

Biosecurity New Zealand

Tiakitanga Pūtaiao Aotearoa

The New Zealand Government Biosecurity Response Guide



Disclaimer

While every effort has been made to ensure the accuracy of the information contained in this publication, the Ministry for Primary Industries accepts no liability for any error or omission.

Copies of this publication can be requested from brand@mpi.govt.nz

Want to know more?


For further information, see
www.biosecurity.govt.nz/protection-and-response

Published by the Ministry for Primary Industries
PO Box 2526
Wellington

© Crown Copyright (Ministry for Primary Industries), October 2018.

ISBN 978-1-77665-993-7 (Online)

ISBN 978-1-77665-994-4 (Print)



This guide is designed to orient senior New Zealand Government officials involved in all-of-government or large-scale biosecurity responses.

It sets out how biosecurity responses work and the roles that government, industry, service providers, community stakeholders and other New Zealanders play in those responses.



Contents

Foreword	6
Introduction to the New Zealand Government Biosecurity Response Guide	7
Purpose of this Guide	8
Biosecurity New Zealand: Lead Agency	9
Roles and responsibilities of government agencies	10
Activating the National Security System	12
Why Biosecurity responses matter to New Zealand	13
What are large or complex biosecurity responses?	14
Recovery arrangements	14
Preparing New Zealand to respond to biosecurity threats	15
Who is involved?	16
Biosecurity response toolbox	22
APPENDIX: Legal and policy guidance for biosecurity responses	27

List of Tables

Table 1: Other key stakeholders	20
Table 2: Response tool categories	23
Table 3: Related legislation	28

List of Figures

Figure 1: Lead and support agencies	9
Figure 2: Different parts of a response and where the National Security System fits	12
Figure 3: A changing world requires an adaptive approach to biosecurity	13
Figure 4: Phases in biosecurity response	14
Figure 5: Those involved in biosecurity responses	16
Figure 6: Response tool categories	22

Foreword

The New Zealand Government Biosecurity Response Guide describes how all-of-government biosecurity responses work. It updates and replaces the *New Zealand Biosecurity Response Guide 2011*.

I cannot stress enough how important biosecurity is to New Zealand in terms of protecting our economy and natural environment. In the event of a major response, a wide range of agencies are likely to be called upon to assist, each with their own responsibilities and tasks. We must be ready to work closely with each other.

Recent experience has demonstrated that biosecurity responses can be large, complex and fast-moving. This guide provides direction for government agencies that may be involved with a biosecurity response. It is intended to provide senior officials with a high-level understanding of biosecurity responses, including how they work, how they are coordinated and who is involved. This information will ensure officials across government are best placed to participate in a response when needed.

Biosecurity New Zealand has led the development of this guide. Biosecurity New Zealand is a business unit within the Ministry for Primary Industries, which is responsible for leading the government's biosecurity responses, working in close partnership with other government agencies, industry, Māori, affected communities and other relevant groups.

The guide provides the strategic context and guidance for responses to all types of biosecurity threats. Specific plans have been and will continue to be developed for threats that pose a significant risk to New Zealand. The New Zealand Government Foot and Mouth Disease Response and Recovery Plan is an example of such a plan.

Individual agencies will have to be ready to respond as needed within their respective areas. Biosecurity New Zealand will continue to work closely with you to ensure you are ready to counter specific threats and fulfil your responsibilities set out in this guide.

Biosecurity New Zealand will regularly review the guide to ensure it remains relevant and fit-for-purpose.

I invite you to read this guide, so that you are better prepared for and are able to participate in biosecurity responses. With everyone and every agency ready to play their part, we will continue to build trust in New Zealand's world-leading biosecurity system.

Roger Smith

Head of Biosecurity New Zealand and Chief Operations Officer



In the event of a major response, a wide range of agencies are likely to be called upon to assist, each with their own responsibilities and tasks. We must be ready to work closely with each other.

Introduction to the New Zealand Government Biosecurity Response Guide



The New Zealand Government Biosecurity Response Guide (the Guide) replaces the 2011 *Whole-of-Government Biosecurity Response Guide* (Ministry of Agriculture and Forestry, August 2011).



For the purpose of this Guide, “biosecurity” is defined as the exclusion, eradication or management of pests and diseases that pose a risk to the economy, environment, cultural and social values, including human health¹.

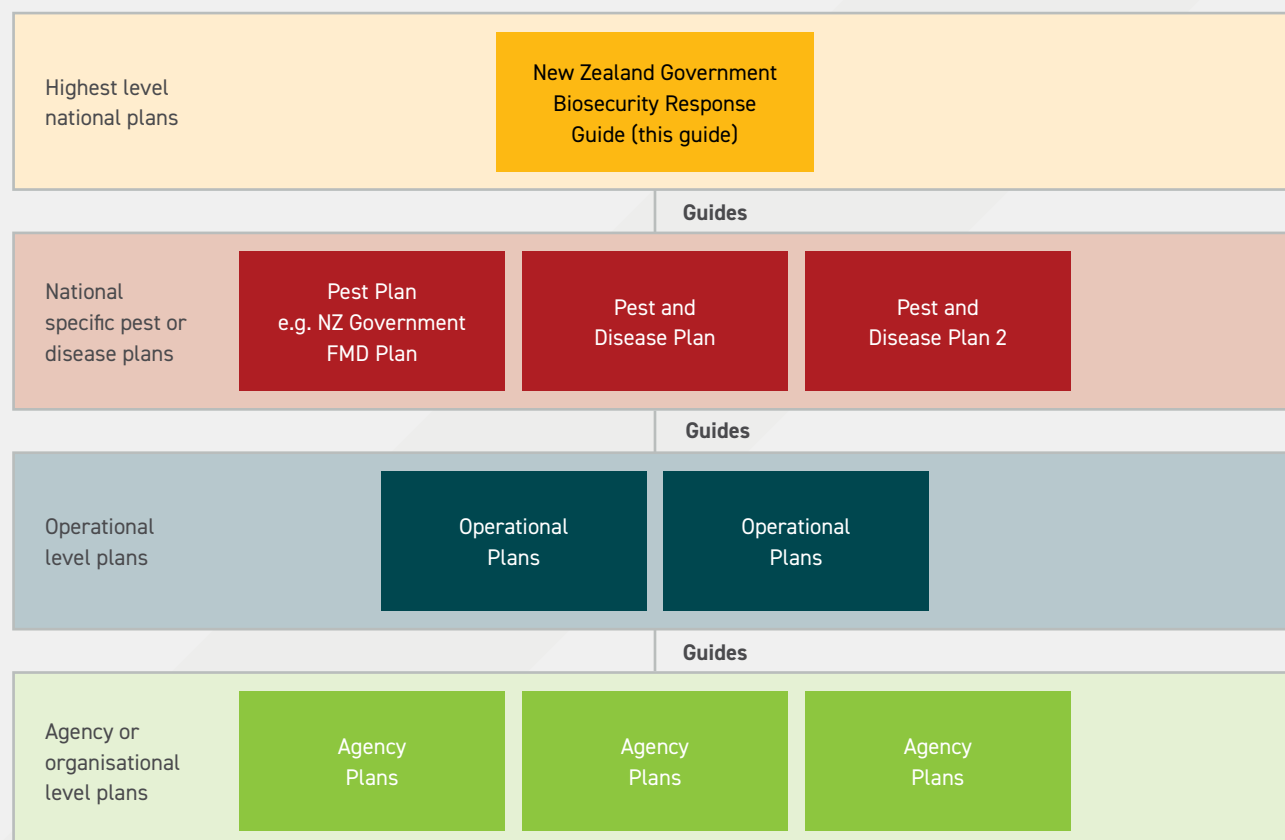
¹ As set out in the Biosecurity 2025 Direction Statement.

Purpose of this guide

This Guide provides a short and simple overview for senior officials who may be involved in large or complex biosecurity responses.

By reading this Guide, senior officials should be able to quickly build a high-level understanding of biosecurity responses, and their agencies will be better placed to participate in the response, when needed.

Planning hierarchy into which the Biosecurity Response Guide fits



Note: FMD = Foot and Mouth Disease.

Responses will implement national plans, such as any specific plans for a biosecurity pest or disease (for example, the New Zealand Government Foot and Mouth Disease Plan), and would also leverage existing plans and arrangements, such as those in the National Civil Defence Emergency Management Plan 2015, as appropriate.

Biosecurity New Zealand: Lead Agency

Biosecurity New Zealand is a business unit within the Ministry for Primary Industries.

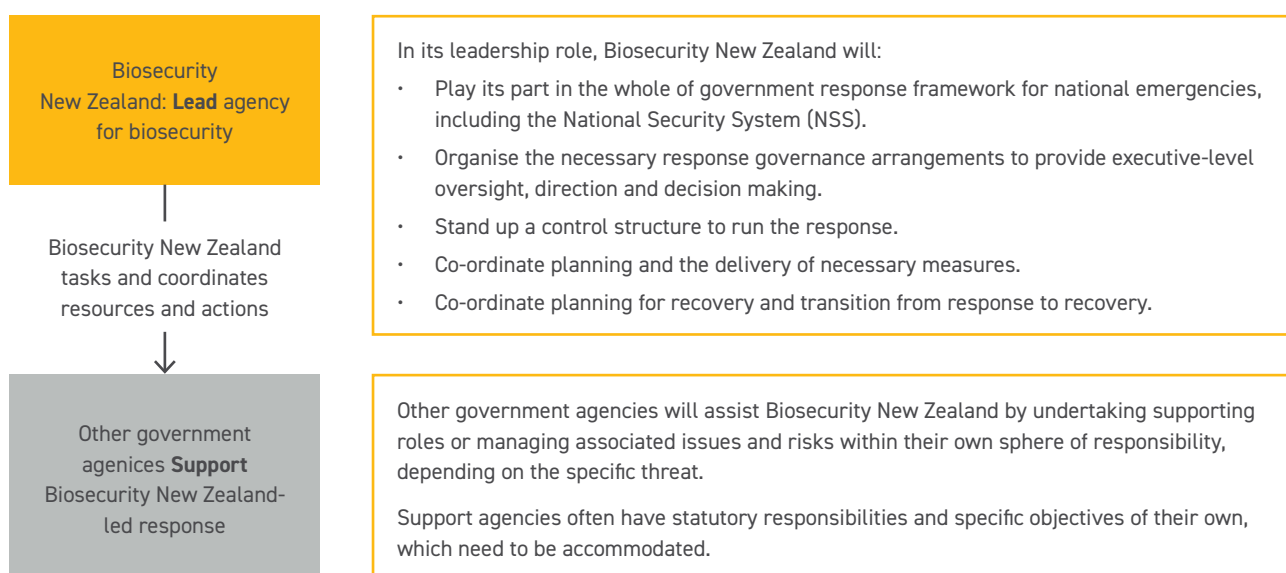
Biosecurity responses are led by Biosecurity New Zealand², using a standardised, trusted and tested way of responding (New Zealand's National Security System³, and the Coordinated Incident Management System (CIMS)).

Biosecurity New Zealand leads the response and coordinates response operations to biosecurity hazards and their impacts. This may include the declaration of a Biosecurity Emergency under Section 144 of the Biosecurity Act 1993, to enable the use of emergency powers. Multiple Government agencies, industry partners, service providers and key community stakeholders will be involved, depending on the situation. Agencies respond using the Coordinated Incident Management System (CIMS). By using CIMS, agencies and organisations are able to easily work together.

Role of other agencies

For the detailed roles that other agencies play in an All of Government biosecurity response, see next page.

Figure 1: Lead and support agencies



² Biosecurity New Zealand is a business unit within the Ministry for Primary Industries

³ New Zealand's arrangements for both the governance of national security and in response to a potential, emerging or actual national security crisis.

Roles and responsibilities of government agencies

Agency Name	Role in an All of Government biosecurity response
Department of Conservation	Advises on any pests or diseases that are harmful or potentially harmful to indigenous flora and fauna or natural ecosystems (land, freshwater, marine) because such organisms may impact on the conservation values (lands, species, resources) for which the Department is responsible.
Department of Internal Affairs (local government)	Facilitates and helps with co-ordinating local government engagement in the response and recovery effort.
Department of the Prime Minister and Cabinet	Facilitates, leads and co-ordinates the use of the national security system in its practical application.
Environmental Protection Authority	Monitors biosecurity issues, with a particular consideration for environmental protection, and enhancing New Zealanders' way of life and economy. Considers and approves the use of hazardous substances. Could provide advice about the relationship between New Zealand's unique environment, culture and relationships with tangata whenua. Likely role in biosecurity, welfare and recovery.
Fire and Emergency New Zealand	Protects and preserves life, prevents or limits injury, and prevents or limits damage to property, land and the environment. Also will play a role in reducing the consequences of major responses by helping communities respond and become more resilient.
Immigration New Zealand	Protects New Zealand's border and facilitates immigration, including by expediting immigration for expert resources that may be a requirement of the response or recovery.
Inland Revenue	Involved in recovery function, including tax assistance to those affected.
Ministry of Business, Innovation and Employment	Focuses on business, housing (temporary accommodation), construction and infrastructure.
Ministry of Civil Defence and Emergency Management	Provides advice and leads and co-ordinates the civil defence emergency management aspects of the response at national level, and supports response at the regional and local levels. May lead and co ordinate the national level welfare components of the response, and support regional and local levels, depending on the situation. Provides advice and support for recovery management and activities, including but not limited to where a transition period is in place.
Ministry of Culture and Heritage	Advises the Government on arts, culture, heritage, sport and recreation, and broadcasting. The Ministry administers the Heritage New Zealand Pouhere Taonga Act 2014 and the Protected Objects Act 1975.
Ministry of Education	Ensures the safety and wellbeing (including the emotional and psychological wellbeing) of children and young people and education staff, with the aim of returning to normal school operations as quickly as possible.

Agency Name	Role in an All of Government biosecurity response
Ministry for the Environment	Advises on processes to establish environmental impacts and resource management implications.
Ministry of Foreign Affairs and Trade	Preserves trade markets and bilateral relationships. Works with governments regarding foreign nationals impacted by events.
Ministry of Health	Advises on and manages human health aspects of the response, where applicable, including leading the provision of specialist psychosocial support and mental health services.
Ministry of Social Development	Provides employment, income support and superannuation services; funding to community service providers; social policy and advice to government; and student allowances and loans.
Ministry of Transport	Activates and co-ordinates the Transport Response Team (TRT), whose role is to facilitate the flow of information throughout the transport sector (including land, sea and air), and provides strategic advice and recommendations on transport-related issues.
Oranga Tamariki–Ministry for Children	Provides care and protection services for children and young people.
New Zealand Defence Force	Provides operational and logistical support to the response. It can provide a “national reserve” to be called on, where appropriate. May be authorised to perform any public service or provide assistance to the civil power in times of emergency.
New Zealand Police	Community safety and control in the affected area. Police powers may be needed to support field operations in the areas impacted by the response, such road cordons and property warrants.
Reserve Bank	Monitors and provides analysis of potential and actual economic and financial impacts.
Regional councils and territorial authorities	Provide regional and local leadership for pest management and lead regional and local civil defence emergency management and have specialised staff in these areas. Regional councils and territorial authorities also have strong connections to iwi and local communities and can help with local communications.
Te Puni Kōkiri	Communicates and co-ordinates with Māori communities and meets their needs.
New Zealand Customs Service	The identification and control of imports and exports and facilitating the lawful movement of travellers and goods across the border.
The Treasury	Advise on financial, economic and regulatory issues.

Activating the National Security System

In large or complex responses requiring close co-ordination between Government agencies, Government may activate the National Security System (NSS). The decision to do this will depend on the scale, complexity and specific characteristics of the situation.

The activation of the NSS is a means for accessing more resources, the potential for using wider legal powers, and for improving the mandate of the response (through closer and more structured engagement with Government leadership). Activation of the NSS also includes the confirmation of specific lead and support agency arrangements.

If the NSS is not activated, Government agencies and others will work together, and a Governance function within the response will give direction. Governance is likely to include leaders from the agencies, parties or sectors concerned.

Government agencies with specific roles and responsibilities, and the other parts of New Zealand's biosecurity response team, are detailed elsewhere in this Guide.

Figure 2: Different parts of a response and where the National Security System fits



Why Biosecurity responses matter to New Zealand

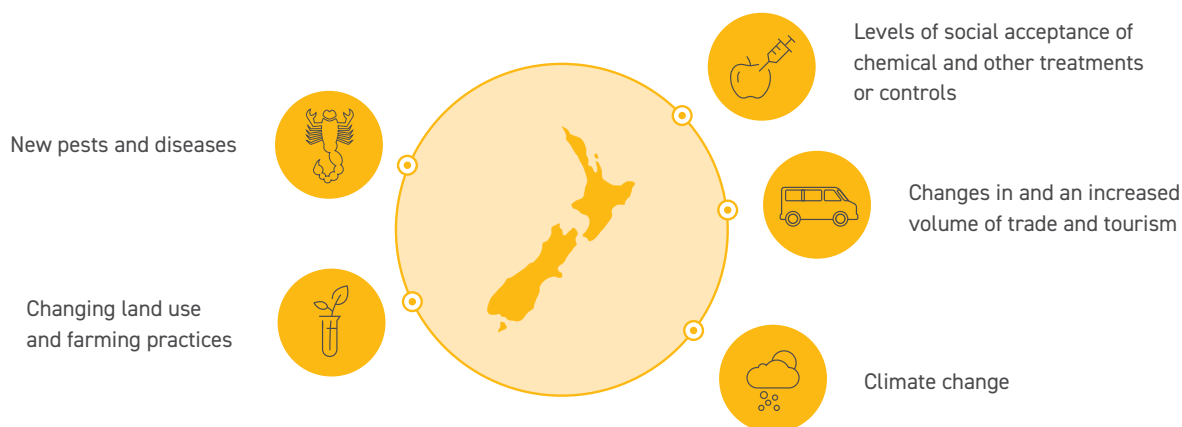
New Zealand's biosecurity system aims to protect New Zealand and New Zealanders from the risks posed by harmful pests and diseases, consistent with the objectives set out in the National Security System (NSS).⁴

It does this by applying preventative layers of protection at and beyond our border. Each layer plays its part in stopping unwanted pests and diseases.

New Zealand's biosecurity system faces many challenges and is constantly adapting to ensure it works correctly. Some of the challenges that the biosecurity system faces are set out in Figure 3 below.

However, despite best efforts, pests or diseases sometimes get through the border. Responses to these incursions aim to minimise harm to the country. This is done by managing and (in many cases) eradicating or finding ways to appropriately manage the pest or disease, and by helping the primary sector, other sectors and communities to begin the process of recovery. By doing responses well, New Zealanders and the consumers and markets for New Zealand products can have trust and confidence in New Zealand's biosecurity system.

Figure 3: A changing world requires an adaptive approach to biosecurity



⁴ Seven key objectives underpin the "all hazards" approach New Zealand takes to national security:

- ensuring public safety;
- preserving sovereignty and territorial integrity;
- protecting lines of communication;
- strengthening international order to promote security;
- sustaining economic prosperity;
- maintaining democratic institutions and national values;
- protecting the natural environment.

What are large or complex biosecurity responses?

Large or complex biosecurity responses in New Zealand typically involve multiple government agencies. These types of responses are characterised within the National Security System Risk Profile: Pests and Diseases (the Profile) as “maximum credible”⁵, but may also include a number of responses described in the Profile as “most likely events”⁶

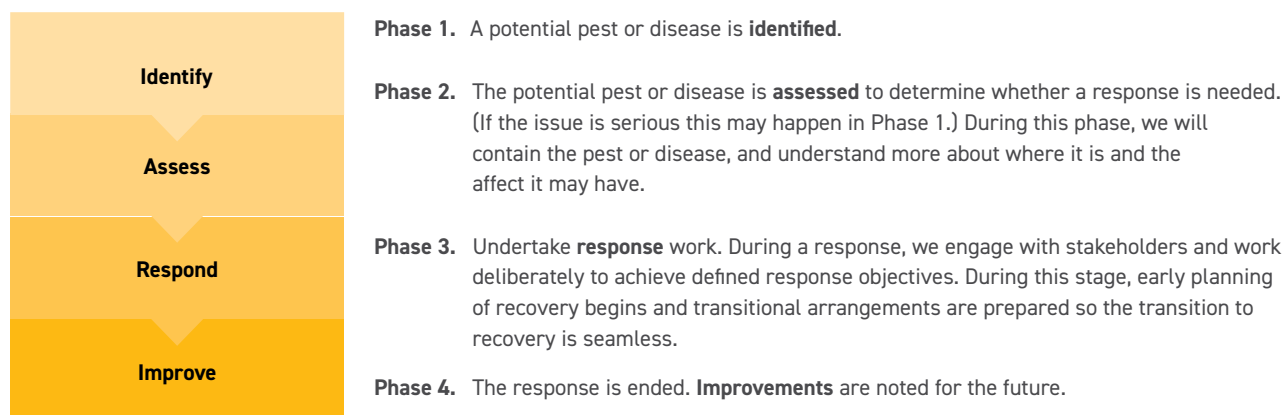
Smaller or moderate scale biosecurity responses, including many “most likely events”, may not require the degree of co-ordination of large or more complex responses, and, therefore, may not require involvement from agencies other than Biosecurity New Zealand (the agency responsible for leading and co-ordinating biosecurity responses). Most biosecurity responses (large or small) progress through the following phases, which may overlap or progress together:

Recovery arrangements

Whilst this Guide does not seek to articulate how recovery will work⁷, early planning for recovery begins whilst the response is underway.

A staggered approach to moving from response to recovery may be needed. This will be identified as part of the response planning process so the transition to recovery is seamless. Recovery arrangements have been included in the New Zealand Government Foot and Mouth Disease Response and Recovery Plan (and subsequent work-stream plans), and should be included in the future development of other national-level pest or disease plans.

Figure 4: Phases in biosecurity response



Note: Biosecurity New Zealand and the Ministry for Primary Industries use a monitoring, evaluation and improvements cycle to make real-time response fixes and systemic changes to the way that responses are prepared for and carried out.

⁵ “Maximum credible events” occur with a frequency of two to four in 10 years, are typically characterised by a production loss across a major primary sector, across multiple geographical regions, including through disrupted trade; affect an endemic species with a landscape-level or ecosystem impact; or require government to bear costs greater than \$20 million.

⁶ “Most likely events” occur continually, with a frequency of 5 to 10 per year. Production losses are lower or transient; some costs to conservation values may be felt; or government must bear the cost of up to \$5 million per response.

⁷ Due to the challenge of trying to encompass both response and recovery arrangements for all large or complex biosecurity responses in one short and simply worded document.

Preparing New Zealand to respond to biosecurity threats

Government prepares people to undertake responses (responders) and response tools so they can be used for many types of responses, including biosecurity responses.

By taking this approach the Government has a pool of experienced people to draw on when needed, especially when responses become large or complex.

Responders train often and practice regularly. Practicing involves undertaking exercises and doing drills. Exercises and drills can be large (e.g. all-of-government exercises), or small (e.g. desktop exercises involving only one or two people).

Government also watches how other countries respond and learns from their experiences. New Zealand's Biosecurity System has an active continuous improvement programme that ensures response capabilities are fit for purpose and able to work in a continually changing world. (Biosecurity response tools are described separately later in this Guide.)



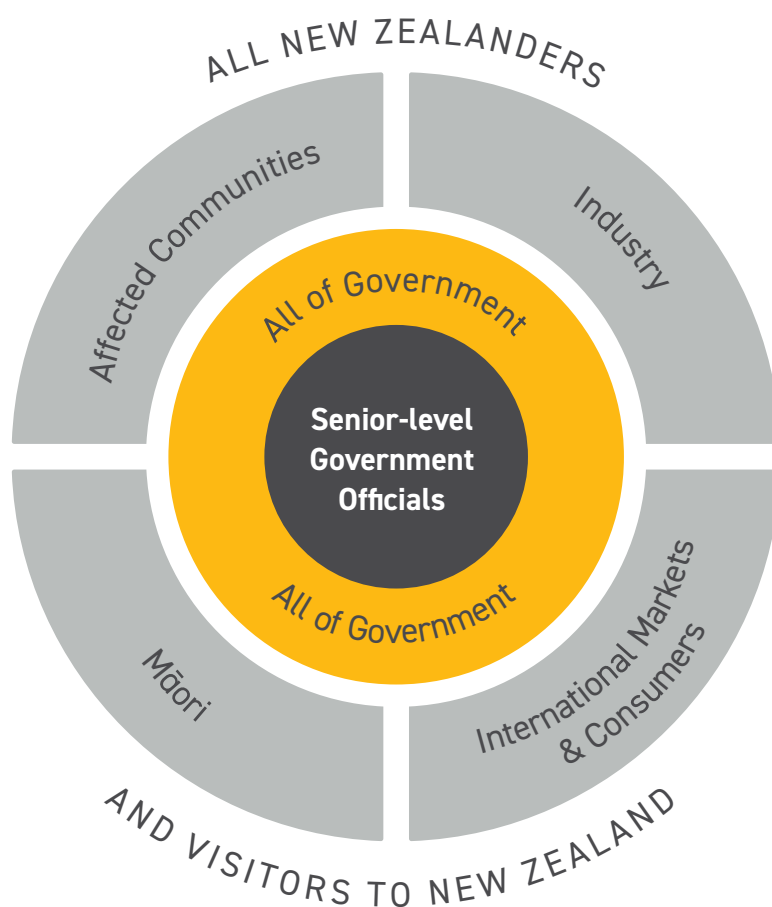
Who is involved?

Government agencies, hapū, iwi and Māori organisations and communities, industry partners, service providers, community stakeholders, international partners, New Zealanders and visitors to New Zealand are all essential parts of New Zealand's biosecurity response team.

By working together, each can meaningfully contribute to the success of biosecurity responses. This guide explains how agencies lead and support the response to a complex biosecurity threat, and why responding to that threat is important to New Zealand.

This section explains in more detail who is involved in biosecurity responses and the roles they play.

Figure 5: Those involved in biosecurity responses



Who is Involved	Description
Affected communities	Individuals and groups affected by the threat and/or response.
All New Zealanders	New Zealanders are a biosecurity team of 4.7 million. This guide helps them understand how government responds to a complex biosecurity threat and why that is important, and it highlights opportunities to get involved.
All of Government	Central and local government agencies with responsibility for leading and supporting the response and recovery.
Industry	Stakeholders and partners affected by the threat and/or response.
International markets & consumers	Overseas markets and organisations that provide products and services to, or purchase these from, New Zealand are assured New Zealand has a comprehensive regime to manage biosecurity threats.
International Partners	International experts are called in by government to responses as required in accordance with existing arrangements and understandings including with Australia and other international partners. *Experts are called in to responses by Government as required.
Māori	Hapū, iwi and Māori partnering with all of government with responsibilities for biosecurity participation, leading surveillance, and response management.
Senior-level Government Officials	Leaders guiding the official response to the threat.
Service Providers	Government uses service providers to provide goods (for example, equipment) and services (for example, expertise or capacity) as needed.

***Note:** New Zealand has a number of pre-existing arrangements and agreements with international partners to provide mutual assistance in biosecurity responses. By having these agreements in place with partners (e.g. our Quadrilateral Agreement Partners (Australia, Canada, the United Kingdom and the USA)) New Zealand has access to experts to assist in carrying out biosecurity responses.

Government agencies

Other government agencies assist the Biosecurity New Zealand to lead the response by undertaking supporting roles or managing associated issues and risks within their own sphere of responsibility, depending on the specific threat. Central government agencies coordinate their biosecurity responses effectively at the national level with Biosecurity New Zealand leadership, in accordance with the NSS. Local government authorities representing regions, cities and districts often have roles in responses at regional and/or local levels, depending on the location and characteristics of the situation.⁸

⁸ Civil Defence Emergency Management (CDEM) Groups deliver most of New Zealand's local and regional responses to emergencies. CDEM Groups are a consortium of local authorities in a region working in partnership with emergency services, lifeline utilities and government departments.

Iwi & Māori's role in responses

Māori have special relationships with the land, environment, government and one another. This places them in a unique position to guide, provide wisdom and insight, and help manage biosecurity risks where they occur, including within their own rohe (areas). Many Māori have reached, or are in the process of reaching, settlement agreements with the Government, which may include mechanisms setting out how the Government and Māori will work together.

This guide recognises and provides for the Treaty of Waitangi, and acknowledges the role of tangata whenua as kaitiaki, who increasingly have statutory roles in the management of natural resources within their rohe.

This guide also recognises the unique contribution Māori make to biosecurity and that Matauranga Māori, kaitiakitanga and the inclusion of Māori values should be embedded throughout the biosecurity system. In recognising and providing for Māori engagement, this guide acknowledges kaitiakitanga is expressed differently between the many different hapū and iwi.

Increasing Māori participation in biosecurity through widespread engagement, collaboration and partnership will deliver more effective biosecurity outcomes across the biosecurity system. Depending on the nature of a response, iwi and Māori may have roles spanning from being part of response decision making through to operational response duties.

Industry

Outside of responses, many businesses and industries try to manage biosecurity risks related to their activities and factor biosecurity into decision making. When a new biosecurity threat emerges, key industries need to work together with government. The Government Industry Agreement for Biosecurity Readiness and Response (known as GIA) enables participating sectors within the primary industries to formalise partnerships with government.

The partnerships become a foundation for preparing for and responding to specific biosecurity threats. More detail about the GIA is provided in the Appendix. Government also supports affected farmers and producers to respond and recover outside of the GIA framework.



Responders

Responders are the people who work within responses. They include experts and specialists (for example, veterinarians play important roles when responding to livestock issues). Service providers also help supply specialist response personnel and can boost response capacity, which is especially important when responses get large and complex.

Communities and stakeholders

The communities and stakeholders in New Zealand play important roles in biosecurity. Communities may be negatively affected by a biosecurity response (for example, impact on their economic, social, environmental and built assets, and their culture and/or taonga). Responses may also lead to potential positive improvement, with opportunities created as a result of change brought about by the response (for example, businesses may have opportunities to change to become more profitable, or communities may benefit from environmental improvements as a result of cleaning up and eradicating a pest organism).

For this reason, early engagement is essential. Often, early engagement leads to finding local solutions for threats while minimising the effect of response activities. Local solutions stand a greater chance of being relevant and sustainable in the long term. By building resilience in this way, the need for further large and/or complex interventions can be reduced.

Participation by those affected is co-ordinated alongside the official response and sometimes embedded within it. Decision-makers will work to understand community and stakeholder interests, so they can properly manage the impact and consequences of response activities.

Biosecurity responses will engage early on with affected communities and empower them to participate. Local partnerships and engagement, including recognition of the role of Māori as kaitiaki (custodians), are essential. Supportive and informed communities and stakeholders are better able to rally around those impacted, helping to develop and implement sustainable solutions. As a result, communities stand a better chance of being more resilient in the future.

All New Zealanders “A biosecurity team of 4.7 million” and visitors to New Zealand

In a small and geographically isolated country, all New Zealanders (and those who visit here) have an important role in maintaining New Zealand’s biosecurity. New Zealand needs the eyes and ears of everyone to be on the lookout for pests (for example, by calling the Ministry for Primary Industries pests and diseases hotline). When it comes to lending a hand or playing a part in a large or complex response, public support can be decisive in achieving response success (for example, by supporting the responsible disposal of garden waste in areas where its movement has been restricted).

Other key stakeholders and groups that may be called upon in a biosecurity response

The *Guide to the National Civil Defence Emergency Management Plan 2015* has sections and an appendix (Appendix 3) that outline emergency management responsibilities across and outside government, noting the information needs to be tailored for the biosecurity context and specific needs of the response situation.

Table 1: Other key stakeholders

Name	Role in an All of Government biosecurity response
Animal welfare organisations (e.g. RNZSPCA, Federated Farmers)	Roles set out in section 14.14 and Appendix 3 of the National Civil Defence Emergency Management Plan 2015. For example, Federated Farmers can activate an 0800 feedline (in support of farmers with shortage of stock feed.)
Biosecurity Ministerial Advisory Committee	While not generally associated with a specific response, the Biosecurity Ministerial Advisory Committee (BMAC) provides the Minister with high quality independent advice on the performance of New Zealand's biosecurity system. BMAC can advise on any part of that system including programmes, strategies or policies, and on the effectiveness and capability of the system (including specific activities such as a response).
Industry organisations with specific roles in national emergencies (National Civil Defence and Emergency Management (CDEM) Plan 2015)	Industries with specific roles set out and agreed in Appendix 3 of the Guide to the National Civil Defence Emergency Management Plan 2015 include: Beef + Lamb New Zealand, DairyNZ, Deer Industry New Zealand, Egg Producers Federation of New Zealand, Farm Forestry Association, Federated Farmers, Fonterra, Forest Owners Association, Horticulture New Zealand, Meat Industry Association, New Zealand Equine Health Association, New Zealand Pork, New Zealand Veterinary Association, Poultry Industry Association of New Zealand, Rural Women New Zealand, Zoo and Aquarium Association.
National Adverse Events Committee	The Committee's main purpose is to help with the primary sector's readiness for recovery, and to support recovery from, significant adverse events (climatic events, natural disasters and biosecurity outbreaks). It provides a forum for sharing information, agreeing on key messages and co-ordinating resources of industry and government recovery agencies at a national level.
National level governance of recovery	The Government may set up specific governance arrangements for the recovery, including but not limited to a National Recovery Office or a separate agency or Ministry following a significant event, to help co-ordinate cross-agency recovery activities and act as a point of escalation and information sharing. The Ministry of Civil Defence and Emergency Management has a National Recovery Manager who can exercise powers under the Civil Defence Emergency Management Act 2002, if a National Transition Period is put into effect.

Name	Role in an All of Government biosecurity response
National Welfare Co-ordination Group (NWCG)/ Social Recovery Group	<p>A cluster led by the Ministry of Civil Defence and Emergency Management and comprising responsible and support agencies (government and non-governmental organisations) as set out in the National CDEM Plan 2015.</p> <p>This group provides strategic oversight of planning and development of integrated welfare services delivered in, and following, an emergency. The NWCG provides co-ordination at the national level and support to CDEM Groups at the regional level.</p>
Rural/primary sector clusters	<p>The Adverse Event Clusters/Rural Advisory Groups under the CDEM framework lead the integration of agencies in the primary industries with the CDEM Groups to prepare for and respond to adverse events within their geographic boundaries. The scope includes human wellbeing, companion and production animal welfare, and primary industry business resilience and recovery. Some clusters have a wider scope to include all rural people, that is, beyond just primary producers. The clusters assist with enabling the CDEM Groups to co-ordinate and deliver effective and efficient readiness, response and recovery activities to primary producers, the wider primary sector and rural communities, to expedite recovery from adverse events.</p>
Rural support trusts	<p>Fourteen autonomous, charitable trusts located across the country that form a nationwide network that directly assists rural communities and individuals affected by adverse events, including a biosecurity response. During or after an adverse event, Rural Support Trusts in affected areas may: co-ordinate an initial response to an event or a longer term recovery effort; provide mentors or colleagues from rural backgrounds to talk over problems; advocate for financial assistance; and provide confidential psychosocial support (including stress management services). The Trusts can also be activated to deliver on-ground recovery assistance in adverse medium and large-scale events via service agreements with the Government.</p>

Biosecurity response toolbox

This section describes the different categories of elements necessary to undertake a biosecurity response. Together they form the biosecurity response “toolbox”.

A successful response requires the deployment of all of these categories of elements, with a high degree of interplay between each (for example, response people use plans and processes to complete response tasks). Figure 6 shows the biosecurity response toolbox.

Table 2 explains in further detail what each category of elements encompasses (see next page).

Figure 6: Response tool categories

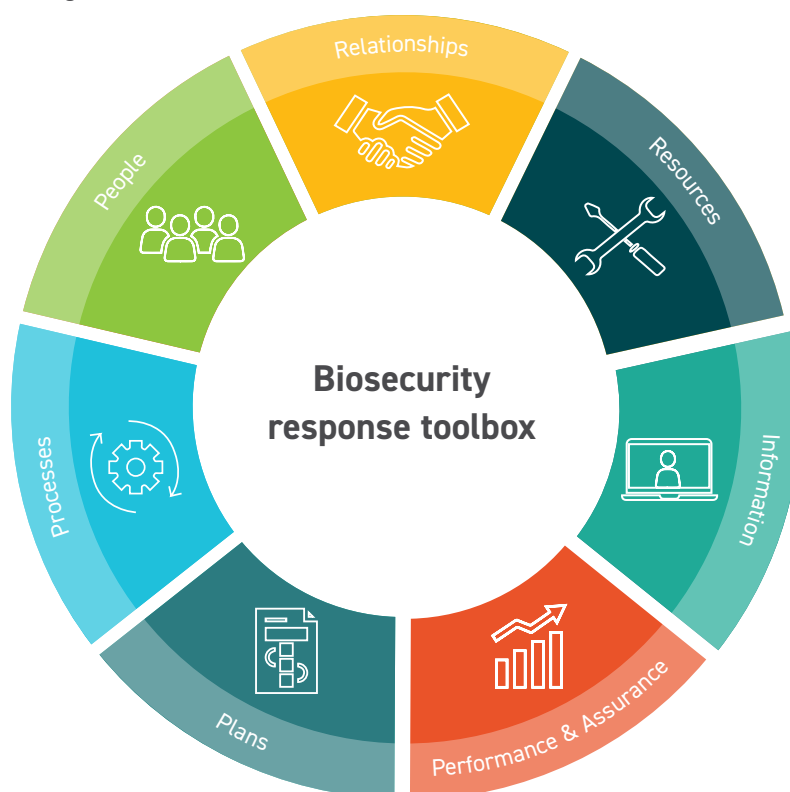
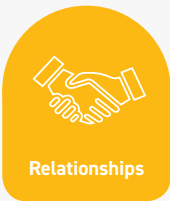


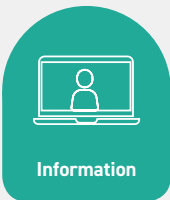
Table 2: Response tool categories



This category includes relationships between organisations and people needed to undertake a successful response and transition to recovery. Strong relationships improve the quality of response outcomes. As outlined in the “people” section above, a formal network is in place to bring people and organisations together to prepare for and respond to biosecurity threats in New Zealand. The relationships underpinning this network (underpinned by memoranda of understanding or contracts) enable resources, people and knowledge to be shared quickly and seamlessly when needed. Government is formalising relationships with industry through operational agreements pursuant to the Government Industry Agreement for Biosecurity Readiness and Response Deed.



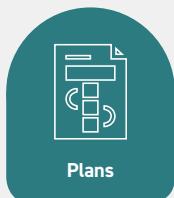
This category of tools relates to all resources other than people. It includes such things as property, assets, vehicles and equipment. Using formal relationships (as described above), resources are able to be accessed quickly to ensure the success of responses. Examples of some of the resources available include (but are not limited to): mobile laboratories, vaccine banks, spray approvals, and containers of biosecurity equipment that are permanently on standby in case they are needed for a response.



This category includes data, information and information technology associated with the management, use and dissemination of data or information. It also includes how a response communicates information to the responders, public, international markets and consumers. High-quality information is essential for response decision making and response operations.



This category includes governance, decision-making quality, establishing clear objectives, performance measures, continuous improvement and assurance reporting processes. It is important biosecurity responses demonstrate effectiveness and meet acceptable standards of performance. To achieve this, the Government evaluates responses to ensure standards have been met. Where any learnings are identified, changes will be made using a continuous improvement approach.



Plans

This category includes legal frameworks, national and international standards, guidelines, policies and general and specific biosecurity response plans.

Legal Frameworks

Includes the Acts, regulations, deeds, contracts and other legal instruments and guidance that will be used during a biosecurity response. The primary legal framework is the Biosecurity Act 1993, but other Acts (such as the Animal Products Act 1999), regulations (for example, the National Civil Defence Emergency Management (CDEM) Plan Order 2015), deeds (such as the Government Industry Agreement for Biosecurity Readiness and Response) and contracts (for example, the Biosecurity Response Services Agreement between the Ministry for Primary Industries and AsureQuality New Zealand) also play important roles. Further explanatory notes are provided about legal frameworks in Appendix 1.

International Standards

New Zealand, as a trading nation, has developed a number of standards that it applies to internationally traded goods and products as conditions of access across its border, or that New Zealand products must meet in order to meet overseas trading partner's requirements. These standards are critical parts of New Zealand's trade system and are often significant inputs or drivers within biosecurity responses.

Policies and Guidelines

This includes policies and guides on how biosecurity responses are undertaken. Examples include the Biosecurity 2025 Direction Statement, guidance on the use of various national plans (for example, the Guide to the *National Civil Defence Emergency Management Plan* and the *Welfare Services in an Emergency Director's Guideline*).

Plans

General plans describe standard preparations for most biosecurity threats and are consistent with New Zealand's plans for responding to other types of emergencies. General plans are complemented by more specific plans that are developed when the likelihood or consequence of a particular pest or disease warrants specific preparations. Plans include guidance for specific roles, such as response governance (the Ministry for Primary Industries General Terms for Response Governance), role cards and position descriptions and the *New Zealand Coordinated Incident Management System (CIMS)* (2nd edition).

Biosecurity response plans

Biosecurity response plans include:

- Policy for Biosecurity Responses to Risk Organisms (includes the Biosecurity Decisions Framework);
- plans developed to address specific pests or diseases, for example, the New Zealand Government Foot and Mouth Disease Response and Recovery Plan.

Welfare plans and guidance

Welfare plans and guidance include:

- Welfare Services in an Emergency Director's Guideline;
- Framework for Psychosocial Support in Emergencies (Ministry of Health, 2016);
- Rural Support Trust plans;
- Ministry for Primary Industries Animal Welfare Plans.

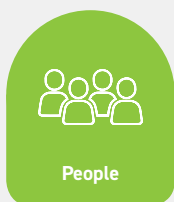
Transitioning to Recovery planning inputs

Inputs to inform the transition to recovery include:

- Primary Sector Recovery Policy;
- CDEM Group Recovery Plans and associated documents;
- recovery arrangements as set out in the National CDEM Plan Order 2015 and Guide to the National Civil Defence Emergency Management Plan;
- recovery arrangements as set out in any specific pest or disease planning, for example, the New Zealand Government Foot and Mouth Disease Response and Recovery Plan.



This category includes the processes used during a response. Processes describe the main steps and actions needed to carry out a specific task. Processes often include procedures that describe further detail about how the processes should be used. Government uses defined processes to guide biosecurity responses. These are set out in the *National Security System Handbook*, the *CIMS* manual and in specific biosecurity plans to manage pests or diseases.



This category is all about the people deployed in a response (responders). This includes staff from government agencies that are a part of a biosecurity response, industry representatives, community representatives, iwi and hapū, and service providers that are contracted in to deliver response services.

Biosecurity New Zealand (and the Ministry for Primary Industries) has the core skills and experience to lead and manage biosecurity responses, and has a development programme that trains potential responders (including from the groups listed above) in emergency management (for example, CIMS training) and specialist biosecurity training.

A biosecurity national response team (consisting of more than 150 people, supported by a formalised network of biosecurity responders (more than 150 organisations and more than 30,000 people) ensures that suitable response capability and capacity will be available when needed.



Appendix: Legal and policy guidance for biosecurity responses

The Biosecurity Act 1993

The Biosecurity Act 1993 is the primary legal framework used by government and other participants to manage biosecurity risks. It gives key agencies a range of powers to deal with harmful organisms. During readiness and response activities, use of those powers may include:

- entry onto property;
- imposing movement controls;
- destruction of infected property or animals;
- official direction to compel certain actions.

The Biosecurity Act also provides for compensation to be paid when the use of powers to manage or eradicate an organism causes financial losses to people, specifically from the damage to or destruction of property and losses arising from movement controls. Being able to claim compensation encourages people to report any suspected unwanted pests or diseases and to fully co-operate with response activities.

Government Industry Agreement for Biosecurity Readiness and Response

The Government Industry Agreement for Biosecurity Readiness and Response (GIA) is a partnership between primary industry sectors and the Government to deliver better biosecurity outcomes for New Zealand, through sharing responsibility, resources, costs and decision making.

The GIA brings the Government and industry groups together to work as partners to manage biosecurity pests and diseases. GIA partners share the decision-making responsibilities and costs of preparing for and responding to biosecurity incursions. The central idea of the GIA is that partners will work collaboratively, with a shared commitment, making use of each partner's specific knowledge and skills to be better prepared for biosecurity threats. This approach will result in more rapid and effective responses to incursions of pests and diseases. Note the GIA mandate does not extend to recovery arrangements.

To become a GIA partner, industry organisations (with mandate from their members) and the Ministry for Primary Industries (as the Government's representative) sign the GIA Deed that formally establishes the biosecurity partnership. The GIA Deed outlines the principles of the partnership, the commitments each partner

makes to engage in the wider biosecurity system, and the framework for co-investment to improve the collective biosecurity capacity and capability.

The GIA is implemented through Operational Agreements that ensure industry organisations have a formal role alongside the Government in achieving their specific readiness and/or response outcomes. Joint decision making for response activities starts as soon as the GIA Deed has been signed by the Government and relevant industry signatories.

Biosecurity 2025 Direction Statement

The Biosecurity 2025 Direction Statement shapes the long-term context of biosecurity in New Zealand. It provides direction for biosecurity responses by:

- highlighting that national biosecurity is a "collective effort" needing wide collaboration, participation and partnership from all New Zealanders; a biosecurity team of 4.7 million, where everyone becomes a biosecurity risk manager and every business manages its own biosecurity risk;
- harnessing science and technology, to transform the way we do biosecurity. This includes developing and improving the tools to identify and manage risks in biosecurity;
- using the data available, building intelligence and using powerful data analysis to assess, anticipate and respond to risk;
- directing clear leadership and governance arrangements to align and co-ordinate activity and support all participants in their roles;
- describing the investment required to allow skilled individuals to rapidly mobilise when and where they are needed, and future proofing the development of the workforce needed in biosecurity. A capable and sustainable workforce provides the foundation for effective biosecurity responses.

Primary Sector Recovery Policy

The Primary Sector Recovery Policy shapes the support co-ordinated by the Government to help farmers and growers to recover from biosecurity threats, including supporting the wellbeing of individuals and their communities. It links with the welfare function of the response.

Table 3: Related legislation

Name	Purpose (for biosecurity responses)
Civil Defence Emergency Management Act 2002	<p>Creates a framework within which New Zealand can identify and reduce risk and prepare for, deal with, and recover from emergencies. New Zealand adopts the “4Rs” approach to risk management: reduction, readiness, response and recovery, with the overall vision of resilience.</p> <p>The Act encourages the co-ordination of emergency management across the range of agencies and organisations with responsibilities for preventing or managing emergencies, and requires local authorities to co-ordinate Civil Defence Emergency Management (CDEM) through regional groups across the “4Rs”.</p> <p>The whole-of-government response framework for emergencies is provided in the National CDEM Plan Order 2015. It includes a response management structure to lead, manage and co-ordinate a response nationally. It also has provisions for declaring a state of local or national emergency, and a local or national transition period.</p> <p>In addition, the national level leadership, co-ordination and delivery of welfare services is set out in the National CDEM Plan 2015 and the <i>Welfare Services in an Emergency Director’s Guideline</i>.</p>
Hazardous Substances and New Organisms Act 1996 (HSNO Act)	<p>Protects the environment and the health and safety of people and communities by preventing or managing the adverse effects of hazardous substances and new organisms. This includes new organisms that have breached containment, conditional release or other controls. The HSNO Act may also apply (and compliance with an approval may be required) if a response involves using hazardous substances.</p>
Resource Management Act 1991 (RMA)	<p>Promotes the sustainable management of natural and physical resources. The RMA prohibits discharges of contaminants onto water or land unless the discharge is authorised by a regional council, resource consent or regulation. Activities during a response may require resource consents or exemption.</p>
Agricultural Compounds and Veterinary Medicines Act 1997 (ACVM Act)	<p>Includes regulatory control of agricultural compounds (veterinary medicines and plant compounds) and their importation, manufacture, sale and use. If a response involves application of agricultural compounds then this Act is likely to apply.</p>

Name	Purpose (for biosecurity responses)
Animal Welfare Act 1999	Animal Welfare Codes, which are part of this Act, may need to be considered when planning and carrying out response activities. The Act does not apply to most invertebrates and would have a limited effect on pest fish. The Animal Welfare sub-function under the National CDEM Plan 2015 includes livestock, companion animals and wildlife.
Animal Products Act 1999	Regulates the production and processing of animal material and animal products traded and used in, or exported from, New Zealand. It requires all animal products traded and used to be "fit for intended purpose" by meeting animal product standards.
Conservation Act 1987, Reserves Act 1977, National Parks Act 1980, Marine Reserves Act 1971	Response activities that take place on conservation land or within marine reserves may require exemptions from the requirements of these Acts.
Education Act 1989	Section 65E of the Education Act 1989 sets out the arrangements for schools that must be closed due to an emergency and therefore risk non-compliance with the statutory requirement to be open for a certain number of days.
Environment Act 1986	Promotes the management of the natural and physical resources of New Zealand.
Fisheries Act 1996	Allows for emergency measures if there has been a disease outbreak or "a significant adverse change in the aquatic environment". The Minister of Fisheries and Aquaculture may close an area by "prohibiting the harvesting of all or any fish, aquatic life, or seaweed in that area".
Forests Act 1949	Applies if, as part of a response, there is a need to destroy indigenous trees that are subject to the Act.
Health Act 1956	Deals with the improvement, promotion and protection of public health. Matters relevant to biosecurity include the powers and duties of local authorities, the duty of ships' masters to notify suspected infectious diseases, provisions relating to diseases that require quarantine, and regulations relating to public health, including prevention of the spread of infectious diseases.

Table 3: Related legislation – continued

Name	Purpose (for biosecurity responses)
Health and Safety at Work Act 2015	Applies to all New Zealand workplaces, employees and contractors. The Health and Safety at Work Act 2015 gives protection from workplace health and safety risks, including risks to both physical and mental health.
Local Government Act 2002	Guidelines have been developed where regulatory functions may involve local government, which has a duty to consult with rate payers under this Act.
National Animal Identification and Tracing Act 2012	Provides the legal authority for the National Animal Identification and Tracing (NAIT) scheme, which provides traceability for individual cattle and deer, and enables other livestock species to be identified and traced in emergencies, such as a biosecurity incursion.
Ngai Tahu Claims Settlement 1998	Responses that could impact on Ngai Tahu's takiwa (ancestral land) may need to consider the arrangements that were put in place as part of the settlement.
Wild Animal Control Act 1977	Regulates certain species of introduced animals defined as “wild animals” including deer, wallaby, thar, chamois, possums, feral goats and pigs.
Wildlife Act 1953	Protects specified wildlife while permitting the hunting of some wildlife at certain set times, for example, ducks, game, pukeko, Canadian geese and other species.
Other related legislation	Most of the provisions of the Plants Act 1970 and the Animal Control Products Limited Act 1991 have been repealed. However, some provisions are still in force of relevance to biosecurity.

Ministry for Primary Industries

PO Box 252
Wellington 6140
New Zealand
0800 00 83 33

www.mpi.govt.nz

