateur Radio Emergency Communications
    • Coastguard NZ
    • Land Search and Rescue
    • Surf Life Saving.

41. The NGOs and many of their volunteers dedicate their time to support:
    • other emergency service organisations (for example, St John and Fire and Emergency)
    • wider civil defence response efforts
    • and provide New Zealand with a rich source of future community and business leaders.

42. Cyclone Gabrielle has emphasised the criticality of the search and rescue system and organisations involved through:
    • the NGO volunteers, providing lifeline services to local government and those in need, including search and rescue tasked through the Coordinating Authorities, and
    • the Coordinating Authorities working together, playing to their strengths to coordinate effective search and rescue responses through government organisations, the NGOs, and commercial organisations.

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8. Providing for a safer, more secure environment for aviation and maritime related industries, commerce, travel and tourism.

THE SYSTEMS IN FOCUS AND WHY THEY MATTER

Social costs averted

43. We know that millions of New Zealanders and visitors to these shores benefit from recreational safety services each year. While it has not been possible to quantify the social cost averted, they will be significant.

44. These services include the delivery of frontline safety services on the ground through Coastguard NZ and Surf Life Saving. The number of Coastguard NZ and Surf Life Saving operations are substantial. Over the past four years:
    - Coastguard NZ has undertaken 11,484 frontline safety service operations on the water[9], and
    - Surf Life Saving has undertaken 14,777 frontline safety service operations[10], and 338,304 preventative actions[11]

45. Thousands of people both here in Aotearoa and across the NZSRR have benefited from search and rescue services each year. Over the past four years, the search and rescue system has:
    - saved 556 lives
    - rescued 2,469 people
    - assisted 3,174 people
    - saved New Zealand over $5.9 billion in social costs.[12]

Cost/benefit in relation to government investment

46. Funding to support the systems comes from a range of sources, reflecting a line of sight between the funders strategic intent, the services provided, and the beneficiaries of those services.

47. Government organisations delivering services are funded through their baselines, although in many cases services delivered are secondary to their main purpose.

48. Nationally-based NGOs delivering dedicated services with broad public benefit operate with multiple sources of funding. Through our work we observe that the level of government funding to NGOs is relatively limited at around 26 percent. This represents significant value for money for the services they deliver and the benefits accruing to New Zealand.[13]

Central finding of the Review

49. The central finding of the Review is that despite the goodwill, effort, and commitment of the organisations in the systems, there are weaknesses preventing them from performing optimally together. There are risks that need to be better managed to avoid a systems failure in the future, including funding needs.

50. Sections 3 – 7 below capture the areas of focus within the Review, the problems and opportunities we explored, and the recommendations to address them.

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9. Sourced from Coastguard NZ.
10. Sourced from Surf Life Saving.
11. Direct action taken to reduce or eliminate the probability of a specific rescue, first aid or other reportable incident from occurring.
12. Sourced from the NZSAR Council Annual Reports 2018/19 to 2021/22. Social costs calculated using the 2021 bases for the Value of Statistical Life.
13. Appendix 3 provides further information about the importance of the systems and the level of government funding.

Connecting the systems together

Mā pango, mā whero, ka oti te mahi ⌐
By black and red together, it is done

This whakataukī refers to the collaborative effort of leaders (rangatira represented by the colour red) and volunteers/workers (represented by the colour black) coming together to get the work done. It is a powerful appeal calling for volunteers, and acknowledging the role of rangatira in uniting people. We draw on this whakataukī to reflect the coming together of the two systems, Recreational Safety and Search and Rescue which both have strong leaders and volunteers working together for the wellbeing of people.

Findings and recommendations

51. The Review was tasked to deliver outcomes and measures for the recreational safety and the search and rescue systems, to support the systems to meet current and future community, national, and international needs and responsibilities.

52. Through the work of the Review and in discussion with our Advisory Group, we:
    - observed the organic growth of the two systems over the past 10 years, and the growing intersection between them, including the Forums, the organisations, and people involved. We reflected on the pipeline of safety services delivered between them to support the health and wellbeing of New Zealand covering the land, water and air
    - explored the strategies and strategic plans of a range of organisations and Forums – some of which were developing and evolving. We observed significant synergies between them in what they are trying to achieve. We also reflected on earlier reports commissioned by the NZSAR Council which recognised the connection between recreational safety and search and rescue, including recommendations around a joint strategy[14]
    - considered how to give effect to the Crown's obligations under Te Tiriti o Waitangi by ensuring the design and development of the proposed System, and System Strategy, reflect Te Ao Māori perspectives, knowledge and tikanga

- identified the opportunity to draw on a Te Ao Māori world view through the Wai Puna model, and its alignment to the 4 Rs of emergency management, reflecting the synergies between them. We explored how they might best come together to form the foundation of a strategic framework for the combined systems.

In response, we make the following recommendations:

1. Connect the recreational safety and the search and rescue systems together to better reflect the pipeline of safety services provided across the systems to support wellbeing (waiora and mauriora) and safer recreation.

2. Finalise and implement a System Strategy – Haumaru Tāngata Ki Uta Ki Tai – supporting people's wellbeing (waiora and mauriora) and safer recreation from the mountains to the sea – to connect the systems together, harness the power of the collective, and to inspire and guide the organisations involved.

3. Develop a set of values within the System Strategy reflecting the Wai Puna model in alignment with Te Tiriti o Waitangi and the shared responsibility for the System.

4. Develop measures and confirm the data required for those measures to report progress on the System Strategy, and address any gaps.

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14. New Zealand's Search and Rescue Governance Review (2015) and the Haight Report – Reducing SAR Responses (2016).

CONNECTING THE SYSTEMS TOGETHER

Recommendation 1:
Connect the systems together

53.   Connecting the systems together reflects the growing intersection between them, the organisations involved, and the pipeline of critical safety services they provide. As part of the Review, we also took a people-centric approach, preparing a series of customer journey maps to examine the experiences of people who became 'customers' of recreational safety and search and rescue services.[15]

54.   Taking a people-centric view, allowed us to reflect on the pipeline of safety services provided across the systems together, to support people to head outdoors to recreate and head home safely, helping them avoid distressing incidents or minimise the impact of them should they occur. This includes search and rescue operations where a person becomes lost, missing, and/or in distress.[16]

55.   The draft System Strategy developed through the Review provides the foundation to connect the systems together. The System will be supported by revised governance and leadership arrangements including the appointment of Te Manatū Waka as the System Steward (discussed in Section Four).

56.   From the System perspective, we want New Zealanders and visitors to Aotearoa to head outdoors to connect, recreate and operate in te taiao – i.e., outdoors – with knowledge, skills, attitudes, and behaviours to do so safely. This means that sufficient focus needs to be put on harm prevention services – i.e., the knowledge, skills, attitudes and behaviours that people need to stay safe to support a reduction in the number and severity of search and rescue incidents.

The System Kaupapa

Haumaru Tāngata Ki Uta Ki Tai – supporting safer recreation from the mountains to the sea.

The System Kaupapa depicts the coming together of two cresting waves, which we use to symbolise the recreational safety and the search and rescue systems. The core business of these systems is to support wellbeing – waiora and mauriora.

It also represents the coming together of two worlds – Te Ao Māori (tangata whenua) and Te Ao Pākehā (tangata tiriti):
• acknowledging the Māori-Crown relationship **and** honoring Te Tiriti o Waitangi; and
• blending the Wai Puna model and the 4 R's of emergency management together.

57.   However, we know that it is not possible or reasonable to eliminate all risks, and from the System perspective search and rescue of people who are lost, missing and/or in distress will always be needed no matter the activity or who is involved.

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15. A customer journey map provides a visual storyline of events focused on the emotions customers, in this case of recreational safety and search and rescue services, feel before, during and after the journey they have taken.
16. Further information about the customer journey work explored through the Review is attached at Appendix 4.
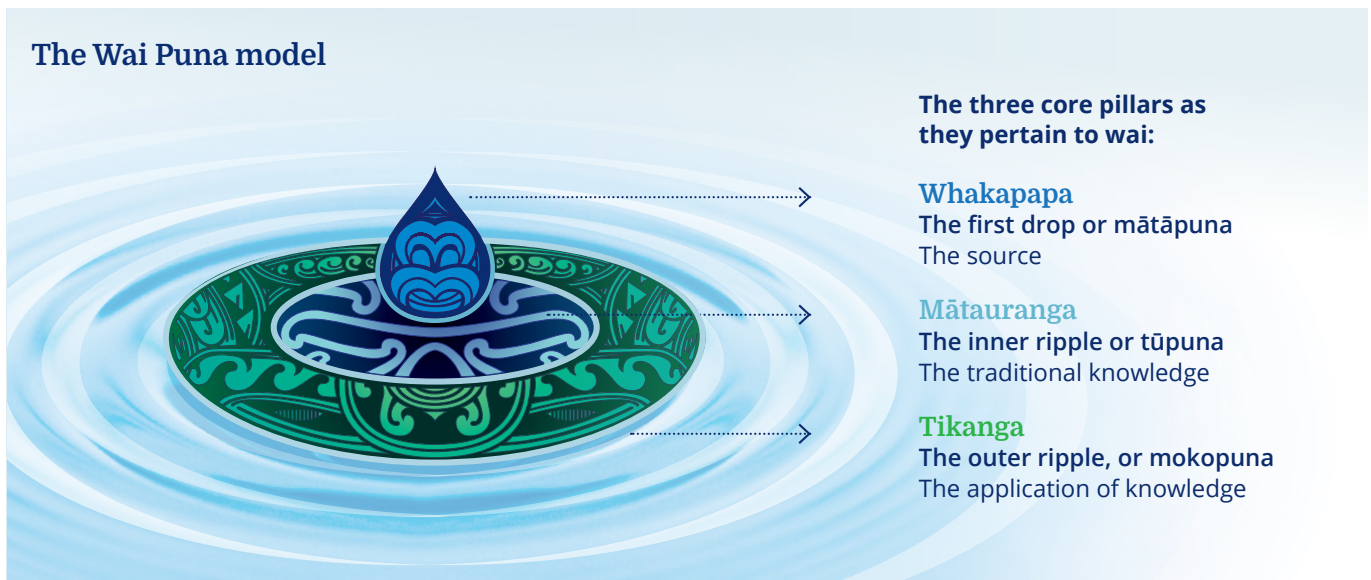
58. Search and rescue is provided with no fear or favour in New Zealand and across the NZSRR. This includes search and rescue for:
    - people recreating in Aotearoa in, on, and around the water, on the land, and in the air
    - commercial entities conducting sporting events and adventure activities for hire and reward
    - businesses
    - commercial airlines; fishing vessels, and other maritime vessels who require assistance.

59. As a country, we must continually uphold the mana of search and rescue locally, nationally, and internationally – supporting wellbeing outcomes at home and globally in accordance with our international obligations.

Wai Puna explained

60. The Wai Puna model is at the heart of the System Kaupapa. A Wai Puna approach is about strengthening one's connection to the wai (water) and the whenua (land) through tikanga (behaviours, skills), mātauranga (knowledge) and whakapapa (attitudes, beliefs, identity).

Connecting to the environment encourages safer recreation resulting in positive health outcomes, supporting waiora and mauriora (thriving and flourishing people).

61. The Wai Puna imagery depicts a rain drop and two ripples, reflecting the analogy of three puna (wellsprings) of knowledge that are transmitted from one generation to the next to keep people safe and well. The rain drop symbolises the mātāpuna (source, origin), the inner ripple is the tūpuna (ancestor) and the outer ripple depicts the mokopuna (grandchildren). Each puna represents the pillars of whakapapa, mātauranga and tikanga respectively.

62. The pillars of the Wai Puna follow a cyclic nature and a ripple effect like the anatomy of a wave. A wave starts as ripples that gain energy to develop into a chop and then into a wave over time, growing larger as they move through the water. The wave will crest and crash, but it then re-builds again from momentum and potential. Through the System, we need to continue building on momentum and the potential of others to ensure success.

The Wai Puna model

The three core pillars as they pertain to wai:

Whakapapa
The first drop or mātāpuna
The source

Mātauranga
The inner ripple or tūpuna
The traditional knowledge

Tikanga
The outer ripple, or mokopuna
The application of knowledge

63. Each phase of the harm prevention and search and rescue pipeline is an opportunity to learn and grow from, much like the wave that cycles back again.[17]

   ### A System approach – explained through Wai Puna and the 4 R's of Emergency Management

64. We have adapted the Wai Puna model for the System, which resonates with the 4 R's of emergency management.
   - Readiness and Reduction – the activities people engage in to prepare themselves to head outdoors and head home safely, including knowing what to do if they get into trouble to avoid or minimise harm.
   - Recovery and Response – the delivery of frontline safety services and search and rescue to support those who are lost, missing and/or in distress, and to return them to a place of safety.

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17. In Te Ao Māori, the cresting wave also lends itself to other important symbolism around the water including hukātai (sea foam) and rehutai (sea spray). Hukātai and rehutai are metaphors taken from a canoe in passage on the sea. The sea foam or wake generated by the canoe in motion symbolises the pursuit of knowledge transforming into wisdom, with accumulated knowledge, practice and experiences coming together.

The connection between Wai Puna and the 4 R's of Emergency Management

Ranginui | Sky Father

Aligns with the 4 R's of Emergency Management – Reduction, Readiness, Response and Recovery

Papa-tū-ā-nuku | Earth Mother

To support wellbeing, the Wai Puna model of Whakapapa, Mātauranga, and Tikanga, is represented here

Ranginui

Reduction Readiness Response Recovery

At the heart of the system is Wai Puna

Papa-tū-ā-nuku

Whakapapa Mātauranga Tikanga
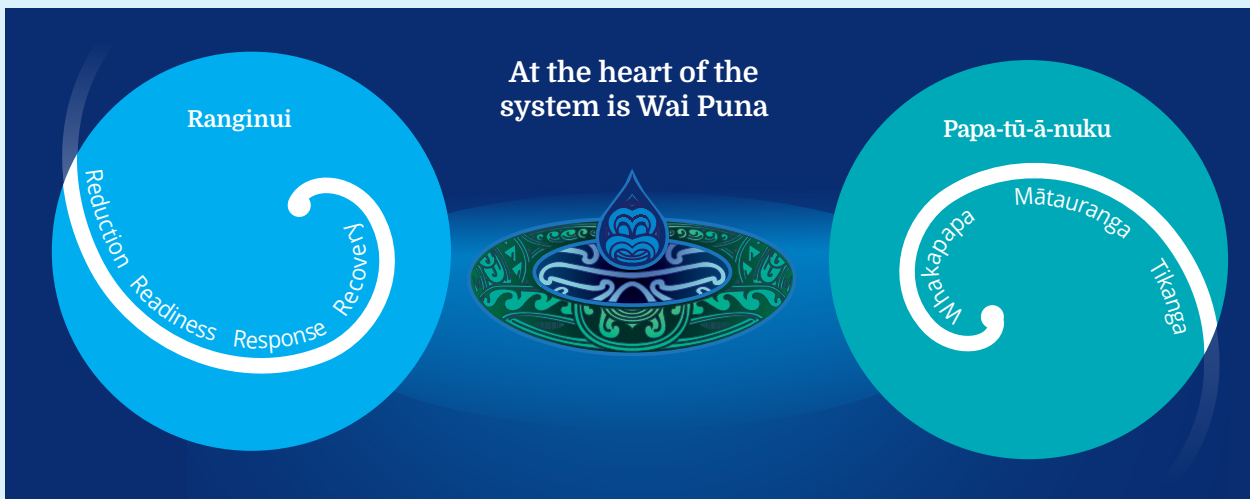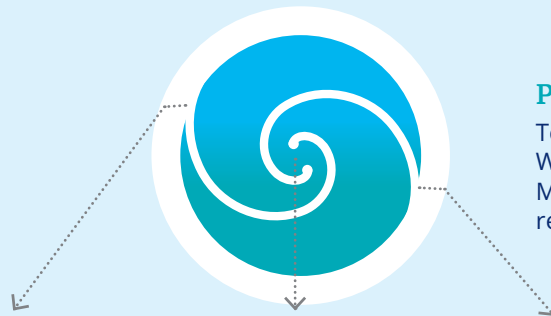
Tikanga is about having the right skills, behaviour, and practices needed to safely connect, recreate, and operate in the outdoors. Tikanga derives from the root word 'tika' meaning to be correct, true or right. It forms a crucial part of the Reduction and Readiness stage of the System's pipeline. Reduction involves eliminating or avoiding the risks of harm/injury where practicable, and also focuses on reducing the likelihood of the risk and/or the magnitude of its impact. Readiness refers to how prepared people are (their skills and practice) and how prepared the System is to respond to an event or incident.

Mātauranga is about the knowledge needed to ensure one's safety. Mātauranga derives from two words 'mātau' meaning to know or understand and 'ranga' meaning to raise up or pull up by the roots. It forms a crucial part of the Readiness and Response stages of the System's pipeline. Readiness again refers to the preparation of people who head outdoors to connect, recreate, and operate. But also, in relation to organisations and people delivering services in the System (their knowledge and preparation). Response refers to the specific actions taken in response to an event or incident; how the System responds.

Whakapapa is about the physical and spiritual connection to the taiao that provides a sense of belonging, safety and wellbeing. Whakapapa derives from the root word 'papa' meaning foundation, base or ground. It also reflects Papa-tū-ā-nuku, the earth and land. It forms a crucial part of the Response and Recovery stages of the pipeline. Response and recovery are about returning loved ones "home", back to their whakapapa, with dignity, respect, and integrity. Recovery refers to the action of returning loved ones home by search and rescue responders. But also, the time afterward, as the whānau, community, responders and environment enter a period of healing and recovery.

Recommendation 2:
Finalise and implement the draft System Strategy

System Strategy at a glance

PURPOSE
The System Kaupapa is Haumaru Tāngata Ki Uta Ki Tai – supporting people's wellbeing (waiora and mauriora) and safer recreation from the mountains to the sea

VISION
Everyone connecting, recreating and operating in, on and around the air, water and land comes home safely

MISSION
Enabling people to connect, recreate and operate in the outdoors with the skills and knowledge to do it safely. Safely rescuing, recovering and returning loved ones 'home' with respect and dignity

WHAKAPAPA
Recovery

Response
MĀTAURANGA

Reduction
TIKANGA
Readiness
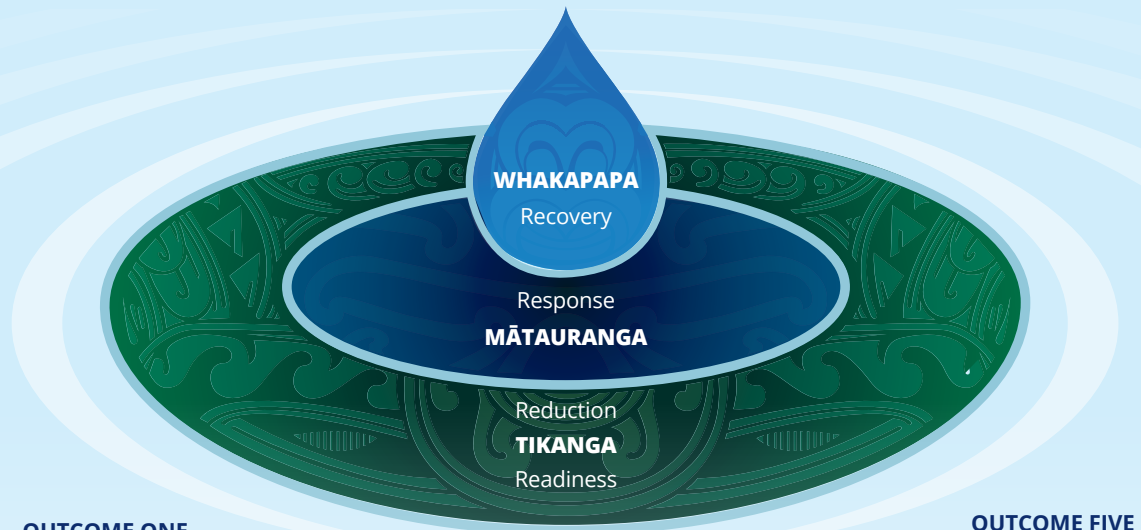
OUTCOME ONE
People have the **knowledge, skills and experience** to take personal responsibility for the outdoor activity they are doing

OUTCOME TWO
Our services support the **safe return** of loved ones to their whānau and friends

OUTCOME THREE
Competent providers **deliver services safely and effectively**

OUTCOME FOUR
New Zealanders and our partners have **trust and confidence** in what we do

OUTCOME FIVE
Effective system stewardship underpinned by accountability, cohesion, and partnership at all levels

System Strategy at a glance

65. Through the work of the Review we have developed the draft System Strategy to connect the systems together, harness the power of the collective, and to inspire and guide the organisations and people within it.

The draft System Strategy at a glance is provided above.

66. The draft System Strategy in full is attached at Appendix 5. Finalisation and implementation of the System Strategy is discussed in Section Four.

Recommendation 3: Develop System values

67. Across the System, services are delivered by government, non-government, and local government organisations, and marae, hapū and iwi, who have a range of interests and multiple roles in the System. The Strategy itself is dependent on organisations involved working together, bringing their respective skills, capabilities and relationships to bear to deliver wellbeing outcomes for people connecting, recreating, and operating across the NZSRR.

68. The identification of values to include within the System Strategy will be a critical addition to the Strategy. These values will need to act as a compass over the long-term to inform collective behaviours, ways of working, decision-making and the shared delivery of outcomes. Values are more than words on a page and will need to be lived in action within the System.

69. The principles of Te Tiriti o Waitangi and the pillars of Wai Puna should be the springboard for future values discussions.

Recommendation 4: Measure System performance

70. The System Steward will be responsible for understanding and reporting on the performance of the System through the outcomes identified. Work to confirm the impacts and indicators in the Strategy, and work to identify the associated measures and data sources required to report progress, will be critical.[18] The development of measures and data sources will be an iterative process over the longer-term.

71. The establishment of the System Strategy is not a set and forget exercise and it will require periodic review to be led by the System Steward. We reflect that the mauri (lifeforce) of the System will continue to adapt and evolve including activities within the System informed by data, research and intelligence, and new conditions as they emerge.

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18. Indicators and measures are essential to help central and local government, funders, commercial entities, and the public understand the value of the System, the outcomes it delivers and the return on the investment provided.

Revised governance and leadership arrangements

Ko tātai arorangi, he kaiarataki i te rā ⌐
The astronomical bodies guided people throughout their daily lives

This whakataukī refers to how the objects of the night sky determine the activities of the day. To truly understand the earth, Papa-tū-ā-nuku you have to look up and understand the sky. In leadership, the sky is often used to represent a lofty leader, an aspirational leader, or leadership of high quality. From a Te Ao Māori perspective, the sky also connects to astronomy, which was embedded in celestial navigation, the stars that guided our people across oceans to the shores of Aotearoa. We draw on this whakataukī to describe how leadership and governance must be both aspirational (visionary, future focused, looking ahead) and connected to the environment to determine our activities. How we are guided by the environment – the sun, moon or stars – to light the way forward in our work.

REVISED GOVERNANCE AND LEADERSHIP ARRANGEMENTS
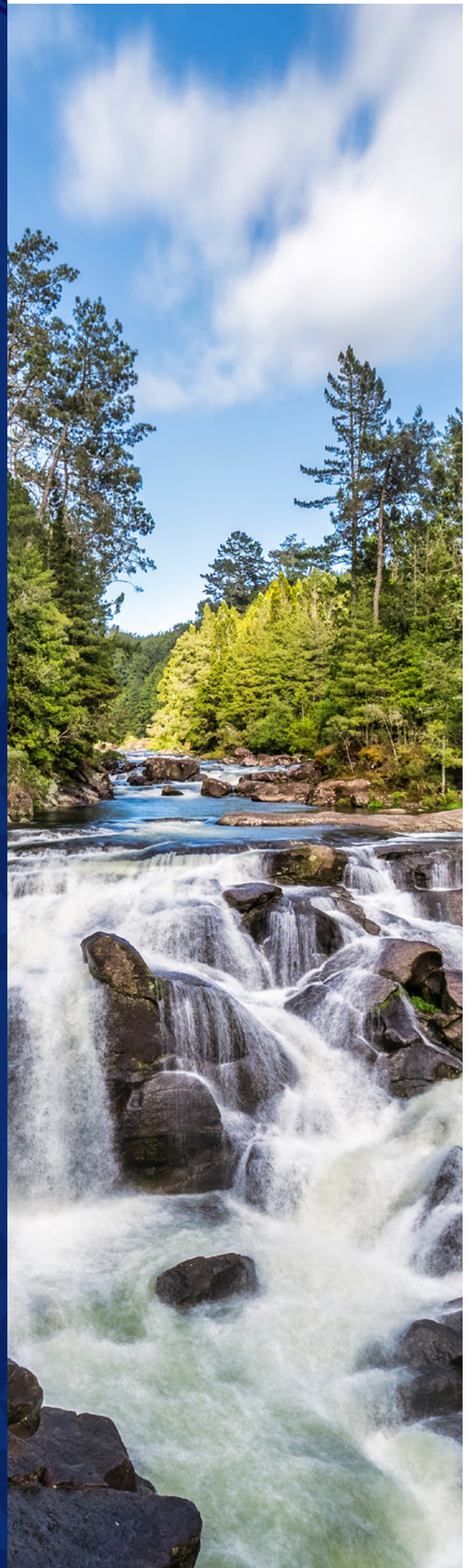
Findings and recommendations

72.   The Review set out to understand whether the current governance and leadership within and between the recreational safety and the search and rescue systems:

- encourages effective coordination and provides for transparent accountabilities and responsibilities, including what modifications might be necessary to support this, and
- whether changes might be required to support effective operational and non-operational coordination.

73.   Through the work of the Review, we observed:

- **A lack of strategic oversight across the systems with respect to recreational safety and associated search and rescue prevention.**[19] The Forums are split across land, water, and search and rescue. They naturally focus on the delivery of actions and activities within their own spheres of influence. This has meant that there is often no one entity that can understand the System and its risks. This has led to overlaps and gaps in accountability for parts of the systems. It has also created tensions between organisations, and some inefficiencies due to duplication of effort.

  It has also made it more difficult at times, for Forums to:
  – resolve cross cutting issues, or
  – maximise opportunities.

  For example, there are gaps in the strategic consideration of recreational safety risks associated with where the whenua and the wai connect – in and around beaches, rivers and lakes.

- **Variable governance arrangements across the systems (including at a Ministerial level).** The systems largely run under the radar of Ministers, yet they deliver critical safety services. Governance is not always representative of the make-up of the sector (for example key delivery organisations), local government, or Māori.[20]
- **Strategic policy and support** from central government to the organisations operating in the systems is **limited and dispersed** across government. NGOs have limited resources and levers to navigate across government.
- **A need for more joined up strategic thinking with adjacent systems.** The recreational safety and the search and rescue systems intersect with several other systems and sectors across government, the commercial sector, and internationally.[21] Closer strategic policy collaboration is needed to maximise wellbeing outcomes for New Zealand between systems and adjacent systems (local and international) including the Education, Emergency Management, Health and Tourism systems.
- **Data is not readily available to all of the organisations within the systems or the wider public.** While some groups have data that is collected, analysed and shared to inform interventions, data is not always analysed or utilised in work informing research, the targeting of interventions, or evaluation of those interventions between the systems.

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19. We note that the search and rescue system has strategic direction and oversight through the NZSAR Council.
20. We note that some parts of the System do have Board and Ministerial governance and that it is representative of the sector make-up e.g., recreational boating and craft, and rescue coordination.
21. For example, injury prevention through ACC, the Health system through Manatū Hauora the Ministry of Health, the Education system through the Ministry of Education, the Tertiary Education Commission and the Workforce Development Councils, and civil defence through the National Emergency Management Agency (NEMA). However, it is not always clear where accountability and responsibility for cross-cutting strategic policy issues sit including funding (e.g., Safer Walking initiatives and flood response).

REVISED GOVERNANCE AND LEADERSHIP ARRANGEMENTS

- We observed very little Māori representation within the search and rescue system and though recreational safety has had varied engagement with Māori over the years, stronger alignment to Te Tiriti o Waitangi and Te Ao Māori is needed across the System. Systems participants have indicated their keenness to **'live' the Tiriti principles of partnership, participation, and protection**, through enhanced engagement with Māori. However, they have noted that the capability and competence to do this effectively is varied.
- **There is limited local government representation across the collective forums** (with the exception of the Recreational Craft Leaders Forum and the associated Safer Boating Forum). Yet local government administers large tracts of land and water that people connect with and recreate in, on and around.

74. Through these findings we see meaningful opportunity to have more strategic and System-wide support for the System and Ministerial focus. We propose revised arrangements to provide for clearer lines of accountability and responsibility from and to Ministers through the appointment of a System Steward within Government, supported by an Advisory Board (comprising key leadership organisations in the System responsible for the coordination and delivery of services), and a Māori Kāhui Advisory Board (accountable for providing expert advice on things Māori within the System).

75. It is proposed that Te Manatū Waka would be appointed as the System Steward.

REVISED GOVERNANCE AND LEADERSHIP ARRANGEMENTS

We make the following recommendations:

5. Revised governance and leadership arrangements for the System through:
   a. the establishment of a Ministerial Oversight Group
   b. the establishment of an Advisory Board
   c. the establishment of a Māori Kāhui Advisory Board
   d. the appointment of a System Steward within government.

6 The appointment of Te Manatū Waka as the System Steward.

7. Stronger alignment to, and the implementation of, the principles of Te Tiriti o Waitangi in the proposed governance and leadership structure. This requires stronger partnership, participation and protection of Māori within the System, and across all levels, including governance and leadership through:
   a. Māori representation at the Ministerial Oversight Group
   b. Māori representation at the Advisory Board
   c. the establishment of a Māori Kāhui Advisory Board as a dedicated space for Māori in the System
   d. the appointment of a supported Chief Māori Adviser within the System Steward.

8. Te Manatū Waka confirms an implementation plan to give effect to the new arrangements for the System as soon as practicable, including the approach to implement the System Strategy.

9. Te Manatū Waka works to stand-up its stewardship capability, including Māori capability and competency, finalises the System Strategy and arrangements to implement the Strategy, and implements the proposed new governance and leadership arrangements by mid 2025.

10. Oversight and monitoring of Water Safety New Zealand transfers from Sport New Zealand to the System Steward in mid 2025.

11. Te Manatū Waka to work with government, local government, iwi and NGOs to explore roles, responsibilities, regulations, and funding arrangements for recreational safety around coastal and inland waterways, including perspectives on risk and risk management, and the strategies, tools and funding available/required.

REVISED GOVERNANCE AND LEADERSHIP ARRANGEMENTS

Recommendation 5:
Governance and leadership arrangements

Diagram 6: Proposed governance and leadership arrangements
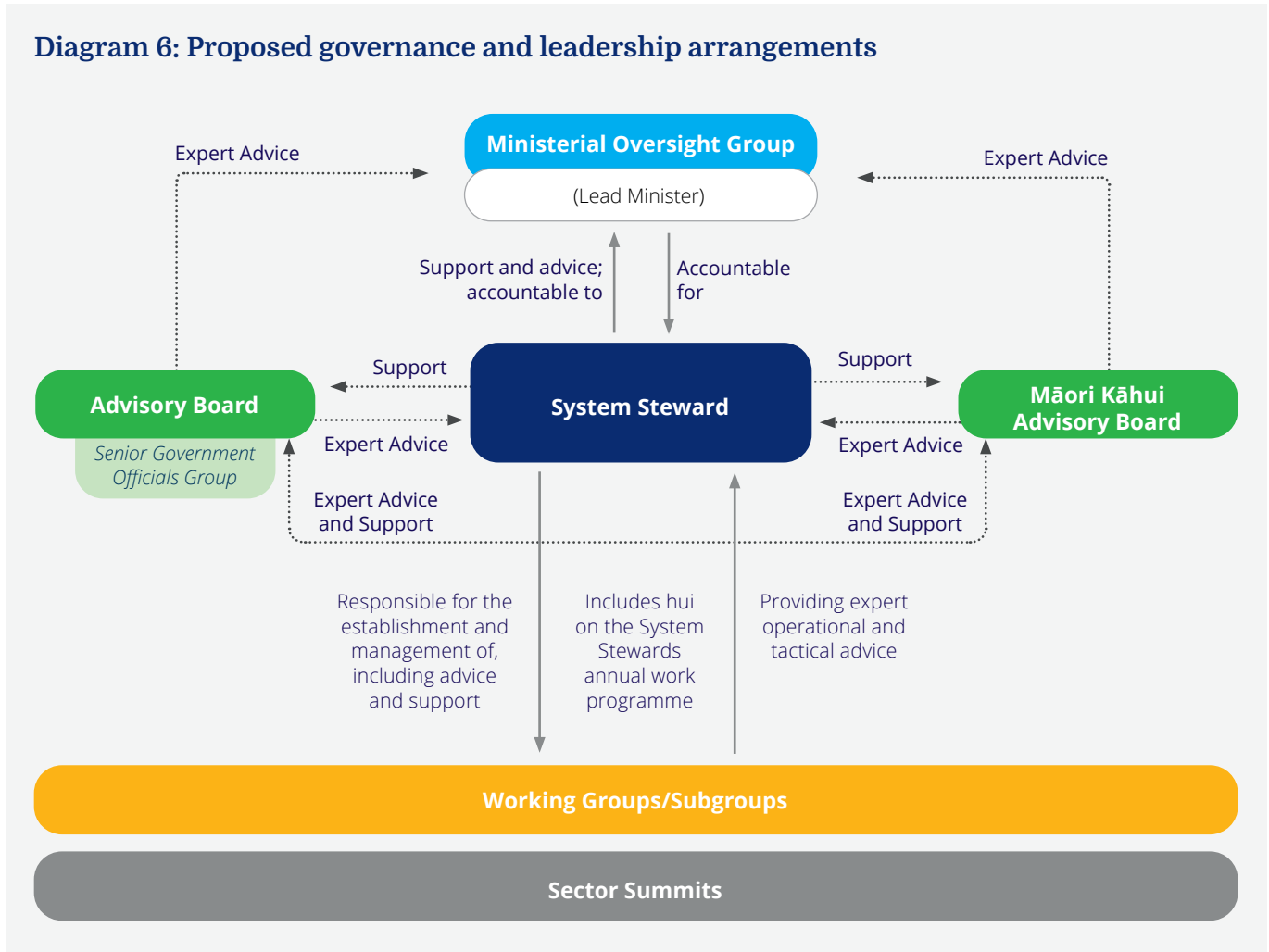
76. The proposed governance and leadership arrangements streamline the existing arrangements in play across the systems. The new look governance and leadership arrangements are depicted in Diagram 6 above. Appendix 6 compares and contrasts the existing governance and leadership arrangements and proposed new look arrangements to illustrate what changes and what remains.

77. The design reflects the mauri or lifeforce of the System, through the establishment of:
   • a Ministerial Oversight Group
   • an Advisory Board
   • a Māori Kāhui Advisory Board
   • a System Steward within Te Manatū Waka
   • Standing Groups and focused Working Groups to connect organisations within the System and adjacent systems.

Roles, accountabilities, and responsibilities at a glance

78. The recommendations provide for the following arrangements:
    • A Ministerial Oversight Group accountable for the System.
    • A Lead Minister (the Minister of Transport) within the Ministerial Oversight Group accountable for the System Steward (Te Manatū Waka).
    • The System Steward within government accountable to the Lead Minister. This will include Māori expertise to implement Te Tiriti o Waitangi, uphold the mana of the Wai Puna model and build Māori capability and capacity within the System.
    • An Advisory Board, representing key participants in the System including Māori representation, accountable for providing expert operational and technical advice to the System Steward, the Māori Kāhui Advisory Board, and the Ministerial Oversight Group.
    • A Māori Kāhui Advisory Board (a collective of Kaihautū from across the System) accountable for providing expert advice on things Māori within the shared system to the System Steward, the Advisory Board and the Ministerial Oversight Group.
    • Standing Groups with specific focus areas and time-limited focused Working Groups to deliver one-off projects.
    • System-wide Summits to bring together stakeholders and decision-makers from New Zealand and international jurisdictions to facilitate collaboration and information sharing across the System, and adjacent systems.

79. Appendix 7 sets out:
    • The roles and responsibilities of the Ministerial Oversight Group, the Advisory Board, the Māori Kāhui Advisory Board, and the System Steward.
    • The proposed membership of the Ministerial Oversight Group, the Advisory Board, and the Māori Kāhui Advisory Board.
    • Further information on the concept of Standing Groups and Working Groups and the Sector Summits.

80. The recommendations reflect:
    • the positive intent and the trust between government and NGOs, supporting each other to make the best decisions for the wellbeing of the System and delivery of System outcomes
    • a growing expectation in New Zealand generally that the role of Māori, iwi and hapū in decision-making and at all other levels needs to be more firmly established; that inclusivity and equality are vital to a thriving society
    • normalisation of the role of a government entity (Te Manatū Waka) to provide stewardship and strategic policy advice and coordination across the System.

81. We are not proposing any changes to the legislative and constitutional mandates of organisations responsible for:
    • the delivery of recreational safety and search and rescue services; including the coordination of search and rescue operations through the Coordinating Authorities, and
    • the regulation and funding of these activities.

REVISED GOVERNANCE AND LEADERSHIP ARRANGEMENTS

82. We observe that organisations have their own strategies, areas of focus, work programmes and partnerships in play, to give effect to their legislative and constitutional mandates. Through their work, they also deliver System outcomes and outcomes in adjacent systems. The System Steward's role will be to help navigate challenges across the System and adjacent systems, facilitating collaboration, the resolution of strategic policy issues, and maximisation of opportunities.

Alternate options considered

83. As part of the Review, we considered whether the recreational safety and the search and rescue systems should remain separate but linked. This option would involve the establishment of a second Council for the recreational safety system working alongside the NZSAR Council to support the shared strategic framework.

84. The Recreational Safety and NZSAR Councils would have aligned mandates set out in new Terms of Reference. The Terms of Reference for each would include strict reporting and accountability requirements to Ministers. Clear guidance around performance expectations for the systems and ways of working between the two Councils would also be specified.

85. The existing NZSAR Secretariat would need to be enlarged to provide support to the additional Recreational Safety Council. In addition, the NZSAR Council would be reconstituted to include government, NGO, and Māori representatives, to better reflect the mix of organisations operating in the system and the Government's commitment to the principles of Te Tiriti o Waitangi. The Recreational Safety Council would need to have a similar mix of representation.

86. However, limitations would remain, and the two Councils would simply maintain the disaggregation between the systems. Therefore, this would not adequately address some of the challenges and risks identified, and the reality that the systems together deliver a pipeline of safety services as discussed earlier. We also note that delivery of the shared strategic framework would be split across two governance entities, and we believe would make the outcomes and impacts difficult to achieve. It would severely limit collaboration, and the ability of decision-makers to consider the optimisation of harm prevention and search and rescue response services and associated investments.

87. We also considered more formal machinery of government changes through the establishment of an Interdepartmental Executive Board[22], for example. However, there are limitations on the type of entities that can be part of the more formal machinery of government structures, meaning they are not appropriate for this type of System. We also considered a Departmental Agency[23], but decided at this point in time an Office/ Business Unit within Te Manatū Waka was the best option.

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22. Align and coordinate strategic policy, planning, and budgeting activities for two or more departments with responsibilities in a subject matter area, to support them to deliver on relevant cross-departmental initiatives.
23. Operationally autonomous agencies hosted by a government department.

REVISED GOVERNANCE AND LEADERSHIP ARRANGEMENTS

Recommendation 6:
The System Steward

88.   Te Manatū Waka, as the System Steward, will be responsible for:
   • providing cohesive strategic policy support and coordination from government
   • providing continuous oversight of the health and performance of the System
   • implementing Te Tiriti o Waitangi, upholding the mana of the Wai Puna model and building Māori capability and capacity within the System. It is critical, therefore, that a supported Chief Māori Adviser be appointed within the System Steward structure to provide the necessary cultural expertise to lead this work.
   • working with organisations in the System to consider the optimal configuration of preventative and response services, and effective funding for both
   • leading the System's research programme to inform evidence based decision-making having due regard for and harnessing capability across the System
   • collaborating with participants in the System, and in adjacent systems, to tackle and resolve complex policy and strategic problems and seize opportunities to drive improved achievement of agreed outcomes

89.   Appendix 8 summarises the proposed functions of the System Steward.

90.   Given the proposal for a System Steward, we recommend the disestablishment of the NZSAR Council, Consultative Committee and Secretariat[24], with the functions and work of the Secretariat reviewed and folded into Te Manatū Waka's System stewardship function.

91.   In a complex system with many organisations involved[25], understanding roles, responsibilities and perspectives is critical. Organisations in the System should not shy away from having more regular and explicit discussions about their roles and responsibilities, to better navigate them and maximise outcomes in the System. We have seen evidence of this increasingly occurring throughout the period of the Review. Where roles and responsibilities are unclear then there is a role for the System Steward to facilitate work to resolve them, working with relevant organisations within the System and adjacent systems.

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24. This requires a change to the existing Cabinet Minute that established the current governance structures for search and rescue. Te Manatū Waka, working with the Associate Minister of Transport, will include the required Cabinet process as part of its work to stand-up the new System.
25. Including central government, local government, NGOs, marae, hapū and iwi, private entities and landowners.

Supporting an evidence rich System

92. Data, research, and insights, including evaluation, will continue to be critical commodities in the System to support the delivery of System-wide outcomes. We observe work underway across organisations to better understand, decide on, and do more of what really works, to support people to stay safe and return home safely; including work underway to understand better how communities form their attitudes, and behaviours to inform interventions. We observe closer working relationships between organisations to share data and analytics, although tensions remain.

93. We recommend, as a matter of priority, the System Steward establish a standing Data and Research Group[26] to support regular information sharing and draw together data, research and insights across the System.

94. The Data and Research Group would also act as an important enabler to:
   • identify System-wide issues and opportunities to support the prioritisation of a multi-year work programme, and annual review process, driven through the System Steward, and
   • systems-wide reporting to the Ministerial Oversight Group and both Advisory Boards through the Steward.[27]

95. Ongoing identification and analysis of System-wide trends and exploring the implications of them will be necessary to support a more adaptable, change-ready System. The System Steward will be expected to harness capability from across the System to support evidence based decision-making to:
   • statistically analyse past event data to identify the trends in deaths and injuries including 'near misses' and undertake further research as required to understand the causal factors across the System
   • undertake environmental scanning (an assessment of future trends and influences, including futures thinking) and the development of plausible hypotheses to test the impact of them on the System, including users of the System, and the people and assets operating within.

96. These forecasts would inform planning and investment needs to deliver System outcomes and impacts identified within the System Strategy.

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26. Comprising sector experts that hold data across the System.
27. The System Steward would be responsible for convening, managing and administering Working Groups and Standing Subgroups. Working Groups will be stood up as appropriate to support delivery of the System-wide multi-year work programme. These Groups would comprise organisations from both within and outside of the System with key inputs and interests in that particular topic to ensure the right people to make decisions are around the table. Standing Subgroups will be established to support long-term programmes or approaches.

Recommendation 7:
Recognition of Te Tiriti and Te Ao Māori

97. Through our work, we observed varied engagement with Māori across the recreational safety system, and limited Māori engagement within the search and rescue system. That said, we acknowledge a number of organisations have work underway to build capability and acknowledge the willingness of others to explore this. The proposed new System provides the foundation to pursue stronger alignment to, and implementation of the principles of Te Tiriti o Waitangi and Te Ao Māori within the System long-term. This needs to be reflected at all levels of the System including System governance and leadership. This will be explored as part of the Review implementation phase and through the work of the System Steward once established. As a foundation, within the proposed governance and leadership arrangements, we recommend dedicated Māori representation through the establishment of a Māori Kāhui Advisory Board, and a Chief Māori Adviser within the System Steward, to build from.

98. The primary function of a Chief Māori Adviser within the System Steward will be to provide dedicated kaitiakitanga of the Wai Puna model that forms the basis of the System Kaupapa and build Māori capacity and capability within the System. Their focus is primarily on Te Ao Māori, Māori community engagement and upholding the mana of Te Tiriti o Waitangi. The role as tangata whenua is to manaaki and take care of others, those represented as tangata tiriti (people of the treaty which includes migrants and other ethnic minorities who have come to New Zealand under the mana of the Crown) and tangata moana (people of the Pacific). A potential space that the implementation phase will focus on is the role of the Chief Māori Adviser in building cultural capacity and capability for not only Māori (tangata whenua) but similarly for Pacific peoples (represented as tangata moana who have close association to tangata whenua) and migrant, refugee and ethnic communities (who are represented under the mana of tangata tiriti).

Recommendations 8-10:
Implementing the new System

Change management process

99.   We note Te Manatū Waka will need to be adequately resourced to give effect to its System stewardship role and deliver the functions assigned to it. This will be explored as part of the implementation phase following Ministerial consideration of the Review findings.

100.   We recommend that Te Manatū Waka stands-up its stewardship capability, finalises the System Strategy including indicators, and implements the proposed new governance arrangements and support structures, in order for the new System to go live in mid 2025. This includes the identification of effectiveness and impact measures and monitoring arrangements associated with its System stewardship role.

101.   The level of change proposed will require Te Manatū Waka to work closely with organisations across the System to ensure that they are effectively engaged in the process and that any risks arising within the transition are effectively managed.

102.   Section Eight covers the proposed implementation process.

Accountability and reporting arrangements retained

103.   We do not propose any change to the accountability and reporting arrangements for Maritime NZ through its Board and the Minister of Transport, as a result of these changes. These remain unchanged. Nor do we propose any change to the accountability and reporting arrangements of other government agencies involved in the System and their Ministers and Boards (where relevant), except for Sport New Zealand (Sport NZ) as detailed in paragraph 117 below. We note that the relationships between Te Manatū Waka as the System Steward and other government agencies in the System (including Maritime NZ) will need to be appropriately managed.

Location of the System Steward within government

104.   As part of the Review, we considered where the System stewardship role in government should reside. Our view is that it needs to be close to Ministers and part of the core executive branch of the government through a government department. We observe some System synergies with a number of departments in addition to Te Manatū Waka, including:
   •   the Department of Internal Affairs, which is the policy lead across government on community and volunteer policy and local government, monitors Fire and Emergency, and has oversight of the Lottery Grants Board
   •   the Department of the Prime Minister and Cabinet, given it hosts NEMA (an autonomous Departmental Agency) providing stewardship of the emergency management system.

105.   There is no 'perfect' match. However, Te Manatū Waka has a number of critical roles and links into the System which makes it an appropriate home for the System stewardship function. For example, through international obligations and domestic legislation for search and rescue that reside within Te Manatū Waka, Maritime NZ and the CAA; Te Manatū Waka's current role as the 'home' of the NZSAR Secretariat; existing relationships with a number of System stakeholders; and the role of Maritime NZ (a transport Crown Entity) in the water safety sector and regulatory role for "on" water activities (and its co-regulatory role with regional councils in this regard).[28]

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28.   For details of New Zealand's international obligations see Appendix 1.

Implementation Plan – System

106. The System Steward will be required to develop an Implementation Plan for the Strategy in consultation with System participants (and participants in adjacent systems) to achieve strategic outcomes. Its work programme will be prioritised across harm prevention relating to both land-based and water-based services, and search and rescue.

107. We expect to see an increase in joint ways of working to support the achievement of the Implementation Plan(s) through:
    • Standing Groups working across the System's pipeline e.g., data and research, media and communications, and technology, and
    • focused Working Groups engaging on specific time-bound issues or opportunities relevant across the System.

108. Standing Groups and focused Working Groups would be supported and funded by the System Steward. Groups will be led by organisations with the relevant expertise; in some cases, this will be the Steward.

109. However, despite the System providing a pipeline of safety requiring joint work to achieve the strategic outcomes, this is not the complete picture. We acknowledge the System contains three subsystems – water, land, and search and rescue. Each subsystem has distinct issues to tackle, opportunities to explore, and individual actions to take that will also be required to achieve the System's strategic outcomes.

110. The Implementation Plan will need to include specific areas of focus relating to each of the subsystems with the responsibility sitting with nationally recognised and mandated organisations within each subsystem. Further work following the Review will confirm how this will work in practice, including roles and responsibilities. However, we share some views below about how this could work.

Implementation Plans – Subsystems

111. We envisage the development of Subsystem Implementation Plans (with a five-year horizon) with sector participants, led by the recognised 'national organisation' (referred to as a Lead Agency) supported by the Steward.

112. We reflect that the Lead Agency(ies) will need the right capability and capacity including organisational design, resourcing, and governance to undertake this role; operational policy; a strong sector mandate; appropriate focus to lead and drive the Plan; and close working relationships with partners responsible for delivery activity. The Lead Agency (and sector participants) would be supported by the Steward, especially for activities containing more complex policy issues.

113. The Lead Agency would be funded to lead the Implementation Plan and enter into 'funding contracts' with others to deliver services to achieve the outcomes in line with prioritised activities. The ability to contract over a period of time would be critical to gauge the success of the service, given services take time for change to start and embed.

REVISED GOVERNANCE AND LEADERSHIP ARRANGEMENTS

114.   The NZSAR Secretariat currently operates as the 'lead national organisation' for search and rescue. Given the Secretariat's functions will be folded into the Steward's functions, the Steward will retain national strategic coordination for search and rescue[29]. This will also form the basis of the System Steward's work programme reflected in its Business Plan.

115.   Maritime NZ will remain the 'lead national organisation' for on water recreational safety, given its role as the regulatory, compliance and response agency for the safety, security and environmental protection of coastal and inland waterways.

116.   Responsibility for the development and delivery of Implementation Plan/s for the water (in and around) and the land subsystems will be confirmed during the transition phase.

117.   Within the water safety sector, we recognise the role of Water Safety NZ as the water safety sector lead with responsibility for Wai Ora Aotearoa – the New Zealand Water Safety Sector Strategy. However, we observe that there are longstanding tensions and strained relationships across the water safety sector, including with the 'sector strategy' and delivery is challenged by a lack of funding. We recommend working with Water Safety NZ and sector partners to determine what changes are required if it is to be considered as a lead national organisation in the System including the capability and capacity required.

118.   We recommend that oversight of Water Safety NZ transfers from Sport NZ to Te Manatū Waka once it has established its System Steward reflecting that System Strategy outcomes are delivered through Water Safety NZ. Sport NZ currently fulfils a monitoring and oversight role in relation to Water Safety NZ from a government perspective. However, this role is due to circumstance rather than design. This monitoring and oversight role does not align well with Sport NZ's strategy and areas of focus which relate to supporting increased participation in play, active recreation, and sport rather than oversight of the safety-related aspects of participation in activities.

119.   Within the land safety sector, we also observe some tensions, and note there is no one organisation with the capability currently to fulfil the delivery of an Implementation Plan (there is also no land equivalent of the Water Safety Strategy for land). Currently, DOC leads the Land Safety Forum in line with its intermediate outcome that New Zealanders and international visitors are enriched by their connection to New Zealand's nature and heritage. While the Mountain Safety Council has a similar structure to Water Safety NZ in a land context, it does not allocate funding. Its areas of focus are limited by its current organisational capacity and mandate. We recommend working with land-related agencies and sector partners to consider who would be the lead national organisation in the System.

120.   Lead Agencies will be expected to work closely with each other and the System Steward, to ensure alignment between the Lead Agencies, Implementation Plans, and funding (including sources and quantum).

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29.   The proposed System design includes a Search and Rescue Operational Standing Group to support compliance with New Zealand's international obligations for search and rescue and ensure operational matters across the System and between organisations are well accounted for. Also a Safer Walking Standing Group focused on activities to support, educate, and reduce the risk of people that, potentially or actually, get lost or go missing due to cognitive impairment in New Zealand.

REVISED GOVERNANCE AND LEADERSHIP ARRANGEMENTS

Recommendation 11:
Recreational safety around coastal and inland waterways

121. Through the Review we were often asked the question who is responsible for recreational safety around coastal and inland waterways – for example, beaches, rivers, and lakes. These are hugely popular places for people to hike, swim and fish, but they can also be hazardous. A lack of knowledge and skill about how to stay safe, how to avoid a distressing situation, or know what to do if it does occur, can have serious and sometime devastating consequences.

122. Through our work we were unable to reach any definitive conclusion on the question above and reflect this is dependent on a range of factors and circumstances.

123. We believe a national strategic conversation is warranted to identify what changes or opportunities could be pursued nationally to clarify roles and responsibilities and support greater wellbeing outcomes for New Zealanders and visitors who head out to connect, recreate, and operate in and around these spaces. This could include, but is not limited to, the production of a national policy statement or code setting out best practice guidance roles and responsibilities; risk management strategies, tools and services; and funding arrangements.

124. We recommend that over the next 12 months, Te Manatū Waka brings together key representatives from government, local government, iwi and NGOs, to share views on recreational safety around coastal and inland waterways. The work would look to holistically explore:
   • the range of recreational activities that take place in and around coastal and inland waterways, and perspectives on recreational safety risks
   • risk mitigation strategies, tools, interventions, and partnerships at local, regional and national levels, to support people to have the knowledge and skills to head out and head home safe
   • perspectives on roles and responsibilities, including an assessment of the existing regulatory environment and moral and ethical considerations
   • funding arrangements.

125. We note that there is scope to review the regulatory regime for recreational safety given that the regime could have significant impact on safety outcomes. Te Manatū Waka and Maritime NZ have started work to scope the review of maritime legislation, which would cover the recreational safety issues. It will be important to ensure that the regulatory work is well-aligned with the work detailed in paragraph 124.

People supporting people

Ke te kāupuia e wahti Ki te kāpuia e kore e whati ⌡ When we stand alone we are vulnerable but together we are unbreakable

This whakataukī refers to the strength in unity. When we come together we can achieve greatness. We draw on this whakataukī to reflect the important work of our volunteer base, and how the System relies on the work of many volunteers to succeed. The whakataukī is also a reminder to look after people, that if we are not working together, or if the System is not working for our volunteers it will fail. Only together – with people supporting people and the System supporting our volunteers – will we succeed.

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Findings and recommendations

126. The Review set out to develop a capability plan that considers the benefits of the volunteer model, alongside other workforce capability needs. Areas of focus as specified in the Terms of Reference included:
    - the right balance of volunteer and paid people to support the systems and delivery of outcomes
    - barriers affecting volunteer participation, retention, and diversity, and how these could be addressed
    - the drivers of, and opportunities for volunteer participation and greater diversity, and how these could be harnessed
    - the competencies required of volunteers and other workforce personnel
    - the ongoing training of volunteers and other workforce personnel to support competencies and volunteer management and retention.

127. Key areas of focus within the Review were:
    - the formal volunteer network[30], working in risky environments delivering frontline safety and search and rescue services
    - Māori in search and rescue – an area that has not been previously explored.

128. Through the Review we observed:
    - Volunteers play a critical role in both New Zealand's recreational safety and search and rescue systems, and the organisations that support them work hard to ensure that their volunteers have what they need to be successful.
    - These volunteers offer their time to support New Zealanders in the outdoors, and they do so largely to give back to their local communities, whilst also seeking to connect with others and be part of a community with a shared interest.
    - The volunteer model has significant tangible benefits. Volunteers are an engaged, community-based workforce and cost less than a paid workforce. New Zealand receives considerable value from this network which saves lives on a weekly basis.
    - However, there are risks within this model for service delivery that need to be carefully managed. Changes and challenges facing the volunteer network mean that it is becoming increasingly difficult for people to volunteer. These challenges include the costs incurred to volunteer and changes in lifestyles and economic pressures.

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30. Volunteers who are members of NGOs delivering services but does not include spontaneous or informal volunteers.

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- In addition, high volunteer turnover, recruitment gaps, heavy workloads, and a monocultural and aging workforce are putting pressure on the long-term sustainability of the volunteer model underpinning the System.
- We also observed that the balance between paid staff and volunteers will be agency specific. It will depend on the functions of the organisation, how it is structured, and the services it delivers. We observe the need for clear expectations around what an organisation expects a volunteer to do.
- While a small number of people who identify as tangata whenua form part of the volunteer network, Māori communities participate and 'volunteer' in search and rescue through their marae and hapū. However, they do not feel like they are recognised as part of the search and rescue system and would like their contributions to be supported and harnessed.[31]

129. It is equally important that workforce capability and sustainability needs across the System are visible with respect to paid staff and volunteers. We reflect on future opportunities to consider workforce development and retention across paid staff within NGOs, and to cast a wider net to consider volunteer issues within other parts of the recreational safety sector.

In response, we recommend:

12. Adopting the Haumata Tāngata Ki Uta Ki Tai Volunteer Strategy and implementing it using the Haumata Tāngata Ki Uta Ki Tai – Volunteer Plan to:
    - embed a systematic and sustained approach to support and encourage volunteers and volunteerism
    - provide for a universal and consistent approach to support the NGOs and their volunteers, including:
      – baseline staffing requirements
      – volunteer reimbursements
      – personal protective equipment and gear
      – community engagement and recognition programmes
      – training.

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31. Marae, hapū, and community members were interviewed kanohi-ki-te-kanohi from across the North Island, representing both inland and coastal communities: Makaurau, Kokiri, Ngaiotonga, Harataunga, Kaiuku, Waahi Paa, Taupiri, Wainuiomata, Whareroa, Pourerere, Waimarama (65 whānau members). Individuals who identify as Māori and currently volunteer or work for Coastguard NZ, Fire and Emergency, the Police, and Surf Life Saving were also interviewed.

PEOPLE SUPPORTING PEOPLE

Recommendation 12:
Volunteer Plan

130. New Zealand receives considerable value from the volunteer network which is vital to:
     - the long-term health and performance of the System
     - the delivery of services to support the wellbeing of New Zealanders and visitors
     - comply with our international obligations.

131. Volunteers offer their time to support New Zealanders and visitors to head outdoors and head home safely.[32] They play a critical role in the System, however there are significant headwinds facing volunteering and volunteerism:
     - Changes to people's lifestyles and economic pressures mean that people increasingly feel they do not have the time to commit to formal volunteering (i.e., with a voluntary organisation) long-term; the preference is increasingly for episodic volunteering (short-term/irregular/time-limited).
     - High volunteer turnover and recruitment gaps, heavy workloads, and a generally monocultural and aging workforce are putting pressure on the long-term sustainability of the volunteer model.

132. The Review has taken a systematic approach to respond to these headwinds through the development of a Volunteer Strategy and supporting implementation plan.[33] Through the Plan, we seek to:
     - shine a light on the criticality of the System's volunteers and celebrate the work they do
     - acknowledge the true cost of volunteering
     - highlight the investment needed to remove the barriers to, and harness the drivers of volunteerism, to ensure that volunteers can continue to be a capable and competent workforce for the future.

133. Creating an enabling environment and removing barriers is at the heart of this new approach. A positive and proactive approach to inclusion, equity, diversity, and accessibility must be taken by the System to ensure the long-term viability of its volunteer workforce.

134. While initiatives in the Plan target the network of volunteers delivering frontline safety and search and rescue services[34], the Strategy and its implementation plan are relevant across the System more broadly.[35]

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32. For example, approximately 10,000 dedicated volunteers make up 91 percent of the highly trained and skilled personnel delivering frontline safety and search and rescue services.
33. The Plan builds on the existing Search and Rescue Guiding Principles for Volunteer Involvement. https://nzsar.govt.nz/assets/Downloadable-Files/SAR-Guiding-Principles-for-Volunteer-Involvement.pdf
34. The network of NGO volunteers focused on in the Volunteer Plan come from Amateur Radio Emergency Communications, Coastguard NZ, Land Search and Rescue and Surf Life Saving.
35. We did not have the capacity to engage on the Plan with smaller volunteer organisations and their volunteers delivering recreational safety services. However, feedback received from some of our Advisory Group members confirmed that the Vision, Objectives and Outcomes in the Plan are equally applicable.

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Table 1: The Volunteer Strategy

Vision
(What the System aspires to do/achieve)
Volunteers have the capability, competency, and capacity to deliver services when and where we need them.

Objective
(Defines the System's role and objective)
To support and create an enabling environment for volunteerism, strengthening the adaptability of the System, and supporting volunteers to flourish.

Outcomes[36]
(Long-term results that the System aims to achieve)

OUTCOME ONE	OUTCOME TWO	OUTCOME THREE	OUTCOME FOUR	OUTCOME FIVE
The System has a sufficient number of volunteers to ensure the delivery of safe and effective services, and to allow flex in the System, acknowledging that volunteers' time may not always allow them to respond.	**All volunteers have the knowledge, skills, personal protective equipment, and support they need to be able to carry out their roles safely, effectively, and with confidence.**	**Barriers to volunteering are minimised and incentives are maximised** to make volunteering more accessible, equitable, and appealing.	**Increased diversity and inclusivity** to ensure the System can draw from a wider pool of volunteers to help build the sustainability of the System's capability, and bring new ideas and learnings to improve delivery of services to the communities the System serves.	**All volunteers feel their contribution is valued, they are engaged, and have a sense of pride in being part of the System.** People's efforts should be recognised, supporting their commitment and retention in the System.

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36. The Outcomes are numbered for ease of reference – it does not indicate any order of priority.

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Table 2: Principles and Initiatives to Support Implementing the Volunteer Strategy

Principles	Initiatives

Volunteers need to be supported in their work; organising and supporting volunteers requires resources.	**Organisational support for volunteers**
	• Funding should be provided to functions within the NGOs[36] that:
	  – directly support volunteers in their roles
	  – support compliance and health, safety, and wellbeing
	  – support capability and development
	• Funding should be provided for the NGOs to employ kaihautū, cultural, and/or diversity advisor(s).
	• A system-wide youth engagement and development strategy should be developed.

Volunteers should not be expected to personally incur financial costs when volunteering.	**A universal and consistent approach to cost reimbursements** • At a minimum, reimbursements for travel and accommodation associated with search and rescue operations should be consistently applied. • Other reimbursement options for example, dependent care, medical costs where appropriate (e.g., skin cancer checks), loss of wages, and koha, should also be investigated and costed for further consideration, recognising that this will involve more complex policy development and require more time to implement. **A universal and consistent approach to the provision of personal protective equipment/gear/uniforms** • Funding should be provided to ensure that all volunteers have or have access to the right and sufficient basic personal protective equipment/gear/uniforms. • The System should be guided by the NGOs to determine what basic personal protective equipment/gear/uniforms is required.

PEOPLE SUPPORTING PEOPLE

Table 2: Principles and Initiatives to Support Implementing the Volunteer Strategy

Principles	Initiatives
The System is dependent on volunteer support networks, both formal and informal. These contributions need to be recognised.	**Community engagement and recognition** • Funding should be provided to support the NGOs to recognise their volunteer support networks (e.g., whānau, employers). • The System should explore ways to recognise and support all contributions in this System, including those of informal volunteers.
Access to training should be equitable and transparent.	**A systematic and system-wide approach to funding for training** • All training should be centrally funded through government, with the System developing a funding policy for training to inform decision-making, and include parameters around the division and prioritisation of funding if funding is limited.
The System should be assured that training is effective and effectively provided.	**System leadership** • The System should develop a quality assurance policy to provide assurance at the system-level that the NGOs' training is effective and effectively provided. • The System should develop a working relationship with the Workforce Development Councils to explore opportunities for harnessing their expertise.

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135.   A full copy of Haumara Tāngata Ki Uta Ki Tai – Volunteer Plan accompanies this Report.

136.   Funding to support the initiatives identified in the Plan are discussed in Section Seven.

Ongoing strategic considerations

137.   People supporting people is fundamental to the delivery of frontline safety and search and rescue services. The NGOs that support the formal volunteer network play a critical role. We are not proposing a shift away from the volunteer model at this time.

138.   We recognise that decisions around the roles and responsibilities for volunteers vis à vis paid staff are not always straightforward for NGOs and observe the need for clear expectations around what an organisation expects a volunteer to do.

139.   However, the structure of the NGOs supporting their formal volunteer network (the Federation Model[37]), the balance between paid and unpaid roles to support cost effective service delivery, and the associated assurance around government funding received, will need to be ongoing considerations within the System across the medium term.

140.   The NGOs, the System Steward, and the Coordinating Authorities will need to gear up for this, and it will require ongoing and sustained consideration between them.

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37.   Federated not for profit organisations with a national office and geographically dispersed Clubs/Groups/Units around New Zealand with their own levels of autonomy.

PEOPLE SUPPORTING PEOPLE

Enabling Māori capability and capacity in search and rescue

141. We sought the views of hapori, marae, and hapū to understand how they view and see themselves in search and rescue in particular.

142. We consistently heard that local communities do participate and volunteer in the search and rescue system. But it is through their marae as opposed to through the NGOs.

143. We heard that it is common for communities to open their doors and their marae to those delivering frontline safety and search and rescue services. This also extends to the families of the lost, missing, or injured. They provide support, aroha, kai, and a safe space or base for people to work and process events.

144. This is an example of mahi aroha i.e., unpaid 'work' intrinsic to concepts of duty, wellbeing, whānau, and cultural identity. This is so much a part of everyday life in such communities that it's not viewed as work or needing to be classified as anything separate – it's just life.[38]

145. Despite this contribution, local communities do not feel they are part of the search and rescue system. They do not feel their capability and contribution is fully appreciated or recognised. Many people interviewed reflected their knowledge of the wai and the whenua, and how understanding whakapapa and tikanga could be brought to bare in any response. Also a desire to see more opportunities to move into the mahi of search and rescue.

146. People interviewed noted that they would like some level of search and rescue training. This is so that they can help their communities, for instance, when immediate assistance is required.

147. They also queried to what extent the members of organisations involved in operations understand tikanga. They noted that in not appreciating and respecting tikanga, those involved could be exposed to more grief and distress. Practicing tikanga can afford a sense of support, safety, and closure that may not otherwise exist.

148. Finally, they saw a need for deeper and ongoing arrangements to ensure clarity about whose responsibility it is to support marae on those occasions when they are involved in a search and rescue operation.

149. We are aware that the questions and opportunities arising with regards to local community involvement are an ongoing area of focus for organisations involved in local responses. We understand work within the Police continues, exploring engagement with marae, hapū and iwi at a Police District level to develop long-term sustained relationships.

150. Connecting the recreational safety and systems together, and viewing the System and volunteering in its broadest sense, brings a richness to understanding the size, scale, and complexity of the System, and what is needed to make it 'hum'. We would encourage this journey of discovery to continue at all levels of the System and expect that the proposed Chief Māori Adviser within the System Steward will play a key role in driving and supporting efforts to build Māori capability and capacity in and for the System.

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38. Office for the Community and Voluntary Sector, *Mahi Aroha: Māori Perspectives on Volunteering and Cultural Obligations,* April 2007, pp. 13, 20.

Spontaneous volunteers

NGO workforce, skills training, and education

151.   Outside the formal volunteer network, we observe New Zealanders also volunteer informally. This is where their voluntary work is not coordinated by an organisation or institution.

152.   We see this in the search and rescue system, for instance, with spontaneous volunteers – individuals who want to help in specific search and rescue operations in their communities, typically on one-off occasions and in relation to large-scale or well-publicised events.[39]

153.   We recognise the desire of the NZSAR Council through the NZSAR Secretariat and Coordinating Authorities to develop a set of processes and procedures to support spontaneous volunteers in search and rescue operations. We agree that these should be developed as soon as practicable to ensure the safe and effective utilisation of spontaneous volunteers. Consideration of ways to support, enhance, and celebrate the efforts of spontaneous volunteers into the future should continue.

154.   The Review has focused on volunteers involved with NGOs delivering frontline safety and search and rescue services. We were unable to
   • consider issues, opportunities, and initiatives required to support workforce capability and sustainability associated with paid employees within these NGOs. While we have identified baseline funding needs to support the NGOs, the opportunity to explore workforce development opportunities for paid staff within them needs to be explored through the System.
   • cast the net more widely to consider the workforce and volunteer needs of NGOs delivering harm prevention activities across the land and water safety subsystems, for example, training and education. These activities, and the knowledge and skills both young and old alike gain from them, are critical to support safer recreation. We understand there are a number of stressors impacting the recruitment and retention of both volunteers and paid staff. This is an area for further work that needs to be explored through the System, acknowledging the number of organisations involved in delivering facilitated training and education and national bodies that support them.

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39. In 2021-22, 1,403 operational people hours were provided by spontaneous volunteers.

Assets supporting service delivery

He rangi tā Matawhāiti, he rangi tā Matawhānui ⌠ The person with a narrow vision sees a narrow horizon, the person with a wide vision sees a wide horizon

This whakataukī is a reminder to widen your horizon and look at the bigger picture. We use this whakataukī to describe the importance of assets supporting service delivery, and how we must look at all parts of the System to ensure its success – assets being one of those.

ASSETS SUPPORTING SERVICE DELIVERY
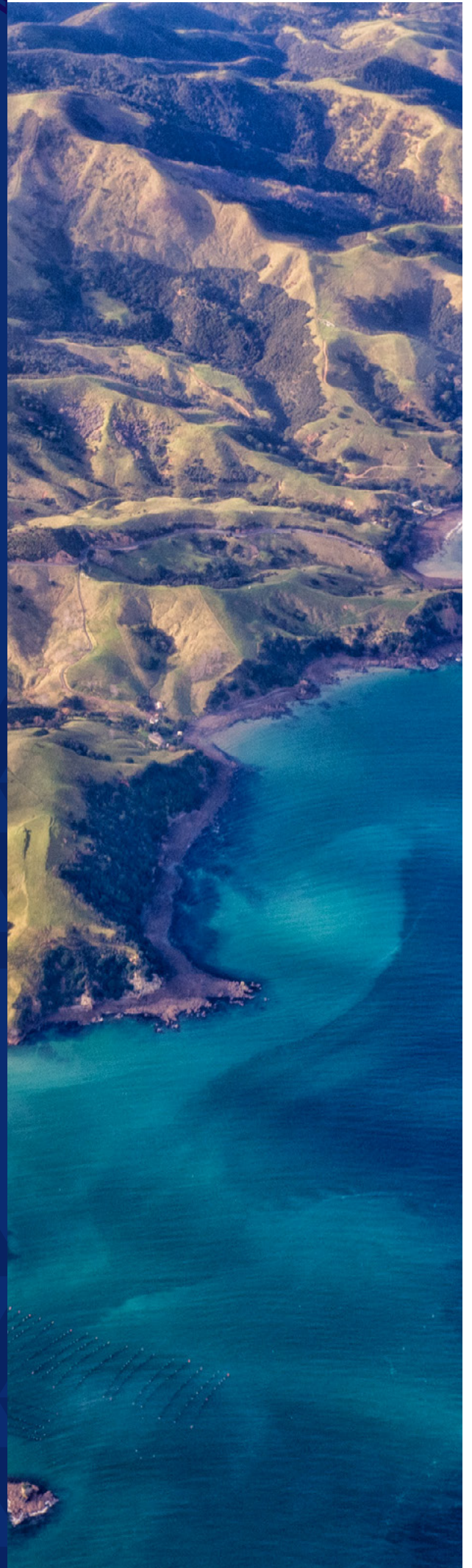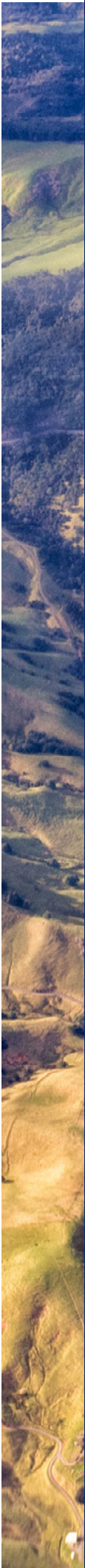
Findings and recommendations

155. We sought to identify the capacity (i.e., assets and people required to deliver services with the appropriate capabilities) available in the search and rescue system. We also sought to identify if this capacity is sufficient to meet current and future demands for search and rescue services.

156. The focus on search and rescue services reflects that service delivery is dependent on the combination of major assets including buildings, communications technologies, vehicles, vessels and aircraft. A number of these assets are also used to deliver frontline safety services.

157. Through our work, we reflect that:
   • assets to support the delivery of services come from a mix of government and NGOs both charitable, and commercial. The size and scale of the NZSRR means the RCCNZ draws on vessels of opportunity operating across the NZSRR and neighbouring search and rescue jurisdictions to support operations
   • at an aggregate level, capacity is available to respond to existing search and rescue demands (subject to risk tolerance levels); capacity constraints are known; and current risk tolerance levels are under assessment. A range of organisations have work underway to determine what changes may be required, including in response to future demand. This includes demand for both frontline safety and search and rescue services

   • there is no systems-wide view on what future demand might look like, and the capacity configuration required across the System in response. Work to support a systematic view, and complement the work of individual organisations underway, is required and should be revisited periodically.

158. We acknowledge that there will always be a trade-off between capacity, the cost of that capacity, and the risk New Zealand is prepared to bear. This is a particular consideration for infrequent, but significant events. Work underway to reconsider the level of offshore capacity required to support stricken vessels at sea is a case in point. This work highlights that search and rescue is not the only consideration in determining whether, and what capacity might be required.[40]

159. We also reflect the ongoing maturity within and between the Coordinating Authorities to identify the type of capacity required (e.g., asset specification and management) and the level of assurance required around those assets. Work underway between the NZSAR Secretariat, RCCNZ and the Police regarding helicopters is a case in point given their criticality, frequency of use, the operating risks involved, and costs.

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40. For example, marine oil spill response.

ASSETS SUPPORTING SERVICE DELIVERY

We recommend:

System capacity

13. The NZSAR Secretariat develops a model to forecast future demand for frontline safety and search and rescue services, to inform the required System-wide capacity (assets and people) and its configuration as soon as practicable.

14. Periodic assessment by the System Steward (once established) of System-wide capacity to meet forecast demand, working with the Coordinating Authorities, NGOs and other operators as appropriate, including the identification of any changes required to System-wide capacity in response.

Aviation operations

15. Prompt conclusion of work underway through the NZSAR Secretariat to determine operational service standards for helicopter operations to support safe, effective, and efficient search and rescue responses.

16. Progression of work between the NZSAR Secretariat and the Coordinating Authorities to explore a revised model for the tasking and deployment of aviation assets for search and rescue operations, including identification of the capacity and funding uplift required.

Telecommunications

17. The NZSAR Council works with the Next Generation Critical Communications entity to ensure that the NGOs delivering search and rescue services are appropriately accounted for in the new digital communications network for emergency services.

Emergency management events

18. The roles of search and rescue and the NGOs involved in emergency management events, and associated funding arrangements, are included within any future event reviews that occur.

ASSETS SUPPORTING SERVICE DELIVERY

Current and future capacity and its sufficiency[41]

160. Fixed assets are critical to the delivery of search and rescue services. These are owned by a mix of government and NGOs, both charitable and commercial.

161. Government agencies including the Coordinating Authorities have assets with a book value well in excess of $10 million that could be used for search and rescue. However, only assets that are suited to the task are used in each operation, representing a small proportion of the asset base available.

162. Additional privately owned aviation assets (circa 237 helicopters and 45 fixed wing aircrafts) are also available for tasking.

163. Across the wider NZSRR assets tasked include vessels of opportunity and assets owned by neighbouring search and rescue authorities.

164. Within New Zealand, the NGOs (Coastguard NZ, Land Search and Rescue, and Surf Life Saving) hold assets with a replacement cost of circa $500 million (June 2022). However, this figure understates the true amount as it excludes assets owned by volunteers or held by local clubs. These assets include vessels, equipment, technology, motor vehicles, and buildings.

165. Assets used by NGOs, notably Coastguard and Surf Life Saving, are also used interchangeably to deliver frontline safety services, therefore these services were captured in our assessment. The Review has not considered whether, at a system-wide level, assets related to service delivery are optimally located or optimally utilised. We conclude that at present, there is no systematic and reliable approach to measure optimal capacity.

166. At an aggregate New Zealand-wide level, capacity to meet presenting demand is evident, but under pressure, and subject to New Zealand's current risk tolerance. Most of the frontline safety and search and rescue operations are considered to be minor/routine, and current capacity allows these operations to be delivered successfully (although there will always be some risk). We reflect that the people involved in delivering services go above and beyond to deliver these services. While operations are delivered successfully, people involved stretch themselves, and service delivery relies heavily on the goodwill of volunteers. We also reflect that service demands in adjacent systems draw on already stretched resources.

167. However, there are capacity constraints that organisations have identified. These are summarised below.

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41. The Review considered whether current capacity is sufficient to meet frontline safety services and search and rescue services (Category I and II search and rescue operations). The term 'sufficiency of capacity' to meet demand is currently not defined. However, for the purpose of the Review, we adopted the following definition:
    • that there is an adequate availability of people and assets that can be deployed to respond to search and rescue operations in a reasonably effective and timely way, and
    • the ability to maintain existing frontline safety service levels.

ASSETS SUPPORTING SERVICE DELIVERY

Capacity constraints identified during the Review

1. Availability of personnel	This is most notable through the NGOs. There are constraints around the retention of volunteers and their ability to respond given other life demands including the time of day, day of the week, time of the year, and location. This is a known systematic risk discussed in Section Five.
2. Limitations of assets	Coastguard NZ data evidences an increase in the number of boaties venturing further out to sea and beyond the 12 nautical mile (NM) limit with more incidents occurring past this limit. If Coastguard is to meet this growing demand, it will need to adapt its fleet to include sufficient vessels of appropriate specification and survey. In addition, Maritime NZ is undertaking a review of the rules for the design, construction and equipment for New Zealand's commercial vessels, including rules around a vessel's stability, towing capacity and the life-saving appliances it must carry. The proposed rules, currently under development, may require some changes to the safety equipment required to be carried on board and the stability and towing assessments required to operate beyond 12NM. Coastguard NZ is working with Maritime NZ as the proposals develop.
3. Changes in the location of incidents	Changes in recreational patterns because of factors such as lifestyle and climate changes, and urban/rural/holiday movements, For example: • Coastguard NZ is observing recreational sea fishing moving west in the Auckland region, due to over-fishing in the Hauraki Gulf that combined with rising sea temperatures are impacting existing marine habitats. • Surf Life Saving has identified the potential need for additional lifeguard services for at least 10 beaches (in Auckland, Northland and other parts of New Zealand). Ongoing awareness and monitoring by organisations observing these changes, includes work to consider what this means for the configuration of their operations including assets and people.
4. Availability of premises	Availability of premises for NGO clubs, units and groups to operate from, and replacement of owned buildings. In the case of Surf Life Saving this involves circa 1960's community-built buildings coming up for replacement in an environment where volunteers do not have the capacity to build/re-build their own clubhouses. We also reflect on the vulnerability of these buildings due to climate change related civil emergencies and rising sea levels. Funding for NGO assets is discussed in Section Seven.

ASSETS SUPPORTING SERVICE DELIVERY

5. Low probability/ high impact events	When such an event occurs, shortcomings in the capacity available can be exposed given the cost involved in holding and managing capacity that is used very infrequently.
	Most frontline safety and search and rescue activity is considered minor/routine and current capacity allows these operations to be delivered successfully (though there will always be some risk). However, there is a trade off between holding capacity and the cost of that capacity for events which have a low probability of occurring but high impact.
	The near miss event involving the *Kaitaki* ferry across the Cook Strait on Saturday 28 January 2023 highlights this dichotomy. Maritime NZ has work underway to explore existing capacities, and options involving Offshore Emergency Response Capability to respond to incidents involving stricken vessels at sea (for both search and rescue and marine pollution response).
	We also note that the Nationally Significant Search and Rescue Exercise – Whakarauora Tangata – sequenced over the next 12 months will evaluate the current cross-agency policies, procedures, capabilities, and capacity, to respond to a large-scale nationally significant event. These types of events would stretch the availability of resources in the conduct of search and rescue. The Exercise is using several distinct issues of varying levels of complexity to test capacity.
6. Long range responses	The search and rescue system has relatively few vessels and aircraft that are able to reach and respond to the far corners of the NZSRR.
	Given the remoteness of our NZSRR, vessels of opportunity play a critical role as does the ability to draw on support from neighbouring search and rescue regions. Maritime NZ's capability building work in the Pacific, funded by the Ministry of Foreign Affairs and Trade, supports search and rescue prevention and capability within the Pacific (which forms part of the NZSRR).

ASSETS SUPPORTING SERVICE DELIVERY

Recommendations 13-18:
Specific capacity considerations

Working together to prepare for future demand
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168. Organisations across the search and rescue system have work underway to consider current and future demands in relation to their operations. However, there is no systems-wide view on what future demand might look like, and opportunities to evaluate capacity (assets and people, and their configuration) required in response.

169. We recommend development of a System-wide model (the Futures Model) to support the forecast future demand for frontline safety and search and rescue services. This would support System-wide consideration of the capacity and the configuration of that capacity required in response (including specialist/technical expertise)[42]. The development of the Futures Model should occur as soon as practicable through the NZSAR Secretariat.

170. Further work to identify the datasets available to support the development of the Futures Model will need to be explored, but should include at a minimum, population changes through the work of Statistics New Zealand and Manatū Hauora, and regional climate modelling through NIWA and others.

Asset management and planning
—

171. Asset management planning potentially impacts on asset sufficiency to deliver services. Under-developed or poorly executed asset management plans could increase the risk of not having the right assets for the job. From a systems-wide assurance perspective, we considered what asset management planning expectations were required.

172. At an organisational level we conclude:
- For government organisations, accountability for asset management planning should be in accordance with the Public Service Act and with the organisations that own them.
- NGOs have strong incentives to manage their assets well, as they are essential to the running of their businesses and maintaining service operability. NGOs demonstrate a good understanding of the condition of their assets, and the processes required when determining asset renewal or replacement needs.

173. We note there is some variability regarding asset management maturity across the NGOs, and a need to invest in asset management information system capability (proportional to the value of the assets). A funding recommendation is included in Section Seven.

174. To ensure assurance of the capacity required across the System, we recommend work led by the System Steward (working with the Coordinating Authorities, NGOs, and other organisations as appropriate) includes:
- utilisation of the Future Model to evaluate capacity and their configuration required in response, and
- identification of the specialist/technical capabilities the System requires ongoing access to including roles, responsibilities, assurance and funding arrangements, as appropriate.

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42. The coordination and delivery of search and rescue services relies on a number of specialist/technical capacities (including the capability). This includes over water – e.g., air observers and direction finding to support search activities, rescue swimmers, and winch capabilities to affect a rescue at sea; and on land, – e.g., long-line capabilities in mountainous terrain, search dogs, and canyoning and caving.

ASSETS SUPPORTING SERVICE DELIVERY

Aviation operations

175. The role of helicopters in search and rescue has evolved over the past 20 years, reflecting the benefits they provide to secure an effective and efficient search and rescue response. The rise in the use of personal locator beacons and advances in cell phone technology means searching is reduced. Today, helicopters are, generally speaking, the most frequently used asset.

176. The Coordinating Authorities utilise National Ambulance Sector (NASO) contracted helicopters (Tier 1) and other commercial operators (Tier 2). Approximately 65 percent of helicopters tasked by the Coordinating Authorities are Tier 1.[43]

177. At an operational level, and in discussion with the Coordinating Authorities, we observe:
    • RCCNZs operational situational awareness (both of the tasked aviation asset and the person in distress) alongside an increased role in aviation coordination, due to the growth in search and rescue taskings through the advent of beacons and other technologies
    • during and immediately following Cyclone Gabrielle in February 2023, RCCNZ provided multi-agency aviation coordination in response to requests for assistance
    • helicopter operations are technical, specialised, challenging and costly, and elements to ensure effective, efficient, and safe tasking include:

    – operational capabilities – standards, systems, tasking procedures and processes to support short, medium and long duration aviation operations
    – financial responsibility relating to cost capture and auditable use of taxpayer money for helicopter operations
    – legal responsibilities of the Coordinating Authorities – specifically, overlapping PCBU[44] responsibilities relating to health and safety between the Coordinating Authorities and helicopter operators. This requires the parties to effectively demonstrate how safety risks between the parties are managed.

178. We note that the NZSAR Secretariat has work underway to develop service level standards and methodologies for helicopter operations, including implementation considerations, and we recommend they progress this as soon as practicable.

179. We also note work is underway between the NZSAR Secretariat and the Coordinating Authorities to explore a revised model for the tasking and deployment of aviation assets for search and rescue operations (including in civil defence emergencies). One option, for example, could involve the tasking of, and day-to-day contractual management arrangements with aviation operators residing with RCCNZ.[45]

43. NASO contracted helicopters are required to comply with the Ambulance New Zealand Aeromedical and Air Rescue Standard that prescribes pilot experience levels, pilot/crew training requirements, minimum aircraft equipment/configuration requirements and personal protective equipment. There are no specific standards for Tier 2 operators outside those set through Civil Aviation Rules and through the application of Health and Safety at Work Act 2015 (HSWA) requirements.
44. Person conducting a business or undertaking.
45. For the avoidance of doubt, this work does not mean that Police would be removed as the principle Coordinating Authority for Category I search and rescue operations or abdicate its responsibilities for those operations.

ASSETS SUPPORTING SERVICE DELIVERY

180. Combined, we observe that the work outlined in paragraphs 178 and 179 above would provide appropriate verification and assurance that operators have the:
    - capability to do what they say they can do, and
    - appropriate systems and processes in place for identifying and managing risks including under health and safety legislation.

181. The capability and funding needs for the Coordinating Authorities, and other entities as appropriate, to give effect to the outcomes of this work will need to be fed into future funding rounds (discussed in Section Seven).

Telecommunications

182. Communications technology is critical to organisations delivering frontline safety and search and rescue services. Network and telecommunications assets are spread across different organisations, resulting in systems risks, including disparate operating networks and procedures, aging infrastructure, frequency usage, ownership of fixed repeaters, and incompatible network settings.

183. In response we note work is currently underway through the NZSAR Secretariat to develop a Telecommunications Strategy. Work is also underway to modernise New Zealand's public safety communications through a new digital communications network (the Public Safety Network).

184. We recommend that the NZSAR Council through the NZSAR Secretariat work with the Next Generation Critical Communications entity[46], responsible for developing the Public Safety Network, to ensure that the NGOs delivering search and rescue services are appropriately accounted for within it.

Emergency management events

185. New and/or increasing demands are evident, including the demands on search and rescue NGOs in civil emergencies (particularly flood response work). Work between the NZSAR Secretariat, NEMA, the Coordinating Authorities, Fire and Emergency and the NGOs is underway to develop a framework to formalise how NGOs operate during a non-search and rescue event.

186. We recommend that the role of search and rescue and the NGOs must be considered as part of future emergency management event reviews, including reviews into the 2023 North Island severe weather events that may occur.

187. Future funding considerations for search and rescue should also be considered as part of these reviews. We note that search and rescue services have been used to respond to an operation where a declared emergency is in place, but there is no clear funding mechanism from central government to support these operations. Search and rescue services should be considered in central government funding mechanisms for services provided during a declared emergency.

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46. Next Generation Critical Communications is a cross agency entity comprising a core Government agency (the Police), a Crown entity (Fire and Emergency) and two non-government organisations (St John and Wellington Free Ambulance), which together form the Emergency Services. These agencies have a common vision to develop critical communications capability for emergency services.

A funding framework for the System

Ki te kore ngā pūtake e mākūkūngia e kore te rākau e tupu ⎰ If the roots of the tree are not watered the tree will never grow

This whakataukī refers to manaakitanga, taking care of people or nature so that they may flourish. We draw on this whakataukī to describe the importance of nurturing and feeding the System with the resources needed in order for it to thrive. Funding is a critical part of the System's growth, and if this is not taken care of, the System will never grow.

It is a reminder to put the necessary resources and funding frameworks in place, in order for the System to thrive.

Findings and recommendations

188. We sought to:
   - identify whether available funding sources, mechanisms and allocations are adequate, stable and ongoing, and equitable for the systems, and how more sustainable funding could be achieved taking into account the characteristics of organisations and their needs
   - develop a funding framework and criteria to assess whether the funding options provide for the efficient and effective delivery of recreational safety and search and rescue services.

189. Through our work we have determined that:
   - government organisations delivering services within the systems are covered by their baseline funding, and any investment decisions need to include consideration of the systems requirements
   - funding from multiple sources including government will continue for NGOs across the proposed new System. There is a solid return on government funding through the services delivered, and we consider additional funding across the System is warranted to support organisations to maintain service delivery
   - there are a range of potential changes in the funding landscape which organisations in the System and the System Steward will need to stay closely attuned to. NGOs rely on existing lotteries and gaming funding sources that are under increasing pressure due to a reduction in gambling and an increase in the volume of applications made for these sources

   - nationally based NGOs delivering key services in the System require standard core business functions to remain sustainable and support the delivery of services from which New Zealand benefits in its broadest sense. Additional skills and support are also required to support the NGOs and their volunteers delivering services, and for organisations distributing funding to other organisations.

190. Increased funding needs have been identified in relation to the NGOs in response to New Zealand's broad reliance on their services. Additional government funding is warranted, and the return on investment would still represent very good value for money. It will provide the organisations with a more sustainable base to operate from, provide greater support to their volunteers, and allow them to plan strategically.

191. We acknowledge Fuel Excise Duty (FED) funding,[47] one of the predominant sources of government funding to the System, is at risk. Alternative sources outside the current FED base will need to be identified through work underway within Te Manatū Waka.

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47. Section 9(1) of the Land Transport Management Act 2008 (LTMA) allows the estimated FED contribution of recreational boating and aircraft users to be allocated to specified activities within the systems. These specified activities include search and rescue (regardless of its context), safety and safety awareness activities (in the context of recreational boating and aviation), and the administration of specified activities.

A FUNDING FRAMEWORK FOR THE SYSTEM

In response to these findings, we recommend:

19. Preparation of business cases in the next available funding rounds to provide:
    a. baseline funding for NGOs to support service delivery within the System that provide broad public benefits nationally, and
    b. additional funding required by NGOs to support their volunteers (as identified through the Haumaru Tāngata Ki Uta Ki Tai – Volunteer Plan), and
    c. additional support to funders within the System supporting recreation-based NGOs and smaller community-based groups delivering recreational safety services.

20. Fixed assets for the NGOs to be funded by government on a case-by-case basis through the appropriate funding source.

21. Te Manatū Waka to confirm the set of funding principles developed through the Review to guide government funding into the System, to deliver System-wide outcomes.

22. The System Steward once established:
    a. builds sustained relationships with funders who support the System and the delivery of System outcomes through the funds they provide, and
    b. maintains long-term insights through an awareness of the sources and levels of funding available to the System.

A FUNDING FRAMEWORK FOR THE SYSTEM

Existing funding sources

192.   Across the systems, services are delivered through:
- government organisations funded by a combination of general taxation through the government Budget process, and FED[48] through a triannual FED funding round. Maritime NZ is also able to get variable funding when operational activity through the RCCNZ materially exceeds planned levels
- local government where services are carried out directly, or contracted, and are generally funded through rates. In addition, Regional Councils can apply for annual contestable FED funding through Maritime NZ for recreational boating activities in their regions

- NGOs receive diverse funding including donations, sponsorship, and grants (e.g., the Lotteries Grant Board and Class 4 Gambling institutions); fees and charges; local government funding, the government Budget process, the triannual FED funding round, and government organisations paying for services.

193.   This broadly follows the distinction between public, club and private goods. The idea is that there is a line of sight between the service provided and the beneficiary of that service.

Systems Funders	Broad Purpose/Beneficiaries
Government	Commodity or services with broad, indirect, or very widely distributed benefits available to all members of a society (Crown Appropriation), or for a specific purpose within defined criteria and ring-fenced (e.g., FED, ACC).
Local government (Annual Plan or grants)	Shared and beneficial for all or most of those living in the Council[49] rohe. Council investment and funding responds to local needs and preferences, and the Council determines what services to deliver and how to deliver them.
Community (grants, sponsorship, donations, and fundraising)	Community betterment in line with the funding organisation's criteria – sometimes with trade-offs e.g., advertising, naming rights etc. Contributions are towards improving community services.
Trading/other income (membership and user pays)	Goods or services paid for by the recipient – for the Private Good. Where an 'individual' is accruing private benefit from a service they should pay for it under the appropriate equivalent of a 'contract of service', including membership fees and fees for service.

48. Revenue from FED placed on petrol is hypothecated to the National Land Transport Fund (NLTF). This revenue is primarily used to fund maintenance of, and improvements to, the land transport system. Recreational boating and aviation users pay FED when purchasing petrol for their boats and aircraft. Te Manatū Waka has estimated the FED paid by recreational boating users per annum between $66.1 million and $397.7 million. Section 9(1) of the LTMA allows the Ministers of Transport and Finance to allocate revenue collected from FED to several activities, including search and rescue activities, recreational boating safety and maritime safety activities, and the administration of these activities by the Secretary of Transport.
49. Regional Councils and Territorial Authorities (District and City Councils).

A FUNDING FRAMEWORK FOR THE SYSTEM

Government organisations

194.   Government organisations delivering services within the System are covered by their baseline funding, and any investment decisions by them need to include consideration of the System's requirements. Funding for the organisations needs to be appropriately sourced and robust to ensure that their contribution to the System and continued service delivery is secure. This includes funding required to cover contracted services through commercial operators, as required.

Non-government organisations

195.   The work of the Review focused on NGOs operating in the System given the multiplicity of funding sources reflected above.

196.   We observed several consistent themes regarding funding stressors facing the NGOs, that are impacting on their sustainability. This came through in our discussions with the NGOs who are seeking funding, and through some of the organisations who distribute funding and/or manage funding frameworks (Te Manatū Waka, Water Safety NZ, Maritime NZ, and the Department of Internal Affairs).

197.   The themes are summarised below:
   • Funding is time limited and often for a specific purpose with the fundable value unlikely to reflect the complete (whole-of-life) cost e.g., baseline operational costs are often excluded from fundable criteria.
   • Funding criteria encourages organisations to chase funding for what it is possible to get funded rather than what is needed.

• Collaborative applications are not encouraged, and organisations are often "competing" against each other; funding one application from "a system" participant is seen as funding "the system".
• A lack of transparency in funding decisions results in a perceived view that inconsistent treatment of applications occurs, including differing decisions on the granting of funding for the same purpose and delivery of operations.
• The workload for multiple applications is vast and the processes require detailed submissions that are often not commensurate with the funding being applied for.
• All funding comes with monitoring and compliance of varying degrees; multiple sources means multiple applications, monitoring, and compliance requirements to meet.
• Organisations apply annually for funding from the same funder with the expectation that they will continue to receive that funding, and they do. This means that the funding is relied on, non-receipt is a challenge, and new organisations are unable to get funding as allocations are reasonably pre-determined.

198.   We observe a tension here – service delivery needs to be undertaken by the NGOs who are best placed to do this; the agility and creativity of smaller organisations needs to be balanced against the bigger national organisations that have more scale and reach. Fragmentation, lack of scale, minimal impact and alignment to outcomes are the risks inherent in spreading funding too thinly; a balance that needs to be better managed. We observe this is an ongoing area of focus for water safety sector fund managers (Maritime NZ and Water Safety NZ).

A FUNDING FRAMEWORK FOR THE SYSTEM

Recommendations 19-20: Funding needs identified

Nationally based NGOs dedicated to the System

199. The predominant source of funding for nationally based NGOs dedicated to the System, who deliver services across New Zealand, are grants, donations and sponsorship. NGO income exceeded $235 million over the last four years of which only $65 million (26%) came from government, fundraising in its broadest sense accounted for $135 million (53%) of the income.

200. For NGOs supporting the volunteers delivering services across New Zealand through Groups, Clubs and Units, their income received is thinly spread across all lines of expenditure required to run a business so that the lights are kept on. However, the ability to operate a sustainable organisation is challenging – employees work well beyond their employment contracts and/or volunteers fill the gaps.

Operational funding recommendations

201. Multiple funding sources will remain a reality for the NGOs operating in the System, reflecting a line of sight between the funder and the beneficiaries of the services provided.

202. There are two main dedicated sources of ongoing government funding – FED funding for search and rescue activities and Crown appropriation for frontline water safety services. ACC also contributes some ongoing operational funding to Water Safety NZ.

203. Through the work of the Review, we recommend that operational funding for NGOs should be universally and consistently government funded to ensure the sustainability of NGOs and the services they deliver with broad public benefits in the System. A balance needs to be struck, and the level of operational funding will depend on size and scale of the services delivered in the System and the broad public benefits that accrue. NGOs are businesses, and they need additional resources (either in-house or through contracts) to ensure effective:
    - governance and functional management
    - administration, financial management, facilities, asset and inventory management, procurement, preparation of business cases for investment, human resources, training, and project management
    - compliance including legal obligations, and risk management functions
    - technical and ICT support, including maintenance and repair of assets/equipment.

204. The exact baseline funding requirements will be specific to each organisation. The Review has not attempted to define requirements by organisation – as identified earlier, the level of operational funding will depend on the size and scale of the services delivered in the System and the broad public benefits that accrue.

A FUNDING FRAMEWORK FOR THE SYSTEM

205. Through the Haumata Tāngata Ki Uta Ki Tai – Volunteer Plan (attached to this Report) we have also identified the following areas of operational funding that should consistently be government funded to ensure the sustainability of the NGOs and the services they provide through their volunteer networks.

206. The key areas of operational funding identified are:
   • volunteer support and management – including support for Health, Safety and Wellbeing compliance, human resources, and group support management
   • recognition of the support provided by whānau and employers to formal volunteer networks
   • training for all personnel at all levels, including exercises
   • the provision of base level personal protective equipment as agreed with NGOs for all active volunteers
   • reimbursing volunteer costs related to participating in operations and training including exercises
   • employment of Kaihautū, cultural and/or diversity advisors to better support greater diversity, inclusion and cultural competency.

207. As identified in Section Six, we also propose government funding for appropriately sized asset management systems.

Source of the funding uplift

208. In the short to medium term, we expect that FED funding will continue to be the predominant source of government funding available to the NGOs to support the delivery of search and rescue and associated prevention services. As the current funding agreements terminate on 30 June 2025, we propose that organisations can apply for funding covering the areas set out above both jointly and severally as part of the next FED funding round (expected to be scheduled during 2024). At that time Te Manatū Waka and joint Ministers will need to consider if there is sufficient head room in the NLTF to fund these activities.

209. We acknowledge there are some immediate pressures on the availability of FED funding; therefore, additional funding through Budget 2025 might also need to be sought. These pressures and the need for long-term alternate sources of funding are discussed in paragraphs 230-234.

210. We also propose that funding for Coastguard NZ and Surf Life Saving to support the delivery of frontline safety services is considered as part of Budget 2025.

211. Tertiary Education Commission (TEC) funding will also continue to be an important source of funding for search and rescue training within the System. Negotiations between the NZSAR Secretariat (on behalf of the NZSAR Council) and TEC are already underway for the next three-year funding cycle. We recommend that the NZSAR Secretariat leverage off the Review work in its negotiations with TEC to provide a complete picture of training needs and costs, and the drivers for additional funding identified. We also recommend an ongoing focus that all available TEC funding is appropriately spent annually.

A FUNDING FRAMEWORK FOR THE SYSTEM

Assets – contribution on a case-by-case basis

212.   As identified in Section Six assets are critical to the delivery of frontline safety and search and rescue services and require whole-of-life investment. NGO-owned assets are funded from multiple sources including grants, donations, and some government funding. Grants and donations tend to be limited to covering only the cost of the asset rather than the whole-of-life cost. We observe that NGOs are left absorbing or prioritising ongoing operating and maintenance costs against other expenditure if alternative funding sources can not be found.

213.   We conclude that funding to cover the whole-of-life cost of NGO assets will continue to come from multiple sources, including government, reflecting the beneficiaries of these services. However, government funding will, as is standard practice, be considered on a case-by-case basis with the appropriate mix of sources in line with service beneficiaries being identified for each case.

214.   Any application for government funding would require a business case in support of the whole-of-life cost covering strategic, economic, commercial, financial and management aspects of the work including procurement and cost/benefit analysis at a level of detail appropriate to the funding being applied for. The Futures Model referred to in Section Six would allow the System Steward to provide some assurance to government as to the appropriateness of the investment proposed.

215.   We note that NGOs with large asset bases are developing strategies to achieve many operational, financial and volunteer benefits from improved procurement practices, including the establishment of organisation-wide contracts for asset purchase and ongoing maintenance. This approach by the NGOs needs to be encouraged.

A FUNDING FRAMEWORK FOR THE SYSTEM

Funders within the System supporting recreation-based NGOs and smaller community-based groups

216.   There are many recreation-based NGOs, and community-based groups, providing their members and the communities they serve with a range of outdoor experiences. Knowledge and skills on how to stay safe in the outdoors is one of several things they might focus on. A range of safety related information, guidance and tools are available to these NGOs and smaller community-based NGOs through the work of nationally based organisations working in the System.[50]

217.   In addition to this broader support available, funding for recreation-based NGOs, and smaller community-based groups again comes from a range of sources. This includes membership, sponsorship, charitable sources, and grants (through local government and the Lottery Grants Board).

218.   Reflecting on the reality of multiple funding sources, and the themes identified, we identified two critical things:
- the need for ongoing awareness and insights into the broader funding ecosystems, and opportunities that might accrue through the System Steward (discussed at paragraphs 225-229)
- more funding is required to support recreation-based NGOs and smaller community-based groups, and the delivery of services provided through them, and the need for greater more sustained engagement between funders.

219.   We note that System funders need appropriate baselines to support the funding work they do. Currently, there are two main funding organisations in the System – Water Safety NZ (in and around the water) and Maritime NZ (on the water)[51]. We propose additional government funding be made to funders so that they can more effectively:
- facilitate a partnership approach with the applicants using a high trust model
- help with alignment between what they are prepared to fund and the outcomes the applicant organisation is trying to achieve – where the funding is going to and what it is being used for, and fund sustainably over time
- encourage a focus on innovation and research rather than always continuing to fund the accepted ways of delivering services
- support multi-organisational collaborative bids
- consider exit strategies when funding of agencies is not meant to be ongoing so that agencies do not become reliant on the funding, allowing more funding to become available over time for others
- advocate for improvements to the funding system, such as promotion of best practice, support for multi-year funding, development of funding tools and technology, and increase in the funding quantum
- include the use of different tools and processes e.g., allowing audio applications and regionally based resources to support agencies making applications to reduce bureaucracy around applications and the ensuing monitoring/reporting/compliance requirements
- ensure appropriate tender processes and evaluation for large scale investments.

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50. E.g., Water Safety NZ, Drowning Prevention Auckland, Maritime NZ, the NZSAR Secretariat, the Mountain Safety Council, DOC, Amateur Radio Emergency Communications, Coastguard NZ, Land Search and Rescue, and Surf Life Saving.
51. Maritime NZ provides funding support to the recreational safety sector, allocating FED money on an annual basis for community-based recreational craft initiatives to improve water safety sector outcomes. Water Safety NZ provides funding support to the water safety sector utilising Lottery Grants Board funding through Sport NZ.

A FUNDING FRAMEWORK FOR THE SYSTEM

Source of the funding uplift

220. For the role as a funder, we expect that any funding uplift for Maritime NZ would be built into its next triennial FED funding application, and for Water Safety NZ, a Budget 2025 bid would be required. There will also be other funding requirements for national organisations to pass on to operational deliverers.

Other funding considerations

221. As discussed in Section Four, Te Manatū Waka will need to be adequately resourced to give effect to its System stewardship role and deliver the functions assigned to it. Resourcing and funding commitments will be explored as part of the implementation phase following Ministerial consideration of the Review findings.

222. As discussed in Section Six, additional funding will be required to implement a revised model for the tasking and deployment of aviation assets for search and rescue operations (including in civil defence emergencies).

A FUNDING FRAMEWORK FOR THE SYSTEM

Recommendations 21-22:
Ongoing strategic considerations

Funding principles

223. We have developed the following funding principles to support government funding into the System (for both government agencies and NGOs) through FED funding, future government Budget bids, and other legislative sources. (The following principles are in addition to basic management funding principles.)[52]

Funding should:
1. target the achievement of government priorities, the System Strategy – Haumaru Tangata Ki Uta Ki Tai, and other strategies within the System
2. support the aspirations of Māori and uphold Te Tiriti o Waitangi
3. maintain a sustainable funding model that drives openness and transparency from applicants
4. encourage collaborative approaches between organisations in the systems including opportunities for shared services between organisations to achieve the greatest impact
5. provide opportunities for innovation through e.g., seed-funding or trials
6. provide equity funding i.e., where funding is most needed to cover what is required and what is going to be achieved
7. promote diversity, reflect and relate to the communities the System serves
8. support the mitigation of risks within the System.

224. We recommend that Te Manatū Waka confirms these funding principles as part of the work required to finalise the System Strategy referred to in Section Four.

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52. The basic principles are Accountability – for performance and how funding is used; Fairness – entities act fairly and reasonably; Integrity – entities operate with the utmost integrity; Lawfulness – entities act within the law and meet legal obligations; Openness – that the administration of funds is transparent; Value for money – resources are used effectively, economically and without waste, with due regard for total costs and benefits.

A FUNDING FRAMEWORK FOR THE SYSTEM

Funding insights and relationships

225. As part of its System stewardship role, Te Manatū Waka will be expected to maintain ongoing awareness of the sources and levels of funding available to the System and produce long-term insights. This is necessary to better understand the funding landscape, and potential risks and opportunities. This will also inform ongoing engagement with government and non-government funders in the System.

226. Organisations across government will continue to have important roles to play providing in-kind support and funding injects, which will be critical to support the delivery of the System Strategy and its outcomes.

227. In addition to Crown Appropriation and FED funding discussed earlier, other contributions flow from central government, including
    - funding from Herenga ā nuku – the Walking Access Commission and the Police to support the work of the Mountain Safety Council
    - funding from ACC to Water Safety NZ, and through generic injury prevention campaigns including *have a hmm*[53]
    - funding from the Ministry of Foreign Affairs and Trade to support wider maritime safety and search and rescue initiatives in the Pacific.

228. We also acknowledge Te Manatū Waka, as it transitions into its stewardship role, should continue building an ongoing relationship with Hapai Hapori.[54] Hapai Hapori has been tasked with evolving the Lottery Grants System on behalf of Te Puna Tāhua – the Lottery Grants Board. Funding through the Lottery Grants Board is a key source for many NGOs, community groups, Māori, hapū and iwi. Through its work, Hapai Hapori and the Lottery Grants Board are seeking a more strategic, responsive, flexible, and inclusive Lottery Grants System. We understand that some change to what communities, hapū and iwi will see will flow from late 2023, with more significant changes expected to be rolled out in 2024.

229. The System Strategy provides a platform to engage further across government – including with Te Whatu Ora – Health New Zealand to explore support for Safer Walking and Wander Search. It will also support ongoing engagement with NEMA regarding the provision of services provided by NGOs in response to civil defence emergencies referred to in Section Six. This engagement also needs to consider the training and equipment required by the NGOs to support service delivery during emergencies.

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53. ACC funding also supports Water Skills for Life, the national standard for aquatic education in New Zealand primary schools linked to the national education curriculum.
54. Hapai Hapori (Community operations) is the business unit within Te Tari Taiwhenua, Department of Internal Affairs which administers the Lottery Grants System.

A FUNDING FRAMEWORK FOR THE SYSTEM

## FED funding – constraints and long-term considerations

230. FED funding through Section 9(1) of the LTMA will continue to be a critical source of government funding to the System in the short to medium term. However, as noted previously, the NLTF is under funding pressure and there is a need to ensure that any funding approved under Section 9 of the LTMA does not compromise delivery of the National Land Transport Programme. This will be an important consideration of Ministers when considering any further FED funding of the System.

231. Te Manatū Waka has work underway to develop a set of high-level principles and process around all eligible activities within Section 9 of the Act to:
    - ensure the consideration of funding requests through this source is robust, transparent, and consistent
    - bring 'tension' into the Section 9 process – ensuring funding top-sliced from the National Land Transport Fund is for activities that represent value for money and Section 9 spending does not compromise delivery of the National Land Transport Programme
    - ensure the process for considering Section 9 funding requests is straightforward for those applying, and efficient
    - ensure Joint Ministers (the Ministers of Finance and Transport) can have confidence that a robust process has been followed and they have all of the necessary information to make informed decisions.

232. We expect the high-level principles and process will be confirmed later this year to feed into the next triennial FED funding round available to the System.

233. In addition, long-term FED levels are not assured and are predicted to continue to reduce over time.[55] Te Manatū Waka is currently considering the future of FED as part of the wider review into the future of the land transport revenue system. This work will explore different approaches to land transport funding, and inform future funding sources for all the systems and organisations funded through FED.

234. New sources of funding for the System (including recreational boating, search and rescue, and support for the Ministry to administer its role) will be explored. We are aware that the future income tax base may not be considered appropriate to cover the potential gap, given the trade-offs that could be required to meet public good demands. Other sources that might be considered could include a levy paid on the purchase of a vessel, an additional charge on the Great Walks, or an insurance levy. Developing options and the related policy, including sector consultation, is something that Te Manatū Waka in both its government stewardship role and Strategic Transport policy role will lead.

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55. Efforts to decarbonise the transport system: when fewer light vehicle kilometres are travelled and as people choose different modes of transport, revenue will decline from the current main sources such as fuel excise duty and road user charges.

Final take home messages

Waihote toipoto, kaua i te toiroa ꓲ Let us keep close together, not wide apart

This whakataukī speaks to the importance of staying connected, maintaining relationships and discussions so that we may keep moving forward together. We use this whakataukī as a reminder of the work in this Review, and how this is just the beginning. It is important now, to continue the work together, to implement the recommendations and carry forward the relationships and dialogue into the next stages, in order to support safer recreation and wellbeing (waiora and mauriora) from the mountains to the sea.
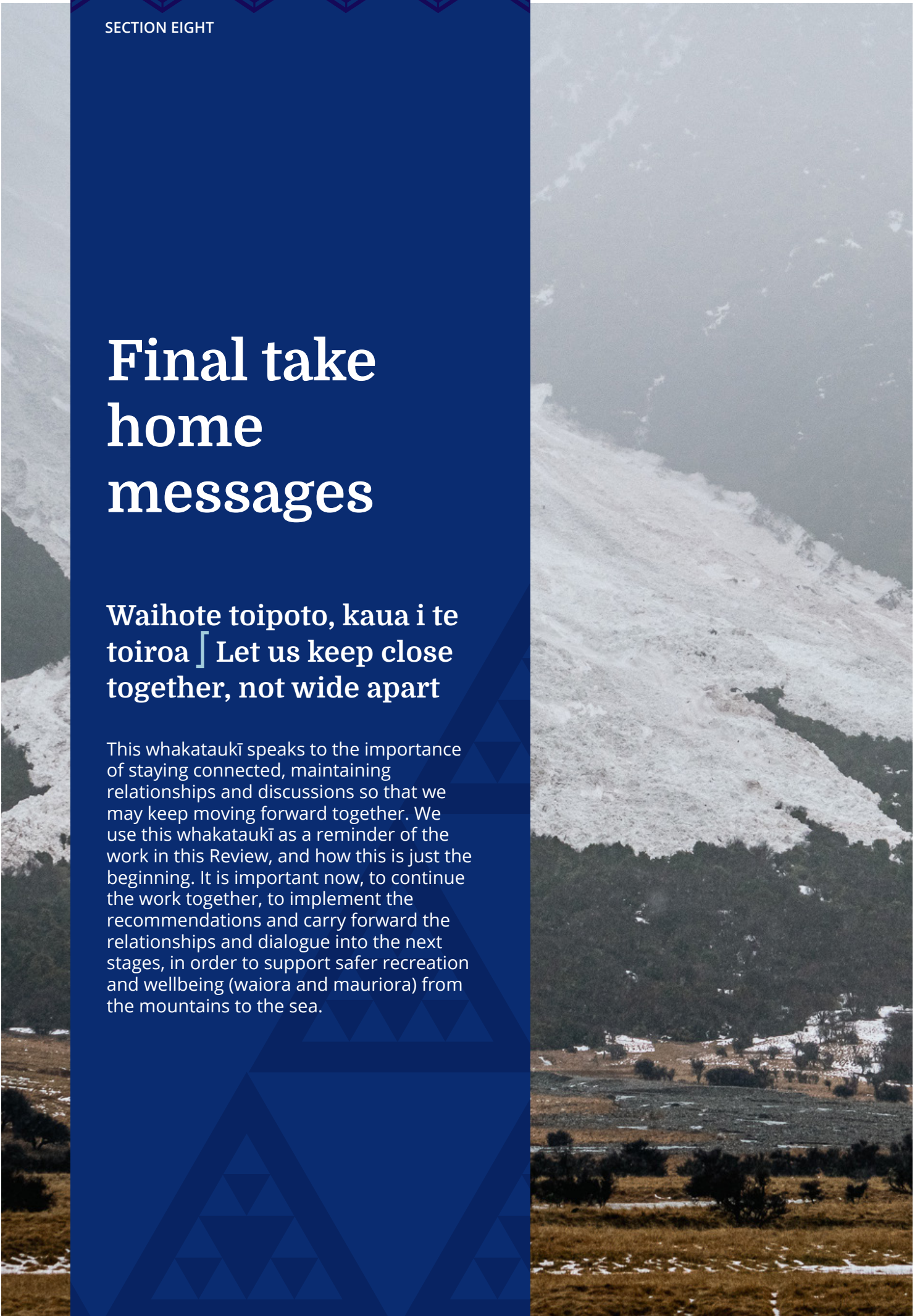
Final take home messages

> The findings and recommendations in this Report herald a new strategic approach to support the wellbeing of everyone who connects, recreates and operates here in New Zealand and across the NZSRR. These recommendations reflect the pipeline of safety services delivered across the recreational safety and the search and the rescue systems together, to support people to head outdoors and head home safely.

235. The proposed System Strategy and new look governance and leadership arrangements will ensure that the systems are strategically well connected and coordinated. The proposed arrangements streamline accountability and responsibilities for the System, through the appointment of a Ministerial Oversight Group, Te Manatū Waka as the System Steward supported by two Advisory Boards of key leadership organisations in the System including Māori.

236. The System Strategy, with Wai Puna at its heart, and Māori representation signals a clear intention for more sustained and deeper engagement with Māori across the System. This will act as a springboard to further explore the needs of Māori, and the needs of everyone who is supported by or through the System. Inclusivity and equality through the services delivered and within the organisations involved are vital to a flourishing New Zealand.

237. The recommendations contained in this Report will:
    - streamline collaboration and coordination between the organisations involved
    - herald stronger commitment to joint ways of working to resolve issues and maximise opportunities
    - support informed decision-making to target resources more effectively across the pipeline of services to better support harm prevention outcomes for people recreating in Aotearoa
    - provide the means to enable extra funding to create a more sustainable System with reduced risks
    - support better collaboration with adjacent systems across government to pursue resources and funding to deliver System outcomes
    - develop a sustainable workforce including volunteers who are well supported
    - provide sustainable /ongoing funding for the organisations involved.

238. Following Ministerial consideration of this Report, Te Manatū Waka will confirm an implementation plan, with a goal to stand-up its stewardship capability, finalise the System Strategy, and implement the proposed new governance arrangements and support structures, in order for the new System to go live in mid 2025.

239. Funding needs identified through this Report will be considered through the next available FED and Government Budget funding rounds.

240. We reflect that the level of change proposed will require Te Manatū Waka to work closely with Māori Kaihautū and organisations across the recreational safety and the search and rescue systems to ensure that they are engaged in this process and that any risks arising within the transition are effectively managed.

FINAL TAKE HOME MESSAGES

Implementation

241. The high-level implementation timeframe and activities to establish the new System and System Steward are summarised in Table 3 below.

Table 3: Proposed implementation timetable for a new System and System Steward

Timeframes	What
September 2023	Review Report and Volunteer Plan submitted to the Associate Minister of Transport. The Review Report and Volunteer Plan will subsequently be published on the Te Manatū Waka website
October 2023 – end June 2025	**Implementation Design, Planning and Transition to the new System and System Steward**

October 2023 – end March 2024	• Implementation Plan confirmed following appropriate engagement.
	• Design of the New System structure confirmed including:
	  – functions of the Ministerial Oversight Group, the Advisory Board, the Māori Kāhui Advisory Board, and Standing Groups, including membership and Terms of Reference
	  – functions of the System Steward, including structural design within Te Manatū Waka (e.g., Office or Business Unit), options (size and scale) and costs.
	• The approach to implement the System Strategy and the Volunteer Plan through the water safety, land safety, and search and rescue sub-systems confirmed.
	• Cabinet consideration of new System structure, including preferred option (size and scale) and the cost of the System Steward.

Mid 2024	• New Office/Business Unit Leader appointed.
Mid – end 2024	• Transition plan and change process confirmed. • NZSAR Secretariat transfers to new Office/Business Unit within Te Manatū Waka. • Recruitment for new positions underway.
October 2024 on	• FED funding round (with funding agreements in place by 1 July 2025).
Beginning – mid 2025	• System Steward's Work Programme established. • Transition – NZSAR Council, NZSAR Consultative Committee, the Wai Ora Leaders Forum, and the Land Safety Forum disestablished, and the new System structure stood-up.
1 July 2025	**Go Live: New Recreational Safety and Search and Rescue System and System Steward fully operational including:** • funding/budget for the System Steward and sector in place • work Programme for the System Steward finalised • new System Strategy confirmed • oversight of Water Safety New Zealand transferred from Sport NZ to Te Manatū Waka.

FINAL TAKE HOME MESSAGES

242. In addition, the following work identified within this Report should be progressed over the coming 12 months as detailed in Table 4 below.

Table 4: Other work identified through the Review for progression over the coming 12 months

What	Who
· Work to explore roles, responsibility, and funding arrangements for recreational safety around coastal and inland waterways, including perspectives on risk and risk management, and the strategies, tools and funding available/required.	Te Manatū Waka lead working with government, local government, iwi and NGOs
· Development of a model to forecast future demand for frontline safety and search and rescue services, to enable consideration of the System-wide capacity (assets and people) required in response, and the configuration of that capacity.	NZSAR Secretariat lead, with Maritime NZ including RCCNZ and the Police, NGOs and other organisations as appropriate.
· Work to determine operational service standards, tasking and day to day management arrangements for helicopter operations including the identification of resources and funding required.	Coordinating Authorities, NZSAR Secretariat, and other stakeholders as appropriate.
· Ongoing work to develop a framework to formalise how NGOs operate and are funded during a non-search and rescue event in civil emergencies (e.g., flood work).	NZSAR Secretariat, NEMA, Fire and Emergency, the Coordinating Authorities, NGOs and other organisations as appropriate.
· Preparation of business cases in the next available funding rounds (FED and/or Government Budget) to support the continuation of current funding, and provide for: – additional baseline funding for NGOs to support the level of services in the System, providing broad public benefits nationally, and – funding required to support volunteer networks, and for the volunteers directly, and – additional support to funders within the System supporting recreation-based NGOs and smaller community-based groups delivering recreational safety services. We acknowledge that other Business Cases to address operational issues not covered by this Report are expected and will also require preparation.	NGOs, Maritime NZ, Te Manatū Waka, and other organisations as appropriate.

Kōrero whakakapi

Waerea te rangi i tū nei
Waerea te papa e takato nei
Whakapūmautia tēnei kawa uruora
Te kawa ki a Matariki

Clear the sky above
Clear the sky below
Establish the ceremony
The formal ceremony of Matariki

Waerea seeks to clear space and people from any obstruction in order for the work to commence. This Review has cleared the pathway for us to work together to change our thinking towards safer recreation and wellbeing of people from the mountains to the sea.

For the time of the year that we are in we remember Matariki and the importance of each star: Matariki, Pōhutukawa, Tupu-ā-nuku, Tupu-ā-rangi, Waitī, Waitā, Waipuna-ā-rangi, Ururangi and Hiwa-i-te-rangi.

Pōhutukawa is the star who is connected to the dead or those who have passed on. She encourages us to reflect on the past and to be thankful for those who have contributed to our lives. Reflecting on what we have lost can guide us into the future. Let Pōhutukawa remind us of the work that we have done, and who this system of Recreational Safety and Search and Rescue is for; he tāngata, he tāngata, he tāngata – the people.

Huihui te pō,
Huihui te ao,
I te pō, i te ao
I te ao, i te pō
Haumi e, hui e
Tāiki e!

Supporting information

Glossary

	Definition
Adventure Activities Regulation	Refers to activities as defined in Regulation 4(1) of the Health and Safety at Work Act (Adventure Activities) Regulations 2016: https://www.legislation.govt.nz/regulation/public/2016/0019/latest/DLM6725604.html#DLM6725604
Capacity	Refers to the combination of assets and people required to deliver frontline safety services and search and rescue services, and the capability of those assets and people to deliver the services.
Distress	The International Convention on Maritime Search and Rescue defines the distress phase of a search and rescue operation as "a situation wherein there is reasonable certainty that a person, a vessel, or other craft is threatened by grave and imminent danger and requires immediate assistance."
Facilitated Training and Education	Broadly captures practical and/or classroom guidance and tuition provided by an organisation that is recognised and/or approved and/or registered for that purpose.
Frontline safety services	Direct harm prevention activity/interventions in the outdoors including providing safety messaging 'on the ground', lifeguard patrols, and rescuing swimmers and recreational craft users who are in immediate danger before it becomes a search and rescue operation.
Fuel Excise Duty (FED) funding	Fuel Excise Duty is a tax on petrol paid by recreational boat users. Under section 9(1) of the Land Transport Management Act 2008, the funds generated through this tax can be used to support search and rescue activities, recreational boating safety and safety awareness, and maritime safety services.
Mountains to the sea	Encapsulates all natural environments (mountains, bush/forest, lakes, rivers, creeks, estuary, ocean etc) that we may consider "the outdoors" as well as all recreation, activities, and operations (SAR) that takes place within them.
Non-government organisations (NGOs)	For the purpose of this Report we define an NGO as a non-profit, independent, community organisation that is broadly speaking not affiliated with central government, although they may receive financial and/or other support from the government.
Personal recreation	Captures recreational pursuits that people can do which are largely unregulated, and not for hire or reward, including tramping, hiking, mountain biking, caving, canyoning, hunting, fishing, diving, kai gathering, swimming (at the beach, river or lake), and boating (or any other recreational watercraft activity).

GLOSSARY

Recreational safety	Methods and measures that support people to undertake personal outdoor recreation safely to reduce the risk of death and serious injury, and to support them to avoid distress situations or survive them should they occur.
Regulated Transport Operations	Broadly captures organisations and people, and the activities they engage in, including their vehicles, vessels and craft, regulated by transport legislation (including transport rules and regulations).
Search and rescue services	Means the performance of distress monitoring, communication, coordination, and search and rescue functions, including provision of medical advice, initial medical assistance, or medical evacuation, using public and private resources, including cooperating aircraft, vessels, and other craft and installations.
System	A regularly interacting or interdependent group of people and/or organisations that function together as a whole to achieve the same or similar outcomes.
Tangata moana	People of the Pacific
Tangata tiriti	Treaty partner, people of the Treaty, non-Māori.
Tangata whenua	Māori, people of the land
Water Safety	Methods and measures to reduce the risk of people drowning causing death and injury in, on and around bodies of water.
Wai Puna	A theory of Māori water safety and health developed by Dr Chanel Phillips (Ngāti Hine, Ngāpuhi), Centre of Indigenous Science, University of Otago.

APPENDIX 1

Appendix 1: Overview – recreational safety and search and rescue

> Together the recreational safety and the search and rescue systems[56] provide a pipeline of safety services supporting the wellbeing of everyone who connects, recreates, and operates across our wider search and rescue region.

Recreational safety

Kaupapa – philosophy

1. As New Zealanders, our connection to the wai (water) and the whenua (land) is integral to who we are and our sense of belonging – from early voyaging to Aotearoa and generations of kai gathering. New Zealanders continue to participate in a wide variety of outdoor recreation activities such as hiking, tramping, climbing, skiing, hunting, diving, fishing, kayaking, and watercraft activity.

2. For some, a swim at the beach, lake, or river, or a day hike through a regional park is a much enjoyed and refreshing activity. Others like to push themselves further, to test their skills and endurance by, for example, scaling the heights of Aoraki Mount Cook. And for some, fishing and hunting puts kai on the table to feed whānau and friends.

3. We observe a philosophy of outdoor recreation to encourage people to get active, for their health and wellbeing, and engage with the natural environment, with the knowledge, skills and behaviours to return home safely. Preparedness and prevention are critical to achieving safer recreation.

4. Through our work we observed no agreed definition of recreational safety. It can capture safety services offered by a range of organisations to reduce the risk of preventable death and injury across a broad range of environments and pursuits – indoors and outdoors, personal recreation and facilitated recreation (e.g., sporting activities and activities for hire and reward including adventure activities).

5. For the purposes of this Review, we have focused on personal recreation in the outdoors – specifically, recreational safety services that reduce the risk of preventable death and injury, supporting people to avoid distressing situations or survive should they occur.[57]

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56. The term 'system' encompasses a set of things that work together towards a common goal. In this case, this includes organisations and groups of people who support wellbeing outcomes for those who are connecting and recreating here in New Zealand and operating across the New Zealand Search and Rescue Region.
57. Personal recreation captures activities that people can do which are largely unregulated and not for hire or reward, including tramping, hiking, mountain biking, caving, canyoning, hunting, fishing, diving, swimming at the beach/lake/river, and boating or any other recreational watercraft activity. It is the intersection between personal recreation and safety, and search and rescue which has been a key area of focus for the Review.

Services

6. A mix of government, local government and non-government organisations (NGOs) deliver services within the system to support people to stay safe in the outdoors. The services include:

    • dedicated websites with information, guidance, and education on how to stay safe in the outdoors, for example Plan My Walk, the New Zealand Avalanche Advisory service, Safer Walking, Safer Boating, Safe Swim, Water Safety and Adventure Smart.[58]

    • generic guidance documents on how to stay safe in the outdoors including the Land Safety Code, the Water Safety Code, and the Boating Safety Code

    • targeted safety campaigns, for example, track specific tramping videos, the Swim Reaper campaign, promoting 'new for old' life jackets, and personal locator beacon (PLB) use and registration[59]; and generic harm prevention campaigns through ACC, for example *have a hmm*

    • visitor safety services online and in situ, and infrastructure provided by Councils and the Department of Conservation (DOC) to manage visitor risk safety in accordance with legislation, plans (statutory or otherwise), policies, and management procedures[60]

    • regulatory and compliance activity to support people to follow the rules, including the "No excuses" national on water compliance campaign involving Maritime New Zealand (Maritime NZ) and regional councils, and enforcement action when rules are broken[61]

    • frontline safety services in, on, and around the water and land adjacent through Surf Life Saving New Zealand (Surf Life Saving) and Coastguard New Zealand (Coastguard NZ) including people (e.g., lifeguards at beaches, and on-water patrols), and the provision of equipment and infrastructure (e.g., observation towers, signage, and watercraft).

7. Recreational related experiences – including how to stay safe in the outdoors – also comes from whakapapa, and whānau and friends sharing their knowledge and guidance. Also, through memberships of an Association or Club – participating in activities and learning from others.

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58. For more information, see the following: https://planmywalk.nz/; https://www.avalanche.net.nz/; https://safer(walking.nz/; https://saferboating.org.nz/; https://www.theswimguide.org/; https://www.dpanz.org.nz/e-learning/; https://www.watersafetynz.org/resources; https://www.adventuresmart.nz/.

59. See for example: https://www.mountainsafety.org.nz/explore/video-impact-research/; https://swimreaper.co.nz/; https://www.coastguard.nz/boating-safely/lifejackets/old4new/; https://beacons.org.nz; https://www.acc.co.nz/newsroom/have-a-hmmm/.

60. As an example, see the Visitor Risk Safety Policy here: https://www.doc.govt.nz/about-us/our-role/managing-conservation/recreation-management/visitor-risk-management/docs-visitor-risk-management-policy/, and track classification here: https://www.doc.govt.nz/parks-and-recreation/things-to-do/walking-and-tramping/track-categories/.

61. There are very limited recreational safety rules in place across the recreational safety system – the exception being recreational boating. Rules to guide recreational craft users are contained in Maritime Rule Part 91 https://www.maritimenz.govt.nz/content/rules/part-91/Part91-maritime-rule.pdf, and Regional Council Bylaws with corresponding penalties for those who cause risk to themselves or others. Note there is no skipper licensing mandatory qualification or warrant of fitness for recreational marine vessels (beyond Consumer Guarantees Act 1993 requirements). In some areas vessel registration is in place but the approach varies across regional bylaws.

8. In addition, facilitated training and education programmes provide young and old alike with a broad range of recreational skills and qualifications.[62] Several programmes have critical safety components that feed into better recreational safety outcomes across New Zealand. Of significance is Water Skills for Life – the national standard for aquatic education in New Zealand. It includes a range of resources and professional development opportunities for schools and teachers through Kia Maanu Kia Ora (Water Safety New Zealand). Drowning Prevention Auckland also delivers water competency education.[63]

9. We acknowledge that the organisations involved in delivering recreational safety activities, individually and collectively, are passionate, committed, and strive to support safe outcomes for people who head outdoors to connect and recreate in the wai and the whenua.

Search and rescue

Kaupapa – philosophy

10. New Zealand is part of an international ecosystem committed to assisting persons who are lost, missing, or in distress, regardless of nationality or circumstance, and ensuring that persons in distress are delivered to a place of safety (without fear or favour).

11. The world's oceans and seas are divided into areas of responsibility (known as search and rescue regions), with responsibility for each Region assigned to a specific country. The New Zealand Search and Rescue Region (NZSRR) – which includes the New Zealand landmass – spans 30 million square kilometres and covers one of the largest search and rescue regions in the world. This area extends from the mid-Tasman Sea, halfway to Chile, and from the South Pole, almost up to the Equator.

12. New Zealand, through the international conventions it is a party to,[64] is (in summary) required to arrange for:
    * establishment and prompt provision of search and rescue services within our search and rescue region
    * establishment of a rescue coordination centre for the relevant search and rescue region, staffed 24 hours a day, and
    * establishment of a 'national machinery' for the overall coordination of search and rescue services.

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62. This includes lessons supporting recreational competency including swimming, diving, boating, surfing, etc, and outdoor education through organisations like the Alpine Clubs of New Zealand, Outdoor Education New Zealand, Graham Dingle Foundation, Outwood Bound, and Hilary Outdoors.
63. For more information, see: https://www.waterskills.org/; https://kmko.nz/rauemi-resources; https://www.dpanz.org.nz/education/.
64. The Convention on International Civil Aviation 1944: Annex 12 'SAR Standards and Procedures'; the International Convention for the Safety of Life at Sea (SOLAS) 1974: Chapter V 'Search and Rescue'; the Convention on the High Seas 1958: Article 12; the International Convention on Maritime Search and Rescue 1979: the 'Provision of Regional SAR Services and RCC' and the United Nations Convention on the Law of the Sea (1982): Article 98 'Duty to Render Assistance'.

13. These requirements are implemented in New Zealand's legislation including the Civil Aviation Act 1990 (Section 14B) and the Maritime Transport Act 1994 (Section 431). The Minister of Transport, through these two statutes, is responsible for the organisation and conduct of search and rescue activities within the NZSRR. Other New Zealand statutes that relate to the provision of search and rescue services include the Policing Act 2008 (Sections 9 and 10), and the Coroners Act 2006 (Section 19).

14. Search and rescue services include distress monitoring, communications, and the coordination and delivery of search and rescue. This includes the provision of medical advice, initial medical assistance, or medical evacuation, through the use of public and private resources such as vessels of opportunity. It is a resource intensive system with nearly 11,300 operational people involved as well as many hundreds of vehicles, vessels, and aircraft.

15. Search and rescue operations are coordinated by the two mandated search and rescue Coordinating Authorities:
   - NZ Police (the Police) are responsible for the coordination of **Category I** operations, which are those that include land searches; subterranean searches; river, lake, and inland waterway searches; and close-to-shore marine searches – usually within 12 nautical miles.[65]
   - Maritime NZ – through the Rescue Coordination Centre New Zealand (RCCNZ) – is responsible for the coordination of **Category II** operations, which are those that involve major maritime searches; major aviation searches; and land-based missions involving the activation of a distress beacon.[66]

16. Special coordination arrangements are in place for search and rescue services in Antarctica.[67]

17. The Police and RCCNZ can coordinate land, sea and air search and rescue operations anywhere within the NZSRR, 24 hours a day, seven days a week.

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65. Countries/states with a coastline have what is called a Territorial Sea to a limit of 12 nautical miles. The Territorial Sea is that part of the sea adjacent to the coast of a state that is considered to be part of the territory of that state and subject to its sovereignty.
66. RCCNZ operates in accordance with internationally agreed procedures and protocols established by the International Aeronautical and Maritime Search and Rescue Manual. Maritime NZ is also responsible for conducting maritime response and recovery activities (e.g., salvage, marine pollution response).
67. National Antarctic Programmes are the Coordinating Authorities for all Category I search and rescue operations in Antarctica.

APPENDIX 1

18.   A mix of government agencies (including the New Zealand Defence Force, Fire and Emergency New Zealand, DOC, and the Police), commercial operators (e.g., helicopter operators), and NGOs deliver search and rescue services. The NGOs are Amateur Radio Emergency Communications, Coastguard NZ, New Zealand Land Search and Rescue (Land Search and Rescue) and Surf Life Saving – their volunteers make up 91 percent of the personnel delivering frontline safety and search and rescue services.

19.   In addition, the Coordinating Authorities can request the assistance of vessels of opportunity[68] to undertake search and rescue functions and request support from neighbouring search and rescue jurisdictions. Reciprocally, New Zealand supports search and rescue operations in neighbouring search and rescue regions when requested, in line with our expertise, capabilities, and legal authority. International cooperation is critical in the interest of the safety of New Zealand citizens who travel or live worldwide and consistent with New Zealand's humanitarian goals.

20.   The search and rescue system is also an integral part of New Zealand's wider emergency management framework, and its people and assets are often called upon to support large scale emergency responses (e.g., civil defence emergencies such as the response to Cyclone Gabrielle).

Supporting wellbeing outcomes globally

21.   Through RCCNZ, Maritime NZ is a key player in the Pacific Search and Rescue Steering Committee[69] and is funded through the Ministry of Foreign Affairs and Trade to deliver the Pacific Maritime Safety Programme. The Programme focuses activity across five key areas: community education and awareness, regulatory frameworks, maritime training, domestic vessel safety and search and rescue, and marine pollution response.

22.   Search and rescue specific activity through the Programme includes growing capacity within Pacific Island countries to respond to search and rescue related events within their country's own 12 nautical mile limit. In addition, the breadth of safety work captured in the Programme (including safe vessels, safe operations, education to artisanal fishers etc) has search and rescue prevention benefits – potentially reducing the frequency and severity of the search and rescue response required by Maritime NZ across the NZSRR.

23.   We note too that Coastguard NZ and Surf Life Saving aim to support the work of, and play a role within, the International Life Saving Federation and the International Maritime Rescue Federation (in addition to Maritime NZ through RCCNZ and Water Safety New Zealand). The expertise of Surf Life Saving is often recognised internationally in requests from Pacific nations for assistance to help in the development of water and beach safety initiatives.

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68.   The duty to render assistance at sea is a long-standing rule of international law, which applies to all vessels (including but not limited to private vessels, commercial vessels, and government owned vessels) and to all areas of the sea around the globe.
69.   A collective of search and rescue agencies from five principal nations – Australia, Fiji, France, New Zealand, and the United States of America – that hold responsibility for significant search and rescue regions in the central and southeastern Pacific. Each of these nations is committed to working with other Pacific Island Countries or Territories within or neighbouring their areas of responsibility to build search and rescue response capability.

Future trends and influences

24. As part of our work, we reviewed environmental scans undertaken in New Zealand and worldwide to identify trends across recreational safety and search and rescue in the near and longer-term future. From these trends, we have identified a smaller set of 'megatrends', which have been benchmarked against those identified by leading international organisations that specialise in 'futures thinking'.

25. We identified the following uncertainties that the systems and organisations within them will need to be able to respond to and plan for together – now and into the future – to ensure that recreational safety and search and rescue services are fit for purpose.[70] These trends include:

    - an increase or decrease in the number of people recreating, driven by population and demographic changes, balanced against changes in lifestyle and recreational choices, and technological advances
    - changes in personal attitude to risk while recreating outdoors, through social media for example, where people become less risk averse, coupled with less predictable environmental conditions due to climate change, that may lead to greater risk exposure
    - the changing nature of risk tolerance across society, which shapes what and how risks should be mitigated and by whom (i.e., the individual or the System), including expectations around the level of risk mitigation required potentially exceeding the capacity of the System to respond

    - more rescues and less search activity as advances in technology are made, but an increase in the ongoing complexity of search and rescue events due to more extreme weather patterns and an increase in climate-related natural disasters across New Zealand and the wider NZSRR[71]
    - an increase or decrease in funding, through changes in government and local government priorities and commercial and non-commercial funding streams
    - pressures on the volunteer model of operating, due to changing lifestyles and increase in the scope of role and compliance activities
    - uncoordinated and ineffective engagement with iwi/hapū/marae/hapori leading to fragmented and inconsistent arrangements and unproductive collaboration.

26. Addressing these uncertainties requires the systems and organisations together to prepare for and respond to potentially opposite outcomes. Also to develop systems-wide policy responses that can be implemented as trends develop and solidify.

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70. These trends were identified using the GEEST model, which examines trends under categories including Geopolitical, Economic, Environmental, Social, and Technological.
71. We also reflect that organisations' responsible for the coordination and delivery of search and rescue activity across the wider NZSRR work within a wider geopolitical context that will continue to evolve. Strategic competition is increasingly out in the open, including in the Pacific, including ongoing pressure on both the international rules system and the established framework of multilateral cooperation that govern activities across maritime, aviation, space, and Antarctica.

Appendix 2: Current governance and leadership arrangements

Recreational Safety

1. There are several national organisations with a core focus on supporting safe outcomes for people when they head outdoors to recreate. This includes the Mountain Safety Council, New Zealand Land Search and Rescue (Land Search and Rescue) the Department of Conservation (DOC), Water Safety New Zealand (Water Safety NZ), Maritime New Zealand (Maritime NZ), Coastguard New Zealand (Coastguard NZ), Surf Life Saving New Zealand (Surf Life Saving) and the New Zealand Search and Rescue (NZSAR) Council through the NZSAR Secretariat. We also acknowledge Drowning Prevention Auckland given its dedicated drowning prevention role across the Auckland region, and the wider work it has underway, and the information and education material it has publicly available on-line.

2. Collective leadership forms with a dedicated focus on recreational safety within the scope of the Review are described within Table 1 below.

Table 1: Collective Governance and Leadership Forums – Recreational Safety

Leadership Forum	Administered by	Funding and oversight	Membership includes	Purpose
Wai Ora (Water Safety) Leaders Forum	Water Safety NZ (NGO)	Sport NZ	Water Safety NZ, Mountain Safety Council, Coastguard NZ, Drowning Prevention Auckland, NZSAR Secretariat, Recreation Aotearoa, Maritime NZ, Coastguard Boating Education, Surf Life Saving, Swimming New Zealand, Coastal People: Southern Skies.	To provide effective collaboration across the water safety sector in the delivery of the Wai Ora Strategy and provide strategic advice to the CE of Water Safety NZ. The Wai Ora Strategy represents the water safety sector's collective approach to drowning prevention and saving lives.
Safety Walking Reference Group	Land Search and Rescue (NGO)	NZSAR Council	Land Search and Rescue, NZSAR Secretariat, Age Concern, Alzheimer's NZ, Autism NZ, Dementia New Zealand, Disabled Persons Assembly, Grey Power NZ, Health Care NZ, Home & Community Health IHC, Ministry of Education, Ministry of Social Development, People First, NZ Police (the Police), Retirement Village Association, Royal NZ College of GPs, WanderSearch.	To collectively engage and provide leadership and governance to achieve positive outcomes for the Safer Walking sector – supporting safer walking for people with cognitive disabilities who are at risk of going missing. Its objectives include representing and raising awareness of the Safer Walking framework; having oversight of the effective achievements of the Safer Walking framework; providing and promoting wander-related reduction, readiness, response and recovery guidance, and good practice documentation.
Land Safety Forum	Department of Conservation	NZSAR Council	DOC, NZSAR Secretariat, Land Search and Rescue, Mountain Safety Council, the Police, Water Safety NZ, Deerstalkers Association, Federated Mountain Clubs, Game Animal Council, NZ Alpine Clubs, Herenga a Nuku – Walking Access Commission.	The purpose of the Land Safety Forum is to maximise opportunities and to enhance collaboration in the land safety sector for improved outcomes. Its goals include working together to enable people to recreate more safely in the outdoors; encouraging active and constructive sector wide discussion and example-setting amongst member organisations; and identifying and enhancing the effectiveness of land safety initiatives.
NZSAR Consultative Committee	NZSAR Secretariat	NZSAR Council	Amateur Radio Emergency Communications, Ambulance NZ – St John, Antarctica New Zealand, the Aviation Industry Association, the Civil Aviation Authority (CAA), the Federation of Commercial Fisherman, Land Search and Rescue, Maritime NZ including the Rescue Coordination Centre New Zealand (RCCNZ) and the Maritime Operations Centre, Te Manatū Waka Ministry of Transport, the New Zealand Defence Force, DOC, Fire and Emergency New Zealand (Fire and Emergency), the Mountain Safety Council, the Police, Coastguard NZ, Surf Life Saving, the National Emergency Management Agency.	To provide a national forum for all NZSAR stakeholders, including voluntary groups. Its objectives include informing the strategic decision-making process of the NZSAR Council; sharing initiatives, processes and knowledge as appropriate; working collectively to deliver objectives within the national search and rescue strategic plan. This includes search and rescue prevention.
Recreational Craft Leaders Forum	Maritime NZ	Maritime NZ	Coastguard NZ, Harbour Masters, Kaihautū, Maritime NZ, Paddle Company, Yachting New Zealand	Providing leadership, direction, and influence in the recreational craft space. The Forum has developed a new Recreational Craft Strategic Framework for 2022-2025, focused on reducing the number of fatalities and serious injuries from recreational boating.

3. Collective governance and leadership arrangements for land-based recreation is also evident through the Mountain Safety Council, comprising organisations with a focus on land safety. Council members' representatives form the basis of the organisation's governance structure that provides strategic direction. The Mountain Safety Council's focus is on the development and promotion of safety messaging by identifying and responding to insights provided through the ongoing collection and analysis of data, and by building partnerships with relevant organisations.

Search and rescue

4. Governance and leadership of the search and rescue system comes through the NZSAR Council, supported by a Secretariat and Consultative Committee. These arrangements were confirmed by Cabinet in 2003.[72]

NZSAR Council

The Council's role is to provide national strategic governance and leadership to New Zealand's search and rescue system. In keeping with the Council's high-level strategic function, its membership is drawn from the chief executives (or delegated to a senior executive) of Te Manatū Waka, the Police, the New Zealand Defence Force, DOC, Maritime NZ (including RCCNZ), CAA, Fire and Emergency, and an Independent Member representing the voice of the NGOs.

NZSAR Secretariat

The Secretariat provides the NZSAR Council with information, support services, and advice. It also provides system leadership and implements measures to effect strong strategic coordination of New Zealand's search and rescue system.

NZSAR Consultative Committee

The Consultative Committee provides a national forum for all New Zealand search and rescue stakeholders, including the NGOs. It provides a link between the Council and the providers of search and rescue services.

5. The NZSAR Council's functions include, but are not limited to:
    -   providing
        -   strong strategic coordination for all search and rescue in New Zealand
        -   strategic policy advice to government
    -   responsibility for
        -   developing and maintaining New Zealand's search and rescue plan[73]
        -   establishing a New Zealand search and rescue vision, mission, and goals.

Table 2: Governance and leadership arrangements for search and rescue

NSS: National Security System
SAROPs: Search and Rescue Operations
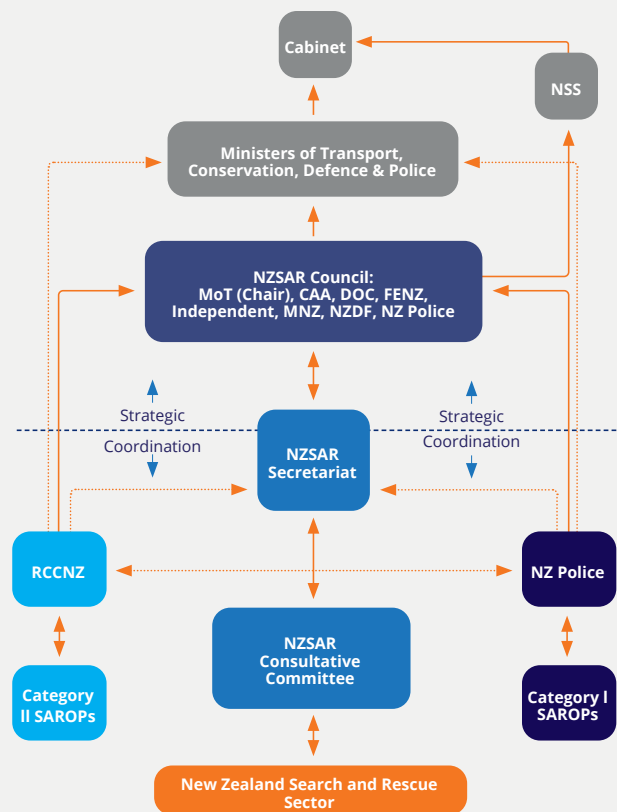
72. https://nzsar.govt.nz/assets/Downloadable-Files/2020-09-09-CO14a-CBC_Min_03_2_14_establishing_NZSAR_Council-v2.pdf.
73. The search and rescue strategic plan for 2021-2024 can be found here: https://nzsar.govt.nz/assets/Downloadable-Files/NZSAR-Strategic-Plan-2021-2024.pdf.

Appendix 3: Size of the systems and the government contribution

Context

1. Every year, millions of people across Aotearoa head outdoors to connect, recreate and operate across the wai and the whenua. A range of services target those 'moments that matter' when people head out to recreate and gather kai – this includes information, guidance, education, and visitor safety services in situ – providing people with the knowledge and skills to stay safe, avoid distressing situations, or survive them should they occur.[74] The latter includes frontline safety services on the ground, to help people when they get into trouble, as well as search and rescue services to return them back to their whānau and friends. Search and rescue is available to anyone and any entity (charitable, commercial or otherwise), anytime and anywhere they need it across the New Zealand Search and Rescue Region.

2. While it is not possible to prevent and mitigate all accidents, and the need for search and rescue in response, organisations in the systems are committed to do more to support better recreational safety and search and rescue outcomes. We observe a range of work underway across the systems by the organisations involved to better understand, decide on, and do more of what really works, to support people to make the right decisions and return home safely.

Death, accident and incident rates

### Land related recreational death and injury rates[75]

3. Within the land sector, death rates have remained relatively low over the past five years. For example, 41 people lost their lives involved in tramping, mountaineering, hunting, and trail running activities. The total number of injuries over the same period across these activities was 57,538 as illustrated in Graph 1 below.

4. Over this period, six tramping related deaths involved river crossings (including possible drowning).

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74. Including safety information online about where to head and what to bring; services in situ, including signage, equipment, and other visitor safety services, lifeguard services at beaches (which will vary at each location); and rāhui over a particular area where a death has occurred to restore the mauri (lifeforce) of the people and place and support people to learn from the event.
75. Statistics sourced through the Mountain Safety Council.

Graph 1: Land safety related injuries by activity 2018 – 2022
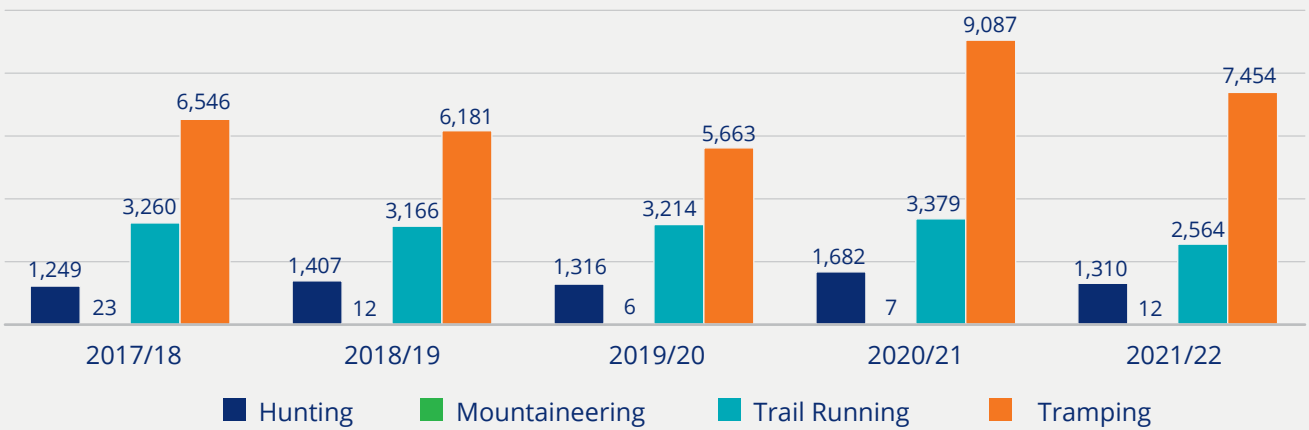
Safer Walking incidents

5. The total number of wander related incidents recorded as search and rescue operations are included in Graph 2 below. (This number is expected to be higher reflecting unreported incidents).

Graph 2: Wander related search and rescue operations 2020 – 2023
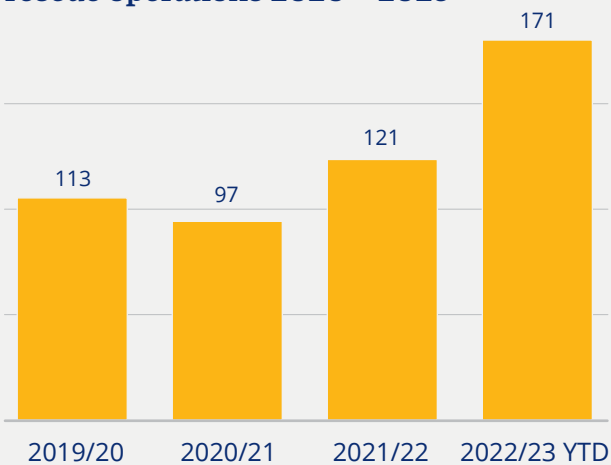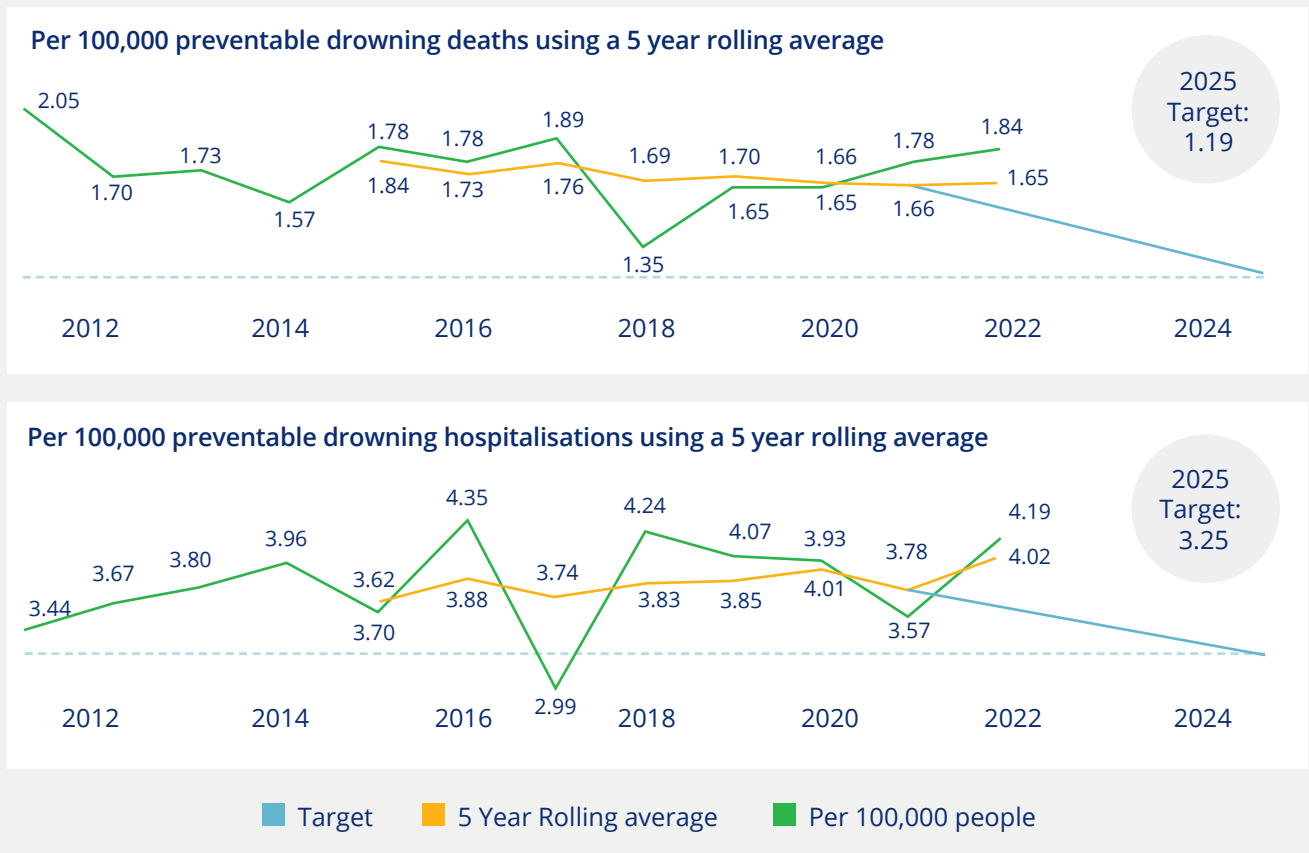

Water safety death and hospitalisation[76]

5. In the Wai Ora (Water Safety) Sector Strategy, reducing death and hospitalisation rates is a critical area of focus with targets included in the Strategy. Water Safety New Zealand (Water Safety NZ) notes that our drowning rate is almost double that of Australia and almost four times that of most Western European countries, although we recognise that there may be different factors which influence this including geography; hospitalisations are also higher.

6. Graph 3 below shows the five-year rolling average of drowning related death and hospitalisation rates against the Strategy targets.

7. Over the past five years (2018-2022) there have been 400 lives lost at a cost of $1.9 billion.[77]

8. Water Safety NZ statistics show that a large proportion of these drownings involve people engaged in personal recreational activities (e.g., swimming, fishing, surfing, diving, boating, and other recreational craft activity) on, in, and around the water.

76. Statistics sourced through Water Safety NZ.
77. Adapted from the Te Manatū Waka Ministry of Transport's statistical value of a life model factoring in loss of life or life quality, loss of economic productivity, medical and other material resource costs.

APPENDIX 3

Graph 3: Drowning and hospitalisation rates 2012 – 2022

Per 100,000 preventable drowning deaths using a 5 year rolling average

2025 Target: 1.19

2.05
1.73
1.70
1.57
1.78
1.78
1.89
1.84
1.73
1.76
1.69
1.70
1.66
1.78
1.84
1.35
1.65
1.65
1.66
1.65

2012 2014 2016 2018 2020 2022 2024

Per 100,000 preventable drowning hospitalisations using a 5 year rolling average

2025 Target: 3.25

3.44
3.67
3.80
3.96
3.62
4.35
4.24
4.07
3.93
3.78
4.19
3.70
3.88
3.74
3.83
3.85
4.01
4.02
2.99
3.57

2012 2014 2016 2018 2020 2022 2024

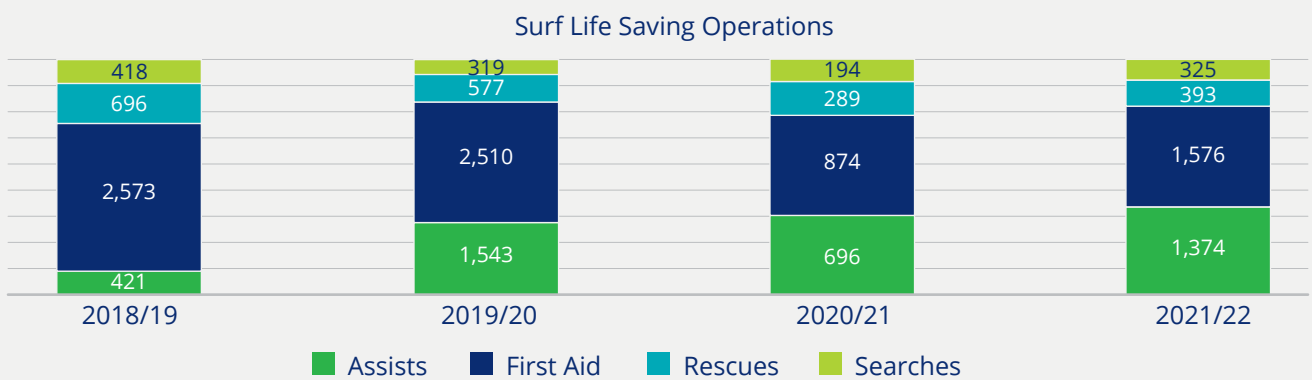■ Target ■ 5 Year Rolling average ■ Per 100,000 people

APPENDIX 3

Safety services supporting wellbeing outcomes

9. While the value of the breadth of recreational safety services provided across the systems is not currently available, millions of New Zealanders, and visitors to New Zealand benefit from them. We observe an ongoing maturity across the organisations working in the systems to better understand the impact of these services – the intention is
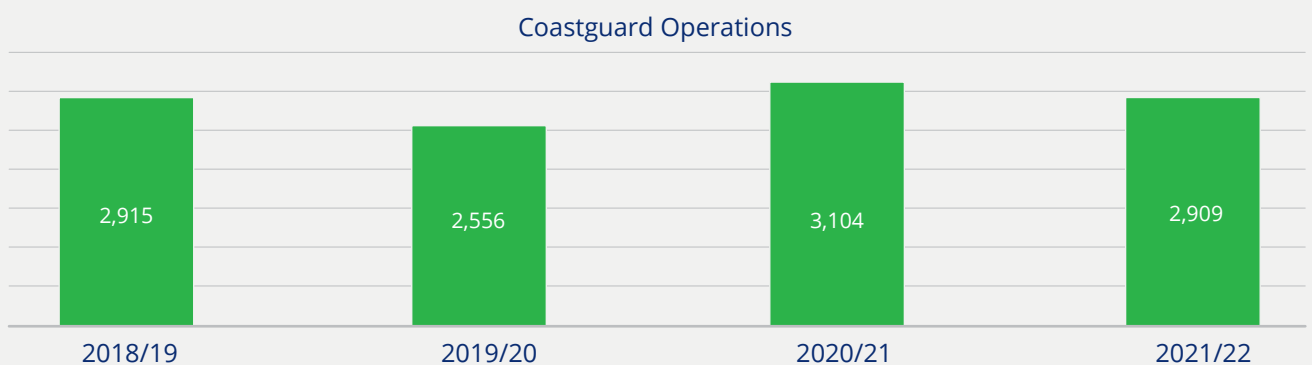
there, but the capacity and funding to develop a valuation methodology is mixed.

10. Organisations delivering frontline safety services – for example Surf Life Saving New Zealand (Surf Life Saving) and Coastguard New Zealand (Coastguard NZ) measure the number of their prevention activities delivered on the ground to people in need. These are reflected in Graphs 4 and 5 below.

11. Over these four years Surf Life Saving also undertook 338,304 preventative actions.

Graph 4: Surf Life Saving New Zealand – frontline safety service support services (2019 – 2022)

Surf Life Saving Operations

	2018/19	2019/20	2020/21	2021/22
Searches	418	319	194	325
Rescues	696	577	289	393
First Aid	2,573	2,510	874	1,576
Assists	421	1,543	696	1,374

■ Assists   ■ First Aid   ■ Rescues   ■ Searches

Graph 5: Coastguard New Zealand – frontline safety service support services (2019 – 2022)

Coastguard Operations

2018/19	2019/20	2020/21	2021/22
2,915	2,556	3,104	2,909

Coastguard NZ operations include fuel, mechanical, electrical, fire and medical events.
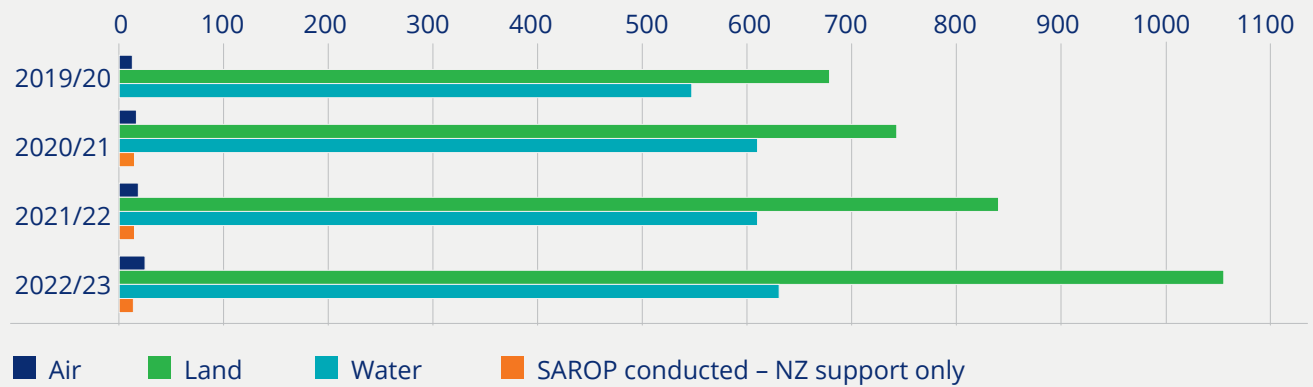
Search and Rescue

12. The search and rescue system delivers hundreds of search and rescue operations annually across air, water and land as illustrated in Graph 6 below. This includes search and rescue in neighbouring jurisdictions that New Zealand has supported.
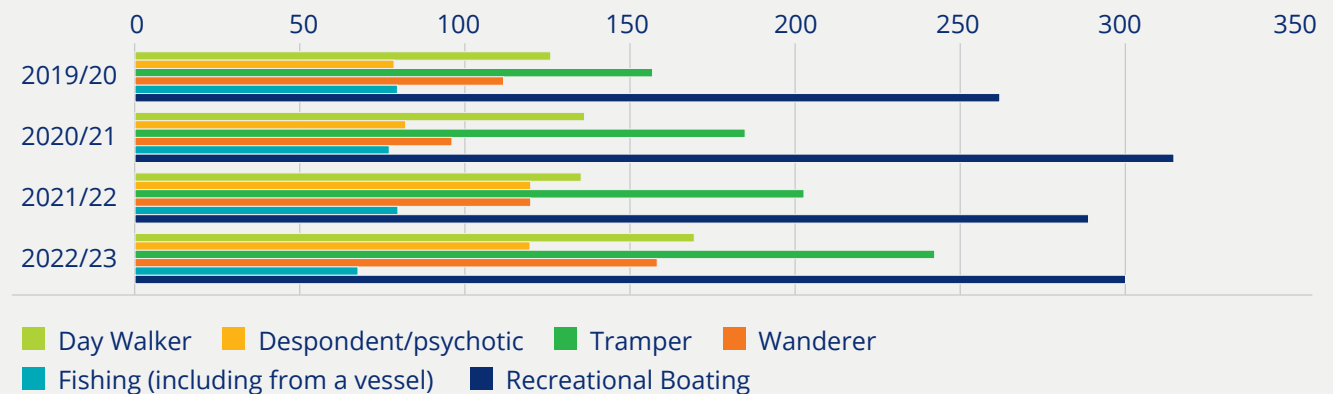
13. Approximately 65 percent of the search and rescue operations over the time period, as illustrated in Graph 7 below, involved people lost, missing and/or in distress, who were:
    • involved in day walking, tramping, recreational boating, and fishing off a vessel, or
    • despondents and wanderers[78].

Graph 6: Search and rescue operations 2019 – 2023[79]

Legend: Air, Land, Water, SAROP conducted – NZ support only

Graph 7: Most common types of search and rescue operations 2019-2023[80]

Legend: Day Walker, Despondent/psychotic, Tramper, Wanderer, Fishing (including from a vessel), Recreational Boating

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78. A despondent broadly describes a person who is depressed or suicidal who goes missing. A wanderer generally describes a person with cognitive impairment who goes missing while out walking.
79. Data sourced from the NZSAR Secretariat.
80. Ibid 83.

APPENDIX 3

Government funding

14. Funding comes from multiple sources to support service delivery across the recreational safety and the search and rescue systems including government, local government, New Zealand Lotteries Commission, charities, sponsorship and user pays. The mix reflects the range of organisations operating, the beneficiaries of the services provided, and the multiple funding sources non-government organisations (NGOs) combine to support service delivery.

15. Recreational safety activities of government agencies are grounded in legislative requirements and are part of the agency's primary functions. However, critical search and rescue activities though legislatively mandated, are only one of several services delivered by the agencies. Personnel costs are not captured at levels that allow for direct allocation to activities covered by these systems; assumptions therefore have been made to arrive at estimates of personnel and operating costs.

16. The key government agencies covered in these figures are the Department of Conservation (DOC), Fire and Emergency New Zealand (Fire and Emergency), Maritime New Zealand (Maritime NZ) for recreational boating, and search and rescue coordination through the Rescue Coordination Centre New Zealand (RCCNZ), the New Zealand Defence Force, NZ Police (the Police), and Te Manatū Waka covering the New Zealand Search and Rescue (NZSAR) Secretariat.

17. These organisations have spent more than $70 million in 2021/22 on services across the systems made up of:
    - expenditure with a focus on visitor safety matters of $33 million invested by DOC and $5 million by Maritime NZ in recreational boating
    - Coordinating Authorities for search and rescue activity – the Police $14.5 million and RCCNZ $9.9 million
    - support totalling $3 million for search and rescue operations provided by the New Zealand Defence Force and Fire and Emergency
    - governance and leadership undertaken by the NZSAR Secretariat totalling $4.6 million including training for the search and rescue sector of $1.2 million.

18. Expenditure by these organisations for the four years from 2018/19 to 2021/22 is summarised in Graph 8 below.

19. The fluctuations in expenditure are driven by variable operational activity. DOC's $33 million baseline expenditure is consistent over the period.

20. In addition, Maritime NZ is funded by the Ministry of Foreign Affairs and Trade to deliver the Pacific Maritime Safety Programme in partnership with the Cook Islands, Kiribati, Niue, Samoa, Tokelau, Tonga and Tuvalu. The initiatives within the Programme include information and education initiatives to improve maritime safety and the maintenance of search and rescue plans in these countries.

Graph 8: Key government agency expenditure 2019 – 2022

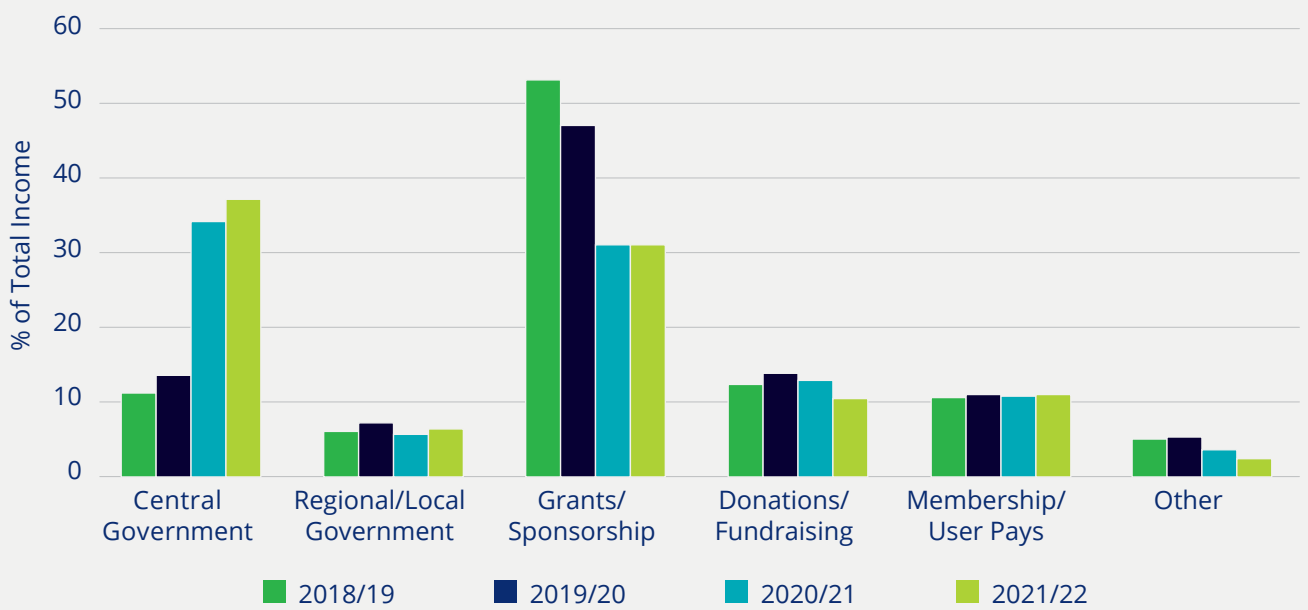| Year	$ millions
2018/19	~61
2019/20	~69
2020/21	~71
2021/22	~70

$ millions
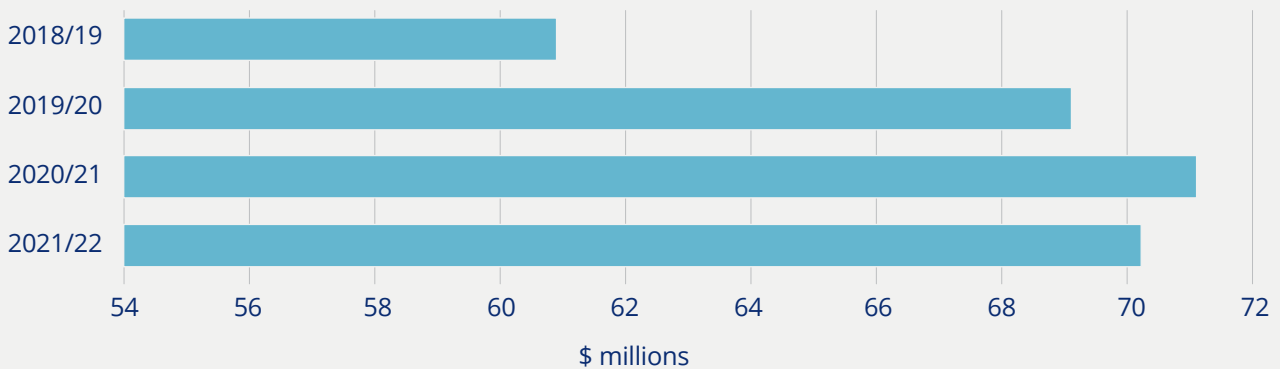
Funding of non-government agencies

21. Nationally based NGOs delivering services across the recreational safety and the search and rescue systems covered in this discussion are Amateur Radio Emergency Communications, Coastguard NZ, New Zealand Land Search and Rescue (Land Search and Rescue), Surf Life Saving, Water Safety NZ, and the Mountain Safety Council. Drowning Prevention Auckland is also included as it provides some in-kind support services outside the Auckland rohe. The NGOs are businesses with a combined average income of $64 million per annum over the last four years.

22. There are many recreation-focused organisations that operate in the recreational safety system which have not been captured in this picture. We acknowledge they have a strong interest in supporting their members to have the knowledge and skills to recreate and gather kai safely in the outdoors, however they are not delivering recreational safety services as their core business.

23. NGO income exceeded $250 million over the last four years of which only $65 million (26%) came from central government. Fundraising in its broadest sense accounted for $135 million (53%) of the income (grants and sponsorship (40%) and donations and fundraising (13%)). This is depicted in Graph 9 below.

24. There was a shift in the mix of funding between 2019/20 and 2020/21 when $77 million of government funding over three years for the main NGOs was injected into the systems. Frontline water safety rescue and prevention services received $45 million from Budget 2020 with FED funding of $32 million to maintain baseline frontline safety services.

25. Graph 10 breaks down NGO expenditure across the same period.

Graph 9: NGO income sources 2019 – 2022

Graph 9: NGO income sources 2019 – 2022. Bar chart showing % of Total Income (y-axis 0–60) for categories Central Government, Regional/Local Government, Grants/Sponsorship, Donations/Fundraising, Membership/User Pays, and Other, across years 2018/19, 2019/20, 2020/21, 2021/22.

Graph 10: NGO expenditure 2019 – 2022

Graph 10: NGO expenditure 2019 – 2022. Bar chart showing % of Total Expenditure (y-axis 0–30) for categories Personal/Contractors, Administration and other, Asset related, Club Support operational, Club Support capital, Volunteer Support, Training (internal), Public Safety Initiatives, Services, Membership/User Pays, and Fundraising, across years 2018/19, 2019/20, 2020/21, 2021/22.
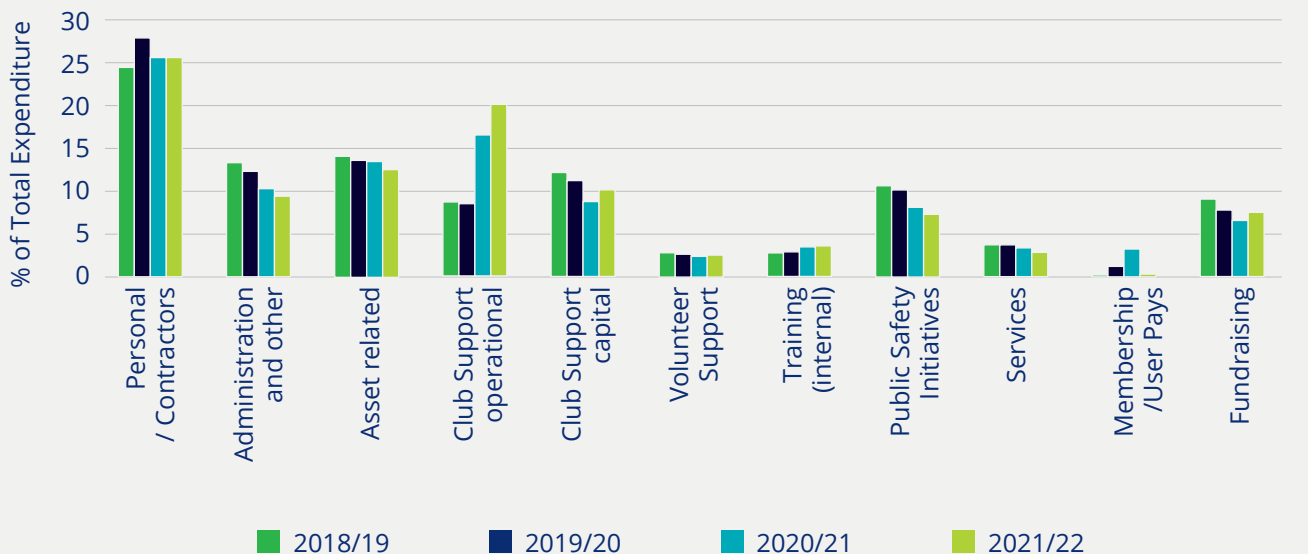
APPENDIX 3

26. The income across the NGOs is thinly spread across all lines of expenditure that are required to run any business, particularly those with large volunteer and asset bases. The lights are kept on, but funding does not necessarily cover resources required to deliver the work. Employees work well beyond their employment contracts or volunteers fill the gaps to ensure the organisations remain sustainable and that services continue to be delivered across New Zealand.

27. Government funding to the NGOs and their volunteers is around 26 percent of all income received. We observe that the government receives considerable benefit from the NGOs and the 10,000 volunteers supported by them delivering frontline safety and search and rescue services. In 2021/22 the government invested $38 million in the NGOs and their volunteer networks – the return on investment through search and rescue alone is 16:1.[81] This excludes any benefits from recreational safety services including frontline safety services.

28. Services through the NGOs and their volunteers are provided without fear or favour and in the absence of additional funding there is a risk:
    - at least of services and outcomes degrading over time, or
    - at worst a system failure where an NGO can no longer deliver its role within the System.

29. Through the work of the Review, we have identified additional funding needs for the NGOs summarised in Section Seven. We would argue that investment in NGO baselines and the volunteers that deliver services across the systems will continue to represent considerable value for money for the government.

30. Replacing the NGOs and the volunteer workforce with government provided services and/or paid employees would be quite simply put, unaffordable. Therefore, every effort must continue to be made to support the NGOs and their volunteers to support the wellbeing of New Zealand.

81. Adapted from NZSAR Council data.

Appendix 4:
Customer journey mapping

1. As part of the Haumara Tāngata Ki Uta Ki Tai Recreational Safety and Search and Rescue Review, we prepared a series of customer journey maps to examine the experiences of people who became 'customers' of recreational safety and search and rescue services. Through this work, we reflected on the pipeline of safety services provided across the System to support people to head outdoors and get home safely, and to help people avoid distressing incidents or minimise the impact of them should they occur.

2. Customer journey maps provide a visual storyline of events focused on the emotions people feel before, during and after the journey they have taken. The maps reflect imagined people and experiences, based on a collection of real experiences. With real experiences, we are quickly bound up in what happened, where someone was, what they were doing and when, and where fault lies. By focusing on events which are not factual, but accommodate 'truths', we are able to consider the experience of the people involved and reflect on the valuable emotive responses.

3. Through our customer journey maps, we identified 'moments that matter' to support safe outcomes for people connecting and recreating across New Zealand. These moments reflect key points in time that shape the journey and people's experience and how they view it:
   - pre-activity preparation (including the information, skills and behaviours a person draws on before they head outdoors)
   - trip contact and reporting
   - getting help when they get in trouble
   - communication channels before and after a search and rescue incident (in relation to everyone involved – including the person rescued, their whānau and friends, and the people involved in the rescue), and

   - the post event relationships and learnings for the organisations and across the systems. This also includes the recovery of people if a death occurs, and rāhui and connection with the whenua to heal.

4. We found that customers do not distinguish between recreational safety and search and rescue services. The services are seen as part of the same pipeline of activity.

5. We see ongoing opportunities for the System Steward and organisations involved in delivering these services to build on this work. Further exploration could include mapping a wider range of experiences including:
   - the experience of those who do not find themselves injured, missing and/or in distress; and those who do not require search and rescue services in their outdoor journeys.
   - the experience of those who deliver recreational safety and search and rescue services.
   - the benefits from the services across the System.

6. An example of our customer journey maps is attached below.

APPENDIX 4

Customer journey map: Jack Smith

Jack – 22, is a second-year Engineering major at University. He has 2 much older brothers and attributes his now-natural-athleticism to having to keep up with them from a young age. Jack religiously goes to the gym and runs for at least 30 minutes daily.

He met his girlfriend Sally through friends. She is a first-year Chemistry major at the same university. They have been going out for 7 months now.

Jack and Sally are excited to spend the upcoming break together. He is keen to share his love for sports and fun outdoor activities with her. If all goes well, Jack plans to invite Sally to his family Christmas do later in the year.

How to read this document

This journey map is fictional but based on truths gathered from interviews with individuals who have experienced a search and rescue response. The map tells the highly likely scenario from the perspective of the end-user.

The scenario is organised into 6 key phases. Under each phase are actions, emotions and thoughts experienced by the customer within these moments that matter. In this map, we feature a primary and secondary persona's story to help tell the story of the impact incidents have on companions.

Key

★ Moments that matter
○— Jack's emotions
○— Sally's emotions
▢ Jack's thoughts
▢ Sally's thoughts

Phases

| 1. Planning | 2. Preparation | 3. Implementation | 4. Triggering Incident | | 5. Response | | | 6. Post-Response | |

Actions

Planning

Jack and Sally decide to celebrate Matariki by going kayaking with some friends at the lake.

Jack is a somewhat experienced kayaker, while Sally has done it only once before.

They manage to borrow a double kayak and life jackets from one of their university friends.

Preparation

While they have life jackets, they do little else to prepare for the excursion beyond getting food and drinks:
1. They do not check any detailed weather forecasts – the weather that week has been sunny and warm.
2. They do not have any type of beacon.
3. They have cell phones but no secure waterproof holders for them.
4. They do not bring any additional clothing layers.
5. They do not have any other type of safety equipment, such as helmets.

Implementation

Day 1, 10:00
The group of 10 sets out from the lake marina at about mid-morning. There is a bit of a breeze, but it is manageable.

Day 1, 12:30
After lunch, the group splits up – some head back to the marina, others decide to go to the other side of the lake, and Jack and Sally decide to paddle down a river from the lake. They had read about a cool rock formation just 30 minutes' paddle downstream.
Their friends agree to pick them up at the car park a few kilometres down the river in around 2 hours.

Triggering Incident

Day 1, 13:00
Sally and Jack arrive at the rock formation. While initially calm, the weather starts to turn. The wind starts to blow much harder – with big gusts – and the temperature drops about 5-6 degrees.
Despite this, Jack and Sally decide to push on, they still have about 5km to go.
They enter a narrow stretch of the river where the current speeds up suddenly. They lose balance and the kayak rolls. Sally hits her head against the rocks and loses consciousness.
Jack surfaces and sees the kayak being swept downstream but no sign of Sally.
He swims around trying to find Sally but the current is stronger than he anticipates. He goes on shore and scrambles along large rocks on the shoreline to try and spot

Sally from up far, calling out her name. There is no sign of Sally.
His phone is gone. It must have fallen out of his pocket when the kayak rolled. He can't call for help. At this point he decides to hurry along the river downstream towards the carpark, scanning for Sally the whole way.

Day 1, 14:00
Jack reaches the carpark but still no signs of Sally. He runs up the beach to the carpark where his friends were waiting.

Day 1, 14:05
He tells them what happened. They call 111 while Jack and two other friends rush back down along the river to try to locate Sally.

Day 1, 14:20
Sally's flatmates get in contact with her parents, who live up in Auckland.

Response

Day 1, 14:25
Within 15 minutes, the Police arrive, and they take a detailed statement from Jack. The Police search boat soon arrives, and they begin searching along the river.

Day 1, 16:00
A group of Land Search and Rescue volunteers arrive and set off on a ground search. The Police instruct Jack and his friends to stay behind.

Day 1, 17:45
As night falls, Sally is still missing. The Police and Land Search and Rescue volunteers must stop searching but plan to resume the next morning.

Day 1, 19:00
Sally's parents arrive that evening. Her parents and friends want to keep searching through the night, but the Police advised against this as it is unsafe. The Police

inform the group that a dive squad has been requested, but they're completing another search and are about a day away.

Day 1, 19:10
Sally's parents reach out to their good friend who lives nearby for help. Sally's family friend tells her kaumātua about Sally's disappearance.

Day 2, 08:00
The next morning, a group from the local iwi arrive to help. They set up a tent and provide refreshments and a place to rest for volunteers. The kaumātua places a rāhui on the river and the group says a karakia.
The beach becomes a hive of activity with the Police on the water, a helicopter in the air, and many ground search volunteers.

Day 2, 14:00
Around mid-afternoon, the helicopter radios in.

They spotted something 24kms downstream.
The Police and Land Search and Rescue work together to recover Sally's body, walking her out. An ambulance takes Sally to the local hospital.

Day 2, 15:30
Sally's parents, Jack and his friends follow the ambulance to the hospital. Together, they identify her body.

Post-Response

Day 3
The next day, the coroner examines Sally.
An autopsy finds drowning as the cause of death but also that Sally had suffered a traumatic head injury. It seems she had hit her head on the rocks when the kayak rolled.
The Police consult with local iwi and the rāhui remains in place for the rest of the week. But when Sally's parents, Jack and their friends return to the river to lay down flowers and sing waiata to restore the noa for the river, they see people already using in the water for recreational purposes.
Victim Support calls Jack and Sally's parents to offer help. But they both decline.

A week after the incident
The university offers counselling services to those who were impacted by Sally's death.
Sally's parents and friends set up a memorial fund in her name to make emergency beacons available to students at the university for outdoor activities free of charge.

Ongoing...
Jack rejects help from official sources as well as friends and family. He loses interest in his studies and takes a break.
He retracts into himself and becomes a bit of a recluse. He struggles with what happened and turns to alcohol to manage his thoughts and pain.

Emotions

Persona key: ○— Jack   ○— Sally

Jack: Excited · Confident · Confident · Happy · Startled · Alarmed · Anxious · Desperate · Fearful · Guilty · Relieved · Confident · Guilty · Frustrated · Angry · Distraught · Hopeful · Thankful · Relieved · In shock · Numb · Annoyed · In despair · Guilty · Ashamed · Angry · Self-loathing

Sally: Nervous · Relaxed · Safe · Confident · Happy · Tired · Nervous · Distressed · Scared

Thoughts

Jack
I'm so looking forward to having a long weekend away. Getting into the kayaks with everyone will be a highlight for sure.

Sally
Sally seems a bit nervous, but I remind her she is a natural athlete and she will be all good.

Sally ★
I feel a bit out of my comfort zone. I've only kayaked once at school camp. But I don't feel as nervous since we'll be in the same kayak together.

Sally
I don't think we need to bring much – there are shops down by the lake marina if we need anything. It's a pretty nice day and everyone has their phones in case we need anything.

Jack ★
We've got life jackets – we're safe as.

Jack
Sally's doing great, I knew this was gonna be great.
The river should be an easy paddle together – we've all had a rest and eaten lunch. It'll be fun.

Sally
This is easier than I thought and pretty neat. But it's more tiring than I'm used to – I'm actually starting to feel pretty zonked. Jack reckons we're nearly there. I don't want to spoil the fun so I'll just rest after.

Um, this part is not as calm and even as the lake, I'm starting to feel scared. Jack – you said there'll only be easy paddle bits! You lied!

Sally ★
Woah we rolled – didn't see that coming! Better check on Sally... Where's Sally?
Where is she?! She should be here! I was only under for a second and came up right here. She should be right next to me! Where can she be?

Jack ★
What do I do? I'll keep running downstream with the river, it's flowing pretty fast along here. I gotta keep looking! What if she got swept downstream?
I need help! I wish our mates were here... so stupid for going off on our own.

Jack
Thank God, help has arrived.
If we all hurry and spread out we can find her. Everyone needs to be moving quickly – what's happening?
I should've been more careful. I'm supposed to protect her. I'm so sorry Sally. I failed you.

Omg, Sally's parents, I don't know how to face them... I'm too ashamed.

Don't stop searching! ★
We need to keep searching until we find her. This is bulls**t.

No one is saying it, but everyone is acting like Sally is gone. I've got to try to stay positive... She could be hurt somewhere unable to walk? There are so many of us, we're bound to find her soon.

There are so many people here helping us find Sally. It's unbelievable. Thank you everyone.

Sally's parents say it wasn't my fault... the kaumātua asked me how I was coping. He seemed really nice and concerned, but I can't focus on anything other than finding Sally right now. Everything else is a waste of time.

No! Sally's dead. I don't ★
want to believe it. No, Sally, I'm so sorry. I'm so so sorry.

Jack ★
Don't these people know there's a rāhui in place?!
Sally's gone because of me. It was all my fault.
We should've been more prepared and careful. I was so stupid.

I don't want to talk ★
about it. No one can help me. I don't want any help. I don't deserve any help.
I'm so worthless and stupid.

Appendix 5: Recreational Safety and Search and Rescue System Strategy (working draft)

Purpose
(Why the System exists)

Haumaru Tāngata Ki Uta Ki Tai – supporting people's wellbeing (waiora and mauriora) and safer recreation from the mountains to the sea

Vision
(What the System aspires to do, strives to achieve)

Everyone connecting, recreating and operating in, on and around the air, water and land comes home safely

Mission
(Defines what the System does, its business and objective)

Enabling people to connect, recreate and operate in the outdoors with the skills and knowledge to do it safely.
Safely rescuing, recovering, and returning loved one's 'home' with respect and dignity.

Outcomes
(Long-term results that the System aims to achieve for New Zealanders and visitors to New Zealand (including our New Zealand Search and Rescue Region)

| 1. People have the knowledge, skills, and experience to take personal responsibility for the outdoor activity they are doing. | 2. Our services support the safe return of loved ones to their whānau and friends. | 3. Competent providers deliver services safely and effectively. | 4. New Zealanders and our partners have trust and confidence in what we do. | 5. Effective system stewardship underpinned by accountability, cohesion, and partnership at all levels. |

Our impacts
(Medium-term results which will contribute to outcomes. They tell us how the initiatives and services in the system have led to positive change – measurable)

• Multiple aligned mediums[1] are available for people to obtain information and learn about how to recreate and operate safely in the outdoors. • Targeted activities[2] within New Zealand improve risk awareness. • People acquire mātauranga and build tikanga[3] to make the right decision when judgement is required. • Standards and rules are current and are evaluated.	• Targeted prevention activities are successfully undertaken where required.[4] • Serious search and rescue incidents are minimised. • Improved outcomes for everyone involved including returning home.[5] • Appropriate[6] customary practices are followed.	• Personnel with appropriate skills, training, assets, and equipment working to agreed standards. • Agencies (providers) maintain required service delivery levels in a changing world. • Resilient leadership or funded organisations fulfil their roles and functions. • Best practice underpins service delivery. • Compliance with relevant New Zealand legislation is maintained. • Compliance with international obligations is maintained.	• The System is recognised and understood. • There are strong connections with local communities to support service delivery. • Actions are grounded in evidence based on research and development and evaluated.[7] • Purposeful engagement within international organisations and jurisdictions to get the search and rescue outcomes New Zealand needs.	• Shared current strategic framework embedded across the system. • Clarity of the roles, accountabilities, and responsibilities of organisations and people involved within the system.[8] • Clarity of roles, accountabilities and responsibilities between the system and adjacent systems.[9] • System activity is fully aligned to effect change. • Resourcing appropriately balanced between prevention and response services. • The appropriate strengthening of cultural relationships across the system.

[1]Mediums include but are not limited to social media, websites, magazines, pamphlets, newsletters, etc.
[2]Activities is an umbrella term to capture programmes, projects, interventions, initiatives, including training and education etc.
[3]Mātauranga refers to knowledge and Tikanga to skills.

[4]Targeted prevention measures include but are not limited too patrolling flagged areas, warning people of dangers, rescuing swimmers and boaties who are in immediate danger before it becomes a search and rescue operation, and temporarily closing areas where people can recreate through Rāhui.
[5]Captures those lost, missing and in distress, and those who have passed, as well as those involved in the delivery of search and rescue. Improved outcomes not just from a health and safety perspective, but from a cultural perspective too.
[6]'Appropriate' is as it relates to the person being rescued or returned, and their whānau/family.

[7]Underpins the other outcomes too.

[8]Clarity for all involved, including organisations (NGOs, central and local government), the people involved, marae, hapū and iwi.
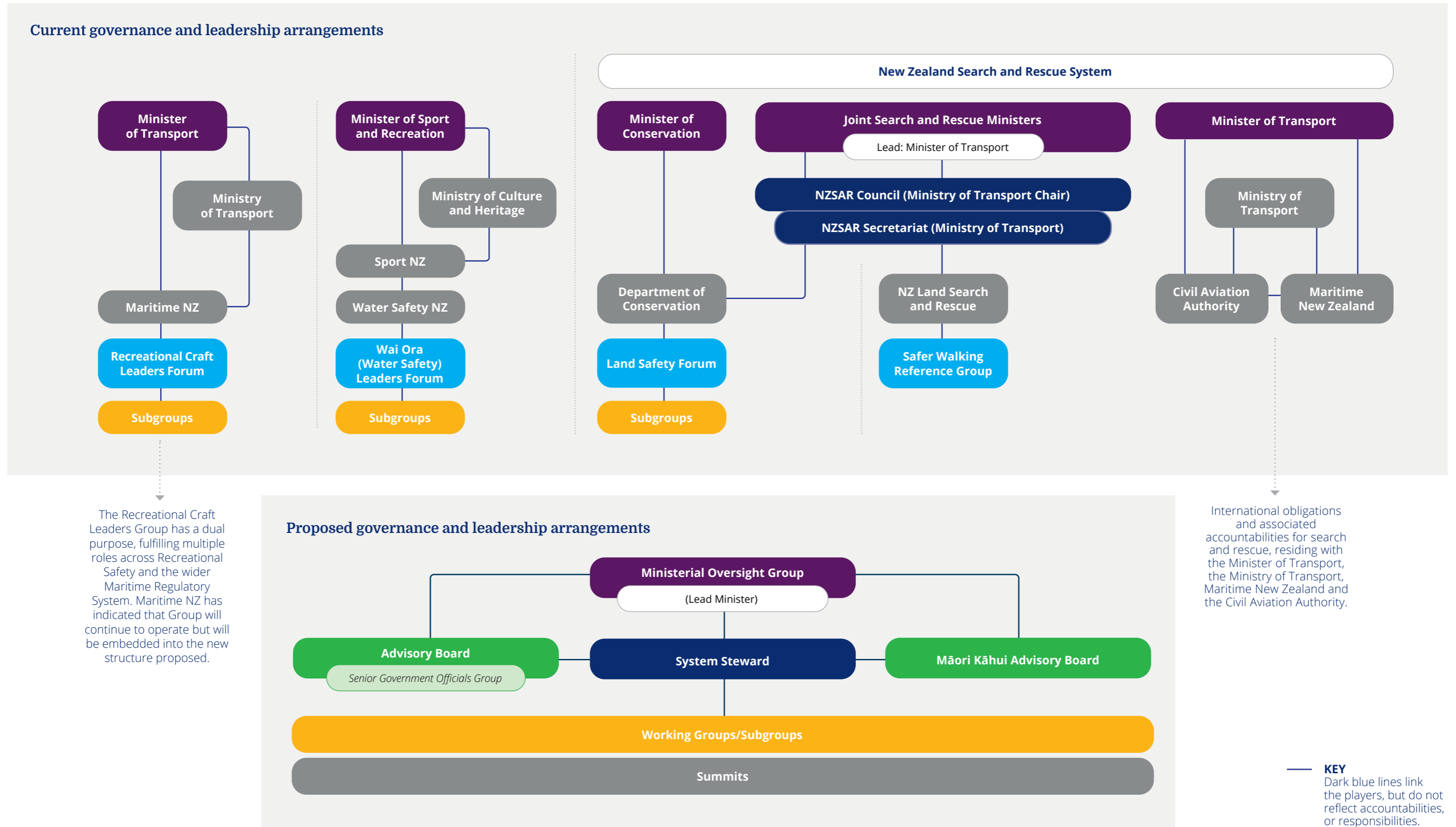[9]Adjacent systems include civil defence, transport, education, and health.

Indicators
(How the System will measure delivery of impacts and outcomes)

• Reducing death and hospitalisation rates. • Reducing near misses. • Increasing public safety awareness and preparedness. • People can increasingly access information in the manner that works for them. • Increasing numbers of people are safely involved in outdoor activity. • Improving positive behaviours result from current standards and rules.	• Reducing number and type (e.g., hiking, rock fishing, canyoning, etc) of serious search and rescue incidents responded to. • Number of lives saved increases (trend in relation to people involved in the activity). • Increase in social costs averted. • All services maintain the whakapapa of the person returned. • Evaluate targeted prevention activities for effectiveness. • Increasing compliance with targeted prevention measures (for example, beach closure, Rāhui, etc).	• All personnel meet competency requirements. • All tasked search and rescue services are responded to on request in line with agreed standards. • All leadership and funded organisations deliver to their mandate and measures. • All lessons learnt are implemented. • Currency and evaluation of service standards, operational strategies, guidelines, and plans. • Effectiveness of service delivery evaluated. • All New Zealand legislation is complied with. • ICAO and IMO audits as they relate to search and rescue are unqualified.	• Increasing public awareness and satisfaction. • Positive feedback received from other jurisdictions. • All decisions cite evidence used. • Everyone can see themselves in the system. • Actively participate at international forums/meetings. • Appropriate agreements are in place with international partners.	• Increasing number of sector organisations who reference the shared strategic framework. • Collaboration between organisations within the systems is increasing. • Collaboration between the system and adjacent systems is increasing. • Increasing percentage of organisations satisfied with access to data in the system. • Increasing percentage of organisations satisfied with how expertise is used and respected in the system. • Te Tiriti o Waitangi principles underpin all that is done.

Appendix 6: Current and proposed future governance and leadership arrangements

Current governance and leadership arrangements

New Zealand Search and Rescue System

Minister of Transport

Ministry of Transport

Maritime NZ

Recreational Craft Leaders Forum

Subgroups

Minister of Sport and Recreation

Ministry of Culture and Heritage

Sport NZ

Water Safety NZ

Wai Ora (Water Safety) Leaders Forum

Subgroups

Minister of Conservation

Department of Conservation

Land Safety Forum

Subgroups

Joint Search and Rescue Ministers

Lead: Minister of Transport

NZSAR Council (Ministry of Transport Chair)

NZSAR Secretariat (Ministry of Transport)

NZ Land Search and Rescue

Safer Walking Reference Group

Minister of Transport

Ministry of Transport

Civil Aviation Authority

Maritime New Zealand

The Recreational Craft Leaders Group has a dual purpose, fulfilling multiple roles across Recreational Safety and the wider Maritime Regulatory System. Maritime NZ has indicated that Group will continue to operate but will be embedded into the new structure proposed.

International obligations and associated accountabilities for search and rescue, residing with the Minister of Transport, the Ministry of Transport, Maritime New Zealand and the Civil Aviation Authority.

Proposed governance and leadership arrangements

Ministerial Oversight Group

(Lead Minister)

Advisory Board

Senior Government Officials Group

System Steward

Māori Kāhui Advisory Board

Working Groups/Subgroups

Summits

KEY
Dark blue lines link the players, but do not reflect accountabilities, or responsibilities.

Appendix 7: Roles and membership of the proposed governance and leadership arrangements

1. The roles of the proposed Ministerial Oversight Group, the Advisory Board, the Māori Kāhui Advisory Board and the System Steward are summarised in the table below. Membership of the Ministerial Oversight Group and the Advisory Boards will be confirmed during implementation; however, some indications are provided below.

2. Further work is required to identify the Standing Groups that will be established to support long-term programmes or approaches. Working Groups that will be stood up to support delivery of the System-wide multi-year work programme and for one-off projects as required. The System Steward would be responsible for convening, managing and administering Standing and Working Groups.

3. Through the work of the Review to date, we think the System-wide Standing Groups needed include:
   • Data and Research
   • Communications and Media
   • Operational Coordination Search and Rescue
   • Recreational Boating Leadership Group and Forum
   • Safer Walking
   • Technology
   • Volunteer Network
   • Education and Training.

4. Currently, a number of search and rescue related committees operate through the NZSAR Secretariat and are not reflected within the above list. We recognise that subgroups under the Operational Coordination Search and Rescue Group may be required for specific areas of focus. However, during the Review implementation, every effort must be made to streamline these existing committees and their work through that Group to ensure the most effective and efficient use of time.

5. The proposed Sector Summits would include:
   • biannual sector specific huis providing an opportunity to bring together stakeholders and decision-makers to facilitate collaboration and information sharing, and
   • an annual combined summit bringing together stakeholders and decision-makers from New Zealand and international jurisdictions to facilitate collaboration and information sharing across the System, and adjacent systems.

APPENDIX 7

Table 1: Outline of the proposed governance and leadership roles and membership

Ministerial Oversight Group	Advisory Board[82]	Māori Kāhui Advisory Board	System Steward (Te Manatu Waka)[83]
• Accountable for the health and performance of the System.	• Strategic advice to Ministers, the Māori Kāhui, and the System Steward on the health and performance of the System, including strategic issues, risks, and mitigations. • Monitoring and advising on performance against the System Strategy including the outcomes, impacts, and strategic priorities. • Undertakes assurance across the System to assess capacity and capability to support delivery of the Strategy.	• Strategic advice to Ministers and the System Steward on the health and performance of the System, including strategic issues, risks, and mitigations. • Monitoring and advising on performance against the System Strategy including the outcomes, impacts, and strategic priorities that impact Māori. • Undertakes assurance across the System to assess capacity and capability to support delivery of the Strategy.	• Responsible for the health and performance of the System. • Responsible for the implementation of Te Tiriti o Waitangi, upholding the mana of the Wai Puna model and Haumaru Tāngata Ki Uta Ki (the System Strategy), and for building Māori capability and capacity. • Leads development of and maintains the System Strategy. • Implements and maintains the Volunteer Strategy. • Monitors delivery of the System Strategy and the Volunteer Plan including the achievement of outcomes, impacts, and strategic priorities. • Provides regular insights and reporting about the System to the Ministerial Oversight Group, the Advisory Board and the Māori Kāhui Advisory Board to enable effective monitoring of the Strategy, System performance, and implementation risks.
• Shapes, influences and drives the delivery of policy reform to advance System performance.	• Supports the identification of clear levers to influence and shape the System.	• Supports the identification of clear levers to influence and shape the System.	• Provides effective, high quality strategic policy advice and coordination across the System. • Identifies and escalates potential issues and risks across the System to the Advisory Board and the Māori Kāhui Advisory Board. • Supports the effective delivery of directions and decisions from the Ministerial Oversight Group, the Advisory Board, and the Māori Kāhui Advisory Board.
• Supports coordination across Ministerial portfolios to enable System performance.	• Enables effective coordination across central and local government, NGOs, and iwi operating within the System, and adjacent systems.	• Enables effective coordination across central and local government, non-government organisations, and iwi operating within the System, and adjacent systems.	• Represents the System across government. • Supports effective coordination across central and local government, non-government organisations, and iwi operating within the System, and systems adjacent.

82. A Senior Officials Group, comprising Government organisations will be established to ensure all Government organisations – whether they are represented on the Advisory Board or not – can meet sufficiently in advance of each meeting to discuss the Agenda and associated papers. The purpose of this meeting is to ensure that these organisations have awareness of the papers for discussion; can advise on any issues or risks that have not been picked up as part of any earlier consultation; can adequately brief their Chief Executive in advance of the Advisory Board meeting; and – for those organisations not represented on the Advisory Board – signal their CEs attendance for items that relate to their organisation. The Group will not have any decision rights.
83. Appendix 8 sets out the proposed functions of the System Steward in further detail.

APPENDIX 7

Ministerial Oversight Group	Advisory Board[82]	Māori Kāhui Advisory Board	System Steward (Te Manatu Waka)[83]
• Proposed membership: To be confirmed through Ministerial engagement. Ministers who identified with key portfolio interests are the Ministers for Sport and Recreation, of Transport (Lead Minister), Police, Local Government, Internal Affairs and ACC. The final membership would not preclude other Ministers being included in discussions where there are cross portfolio linkages.	Proposed membership: Government entities: • Department of Conservation • Maritime New Zealand • NZ Police • Māori Kāhui Advisory Board Chair Non-government organisations: • Coastguard New Zealand • Mountain Safety Council • New Zealand Land Search and Rescue • Surf Life Saving New Zealand • Water Safety New Zealand Local government representation. An independent Chair will be appointed.	Proposed membership: Government entities: • Department of Conservation • Maritime New Zealand • NZ Police Non-government organisations: • Coastguard New Zealand • New Zealand Land Search and Rescue • Surf Life Saving New Zealand • Water Safety New Zealand • Tangaroa Ara Rau • iwi and hapū representation. Note: other entities that require further engagement and consultation are the Accident Compensation Corporation (injury prevention), the National Emergency Management Agency (emergency response) and Te Puni Kōkiri (Māori wellbeing and development) as these entities impact on Māori outcomes within the System in varying ways. The Chief Māori Adviser will be appointed as Chair.	

Appendix 8: Proposed functions of the System Steward

1. The proposed functions to be consolidated within the System Steward to support the Recreational Safety and Search and Rescue System, that will include harnessing current capability across the System, are:

Sector strategy and policy advice

- Champion the System – ensure the value of the System to New Zealand's wellbeing, today and into the future is recognised.
- Building Māori capability and capacity across the System and the implementation of Te Tiriti o Waitangi.
- Lead the implementation, coordination and monitoring of the shared strategic framework for the System – Haumaru Tāngata Ki Uta Ki Tai – and upholding its mana.
- Lead the implementation, coordination and monitoring of the Volunteer Strategy and supporting implementation of the plan.
- Uphold the mana of the Wai Puna model.
- Collaborate with System participants to tackle and resolve complex problems and seize opportunities:
  - within the System that span multiple organisations – particularly ones that fall between organisational mandates
  - across adjacent systems – working with adjacent system leads including the National Emergency Management Agency; the Ministry of Health; the Accident Compensation Corporation (ACC); Tourism New Zealand; and the Ministry of Education, the Tertiary Education Commission and the Workforce Development Councils.

- Ensure that the needs of the System, and the policy problems/opportunities within the System are well represented across government and with Ministers.
- Draw together data and analytics, including research, surveys, and environmental scanning from across the System and adjacent systems to consider and respond to future trends and influences, and the resolution of System-wide policy problems/opportunities.
- 'Troubleshoot' issues and roadblocks across the System impacting on the availability of, access to, and sharing of data, across the System and more broadly, in accordance with New Zealand Data and Information Management Principles.
- Lead the development and delivery of a System-wide research programme.
- Lead the development and maintenance of System-wide frameworks, plans and standards.
- Work with organisations in the System to continually support clarity and transparency around roles and responsibilities.

Assurance

- Deliver comprehensive advice to the Ministerial Oversight Group and both Advisory Boards about the performance of the System and delivery of the Strategy outcomes. This includes secretariat support to the Ministerial Oversight Group and Advisory Boards and Standing Groups to support the delivery of work across the System.
- Monitor funding in accordance with Service Level Agreements and Memorandums of Understanding that the System Steward is responsible.

Investment, funding and procurement

- Work with other government funders to maintain a funding framework informing the approach to government funding across the System linked to the System Strategy (including clarity around government funding sources and purpose of those sources).
- Work with organisations in the System to identify investment priorities and funding levels linked to delivering the System Strategy.
- Maintain ongoing relationships with funding bodies, for example, the Department of Internal Affairs, the Lottery Grants Board, ACC, Pub Charities Limited, and local government.
- Explore and enable the benefits of bulk procurement within the System – for example travel, insurance, software licensing, etc (without limiting the freedom/decision making rights of organisations).

Communications and media

- Support System-wide communications (sharing lessons, publications technology updates, system work updates).
- Work with organisations to deliver and distribute key and consistent safety messaging, and other messaging as required (e.g., COVID responses).
- Develop and maintain a System Charter for a public audience, describing what the System intends to achieve, its component parts, the roles and functions of the various organisations involved and how they work together, funding arrangements, and relationships with adjacent systems.
- Communications and media support to Ministers.

Ngā Uara Te Manatū Waka
Te Manatū Waka Values

WHAKAPAKARI
IMPROVING OUTCOMES

AKO
CAPABILITY DEVELOPMENT

MAHI TAHI
WORKING TOGETHER

RANGATIRATANGA
EMPOWERING
AND LEADING

KAITIAKITANGA
GUARDIANSHIP AND
PROTECTION

WHANAUNGATANGA
COLLABORATION
AND UNITY

MANAAKITANGA
CARING FOR AND
VALUING OTHERS

More information