

ICOMOS NEW ZEALAND

TE MANA O NGA POUWHENUA O TE AO

INTERNATIONAL COUNCIL ON MONUMENTS AND SITES
CONSEIL INTERNATIONAL DES MONUMENTS ET DES SITES
CONSEJO INTERNACIONAL DE MONUMENTOS Y SITIOS

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Submission to the Governance and Administration Committee Emergency Management Bill

27 October 2023

Introduction

ICOMOS is a non-governmental international organisation dedicated to the conservation of the world's monuments and sites. Founded in 1965, the organisation is a principal advisor to UNESCO and includes over 10,000 members in 132 countries and territories.

ICOMOS Aotearoa New Zealand (ICOMOS NZ) is an incorporated society whose members include architects, engineers, heritage advisers, experts in Te Ao Māori, historians, archaeologists, lawyers, and planners.

ICOMOS includes an International Scientific Committee on Risk Preparedness (ICOMOS-ICORP) with a local joint scientific committee for Australia and New Zealand known as JSC-ANZCORP. The purpose of JSC-ANZCORP is to:

- Promote the protection of cultural heritage in times of disaster, whether natural or human-made, fast or slow onset;
- Promote cooperation with government, emergency services and civil defence and the inclusion of cultural heritage in emergency plans at local, regional, state and national levels;
- Build the capacity of heritage professionals in disaster risk management planning and emergency response for cultural heritage; and
- Establish a network of professionals that can respond responsibly to emergencies as they arise in the Australian and New Zealand context.¹

Context of this submission

Aotearoa New Zealand retains a unique assemblage of places of cultural heritage value relating to its indigenous and more recent peoples. More specifically, the people of New Zealand have particular ways of perceiving, relating to, and conserving their cultural heritage places.

¹ "JSC – Risk Preparedness (ANZCORP)", Australia ICOMOS website, accessed October 2023
<https://australia.icomos.org/get-involved/national-scientific-committees/jsc-risk-preparedness-anzcorp/>

This submission considers the Emergency Management Bill, which would replace the Civil Defence Emergency Act 2002. The Civil Defence Emergency Act provides powers for managing emergencies at local, regional, and national levels. The new bill aims to clarify the roles and responsibilities across the emergency management sector; recognise the role of Māori; provide outcomes for communities disproportionately affected by emergencies; enhance resilience; and modernise the legislative and regulatory framework.

The purpose of the Bill is to “*improve and promote the sustainable management of hazards in order to contribute to the social, economic, cultural, and environmental well-being and safety of the public and also to the protection of property*” (Part 1, S3. Purpose). Cultural heritage places are well-recognised as contributing to all four well-beings (noted in the purpose of the Bill) and to the resilience of communities (Sendai Framework for Disaster Risk Reduction 2015-2030; National Disaster Resilience Strategy, April 2019)

In light of this context ICOMOS NZ welcomes the opportunity to submit on the *Emergency Management Bill* led by the Governance and Administration Committee.

Submission

ICOMOS NZ supports the formalised role for Māori in emergency management. We consider this is likely to have positive outcomes for Māori heritage and expect it will enable Māori cultural heritage to be better provided for across the 4Rs.

Our main concern is that the Bill does not explicitly recognise or provide for the wider role of heritage in community recovery. Nor does it set out a role for heritage technical experts during the response phase, for example to inform decisions that are made under emergency powers to demolish buildings.

The lack of a formalised role for heritage experts in the emergency response phase of the Canterbury Earthquakes event 2010/2011 contributed to the loss of heritage buildings that may have been reasonably repaired.²

We note that cultural and historic heritage assets are recognised as one of eleven response objectives in the National Civil Defence Emergency Management Plan Order 2015 (Part 8. Response, S.113). However, there is no legislative, policy or procedural base to support the role of heritage experts in response or in the Emergency Operations Centre (EOC) in a nationally consistent manner. Despite a lack of statutory guidance, heritage professionals are working to establish involvement with the emergency management sector on an ad hoc, local basis, such as in Christchurch. But their effectiveness is often limited by a lack of mandate within the legislation.

ICOMOS NZ acknowledges that Heritage New Zealand Pouhere Taonga (HNZPT) have an identified role in response and recovery through the National Civil Defence Emergency Management Plan Order 2015 (S.80), but note that the heritage sector is broad and includes a range of experts and agencies (engineering, architecture, archaeology, conservators, the GLAM³ sector, TLA heritage advisors) who have potential to make a valuable contribution to emergency response and recovery. Additional capacity beyond that contained within HNZPT is likely to be required for significant events which impact large numbers of heritage places. In addition, community heritage identified and protected in District Plans often goes beyond

² ‘[Lessons in heritage: Caring for our community identity in a disaster](#)’, The Canterbury Earthquakes Symposium 2018; ‘Analysis of Case Studies in Recovery and Reconstruction’, ICOMOS-ICCROM, 2020 <https://www.icrom.org/publication/analysis-case-studies-recovery-and-reconstruction-volumes-1-and-2-and-reports>

³ “GLAM” is an acronym for galleries, libraries, archives, and museums.

that which is listed in the Heritage New Zealand List/ Rārangī Kōrero – which is generally the focus of HNZPT.

As an international organisation, we are aware of initiatives that address disaster risk management and the role of heritage experts and professionals internationally. A recent example is a request by the County of Maui for a database of qualified professionals, willing to help with the aftermath of the Lahaina disaster. A related initiative is the US Heritage Emergency National Task Force that is coordinated by the Smithsonian Cultural Rescue Initiative.⁴ ICOMOS NZ is concerned that there are no similar initiatives in place in Aotearoa New Zealand, and we consider that the lack of inclusion of heritage expertise in disaster risk management results in the unnecessary loss of heritage places and values. A nationally co-ordinated specialist heritage response team could make a positive contribution to emergency management responses, heritage retention and, in turn community recovery.

Within Aotearoa New Zealand, we consider a formalised role of the heritage sector in emergency response would assist in improving the capability and capacity for civil defence emergency management, as sought by outcome 2 of Ministerial Review Terms of Reference – Better responses to natural disasters and other emergencies in New Zealand (1 June 2017) ‘*Agencies with specialist capabilities...are knitted into the fabric of a response*’.

Recommendations

Whilst the Emergency Management Bill may not necessarily be the appropriate instrument to address all of the issues we have raised above, we consider this is an opportune time for them to be considered at a national level.

Our recommendations are as follows:

- Identify and set out a role for heritage technical experts during a state of emergency, transition period, and subsequent response phase.
- Explicitly recognise and provide for the role of heritage in community recovery following a disaster or other emergency.

Thank you again for the opportunity to make a submission on the *Emergency Management Bill*. We look forward to reading the outcome of the work by the Governance and Administration Committee.

Chairperson Stacy Vallis

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⁴ “Heritage Emergency National Task Force”, Smithsonian Cultural Rescue Initiative website, accessed October 2023, <https://culturalrescue.si.edu/hentf/>