



DAY ONE BLUEPRINT

September 2016

DAY ONE BLUEPRINT – WORKING VERSION

This working version of the Day One Blueprint for Fire and Emergency New Zealand (FENZ) provides a high-level description of what we intend the new organisation to look like on 1 July 2017 – based on what we know right now.

As the work to transition to FENZ progresses we will develop a longer term Blueprint that defines the future state of FENZ in 2020 and beyond. We expect this longer term Blueprint will be available in April 2017.

OUR MISSION FOR DAY ONE

Implementation on 1 July 2017 is the beginning rather than the end of the FENZ transition story. A multi-year project is planned to create a unified organisation.

Our focus for 1 July 2017 will be on ensuring that:

- the health and safety of the public and our people remains paramount
- FENZ personnel (employees, volunteers and contractors) are brought on board to FENZ smoothly
- FENZ continues to respond effectively and efficiently to fire and other emergency incidents
- FENZ personnel have access to the response assets they need and are turned out to incidents they are trained to deal with
- FENZ continues to also seamlessly deliver reduction, readiness and recovery services
- we bring FENZ personnel and the sector with us on the journey and they are actively engaged
- FENZ personnel have clear authority for the work they do, know who is in charge and continue to operate effectively from 1 July 2017
- there are clear signs that FENZ is different: whether your background is urban or rural; or you are an employee, volunteer or contractor. It will be clear that the establishment of FENZ is only the start of the journey:
 - some changes will have been implemented
 - some changes will be being actively piloted
- future plans for a unified organisation are visible and tangible to FENZ personnel and the sector, and the next phase of unification will be ready to go.

The change for Day One will be realistic and pragmatic:

- if we need to take more time to listen to the views of personnel and the sector, then we will do so. This may limit the degree of change visible to FENZ personnel and the sector on Day One.
- we will take the time needed to build a solid foundation that is able to support the more significant changes that will follow during future unification phases.

The implementation of everything set out in this document will be underpinned by extensive communications and stakeholder engagement, both internally and externally.

WHAT PEOPLE OUTSIDE FENZ WILL SEE ON DAY ONE

Identity

FENZ will be established with a new brand. In the medium term the new visual identity (including logos, colours, signage, badges and flags) may require widespread imagery change to websites, publications, uniforms and assets.

For Day One the new visual identity will be applied based on value-for-money principles. For example, the website and electronic collateral will be updated wherever possible. Any other rebranding will occur on a targeted basis initially, and be fully rolled out during the unification phase of the project.

We will celebrate our history as we transition to FENZ.

Communities

Communities, including forest and land owners, will have confidence that their people, property and landscapes will continue to be protected from fire and other emergencies. They will:

- start to have some exposure to the new visual identity
- have access to information on the role of a local committee and that consultation on boundaries is about to commence
- be able to continue to use fire as a land management tool, including being aware of fire control measures e.g. whether they need a fire permit and how to apply for one
- have access to information about changes to the levy

Other emergency services agencies

Formal arrangements with other emergency services agencies will have been reviewed, and work will be underway to confirm which agencies will lead and assist in different circumstances. On the ground operational personnel from the various agencies will continue to work together based upon coordinated incident management principles.

Unions and associations

FENZ will work collaboratively and in good faith with unions and associations, respecting and valuing their contribution. It is intended that formal agreements will be in place with key stakeholders as required.

Former rural fire authorities including enlarged rural fire district committees

Rural fire authorities (including territorial authorities and enlarged rural fire district committees) will cease to have fire control responsibilities under the Forest and Rural Fires Act from 1 July 2017.

Enlarged Rural Fire District Committees cease to exist on 1 July 2017. Members of these committees have made significant contributions to their communities, and those contributions will be respected and acknowledged. Some members may have a role in pilot committees or other interim arrangements until the formal local committees are appointed.

The Fire and Emergency New Zealand Bill (the Bill) includes provisions for sharing information before and after 1 July 2017.

Territorial authorities

FENZ will work collaboratively and in good faith with territorial (including unitary) authorities including agreeing access to response assets, operational systems (e.g. mapping), specialist expertise, providing advice on building consents and dangerous buildings, and bylaws.

Industry fire brigades

Industry fire brigades will be identified, and understand their statutory functions and powers. They will understand how to work with FENZ, and work will have commenced to formalise any new agreements.

Fire alarm monitoring companies

There will be little change for fire alarm monitoring companies as the Communications Centres (ComCen) will continue to be the primary channel for responding to incidents.

Department of Conservation, New Zealand Defence Force and Ministry of Education

DOC, NZDF and Ministry of Education will know how to work with FENZ and who to contact about what. Work to develop an operational service agreements / memorandum of understanding will be well advanced, if not completed.

Hazardous substance agencies

WorkSafe, the Environmental Protection Authority, the New Zealand Transport Agency, the New Zealand Police, the Civil Aviation Authority, Maritime New Zealand, Ministry of Health, territorial authorities and regional councils will know how to work with FENZ and who to contact about what. Work to develop or update required memoranda of understanding will have started.

Levy payers

Levy payers will have access to information about what amount they need to pay for the financial year from 1 July 2017 and the likely changes required for 1 July 2018.

Insurance Council (ICNZ) and Insurance Brokers Association (IBANZ)

FENZ will work with ICNZ and IBANZ collaboratively and in good faith, assisting them to help their members understand the impacts of the levy changes on members (and their customers), and enable them to comply with their new levy obligations.

WHAT FENZ PERSONNEL WILL SEE ON DAY ONE

All personnel

On Day One all FENZ personnel will feel part of a new organisation, and will have had the opportunity to participate in developing a new FENZ organisation. This is likely to include:

- strategic direction
- identity and brand
- the multi-year roadmap for unification.

Operational personnel

All operational personnel will have:

- a clear understanding of:
 - where they sit within FENZ's organisation, geographical and respective rank structures, noting that some of these may be interim
 - how command and control works and who is in charge of an incident
 - their statutory functions and powers (via delegations, authorisations and appointments)
 - how to perform their functions safely as they do now
 - what compliance and deterrent tools are available to them on Day One
 - future opportunities to broaden operational capability (e.g. rural fire forces building capability in hazardous substances, urban brigades building capability in large vegetation fires)
- been informed on the new legislation, and how to use the processes, policies, tools and systems required to do their job (if there are any changes for Day One).

In addition, volunteers will understand:

- the continuation of local relationships and how the direct relationship with FENZ works
- how to access advocacy and support services and an interim dispute resolution process
- what reimbursement they are entitled to (if any).

Corporate and support personnel

All corporate and support personnel will:

- understand where they sit within the organisation structure, what their key functions are, and who their internal customers are
- have received any information needed on the new legislation, and how to use the processes, policies, tools and systems required to do their job.

Leaders

FENZ's leaders:

- are equipped and empowered to provide their people with information on transition, provide a feedback loop back to the transition team and deal with the local implementation issues that will inevitably happen before and after Day One
- understand who is in their team and have a plan to lead their people to support the creation of a new organisation
- have financial and human resources delegations in place

- have a business plan and budget for the 2017/18 financial year
- will have the support and authority they need to take on their new responsibilities

FENZ FUNCTIONS

The Bill sets out the main functions of FENZ (the things it must do), and additional functions of FENZ (other things it may do, to the extent that it has the capacity and capability to do so).

Functions set out in the Bill are broader than those in the current legislation. However, they closely align to services that operational personnel provide today. To a large degree the wider mandate in the Bill is catching up with what is already operational reality.

Main functions

The main (lead) functions that FENZ must perform are:

- promote fire safety
- provide fire prevention, response, and suppression services
- stabilise or render safe incidents that involve hazardous substances
- provide for the safety of persons and property endangered by incidents involving hazardous substances
- rescue persons who are trapped as a result of transport accidents or other incidents
- provide urban search and rescue services
- efficiently administer the FENZ Act.

All main functions are existing services. However, some main functions are not currently provided by some brigades or fire forces as they do not have a statutory mandate, or do not have the equipment and training they need to provide the service. On Day One the day to day response of individual brigades and fire forces will not materially change.

Additional functions

Before performing any of the following additional (assist) functions, FENZ must ensure it retains the capacity and capability to perform the lead functions above efficiently and effectively. To the extent that it has capacity and capability FENZ may also:

- respond to medical emergencies
- respond to maritime incidents
- perform technical rescues, including rescues involving high angles and ropes, rescues from collapsed buildings, rescues from confined spaces, rescues from unrespirable and explosive atmospheres, swift water rescues, and animal rescues
- provide assistance at transport accidents (e.g. crash scene cordoning and traffic control)
- respond to severe weather-related events, natural hazard events, and disasters
- respond to incidents in which a substance other than a hazardous substance presents a risk to people, property, or the environment
- promote safe handling, labelling, signage, storage, and transportation of hazardous substances
- respond to any other situation, if FENZ has the capability to assist.

Responding to maritime incidents and promoting the safe handling, labelling, signage, storage and transportation of hazardous substances are functions where national practice is not currently formally established.

OPERATIONAL PROCESSES AND POLICIES

Local committees

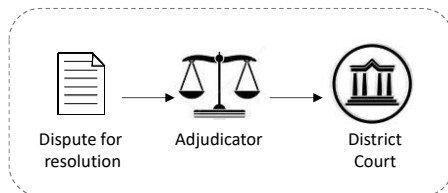


Local committees will be established by the Board to provide local advice to FENZ. Formal appointments to local committees are unlikely to be made until after consultation on boundaries is completed, and consultation won't commence until after Day One.

By Day One work to develop the establishment, appointment and support processes will be largely complete. Two to three pilot committees will have been established to test different models and find out what works best. Interim arrangements will be in place as required to provide local advice to FENZ until the local committees are formally established.

From 1 July 2017 the Board is likely to be developing operating principles for local committees and preparing to consult the public on boundaries.

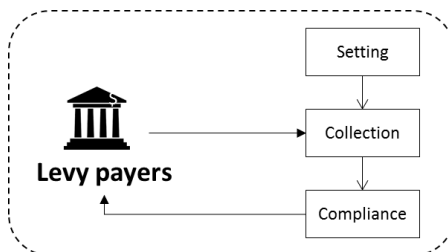
Dispute resolution scheme



Similarly, FENZ is required to consult on the design of the new dispute resolution scheme, and this consultation will start after 1 July 2017.

Initial design work for the scheme will have been completed by Day One. An interim process will be in place for Day One to manage any disputes that arise before the formal scheme is approved by the Minister and is operational.

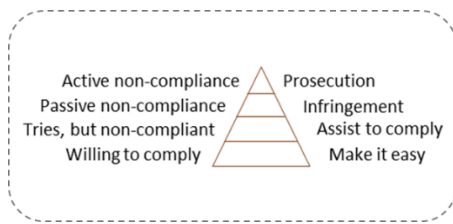
Levy



Levy changes will be implemented in two stages:

- changes for 1 July 2017 are limited to a change to the levy rates, which requires a formal consultation process
- changes from 1 July 2018 will be more substantive. They will require that FENZ business processes and systems (and those of insurers) are changed to align with new legislative requirements.

Compliance and enforcement



The Bill provides FENZ with a number of compliance and enforcement powers. Powers provide the ability to:

- authorise persons to issue infringement offence fines for specified matters, when regulations are in place
- investigate and prosecute offences defined in the Act
- appoint inspectors with powers of entry and inspection, and to take samples of objects and things for the purpose of assessing compliance
- authorise specified persons to apply for a search warrant under the Search and Surveillance Act.

Processes to issue infringement notices will have been designed by Day One, but will not be implemented until regulations are in place. A number of rural prosecution offences and the cost recovery mechanism are being replaced by infringement offences, so we will ensure personnel understand what compliance and deterrent tools are available to them on Day One. FENZ will have prosecution powers for serious offences.

Development of a Compliance and Enforcement Strategy and a Prosecution Policy will be underway by Day One.

Volunteer support

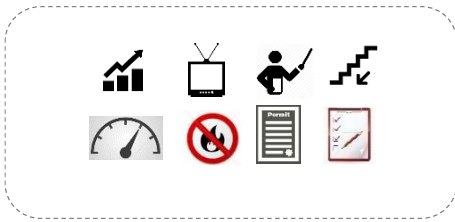


The Bill requires that FENZ:

- recognise, respect and promote the contribution of volunteers
- consult with volunteers and relevant organisations
- encourage, maintain and strengthen volunteer capability.

On Day One arrangements will be in place to make advocacy and support services (at no cost to volunteers) and an interim dispute resolution process available to FENZ volunteers, and enable them to be reimbursed (if appropriate).

Reduction



On Day One FENZ will continue to promote fire safety using the existing wide range of methods, based on current research and intelligence.

Consistent authorisation processes will be operating for:

- Prohibitions, restrictions and fire breaks
- Fire permits
- Evacuation schemes
- Giving advice on building consents and dangerous buildings under the Building Act.

Work will have started on how FENZ will perform its function to promote safe handling, labelling, signage, storage, and transportation of hazardous substances.

Readiness



On Day One FENZ operational personnel will have:

- access to the response assets they need to perform their duties
- been trained in their key functions and powers (as required and if changed)
- operational readiness standards for urban and rural

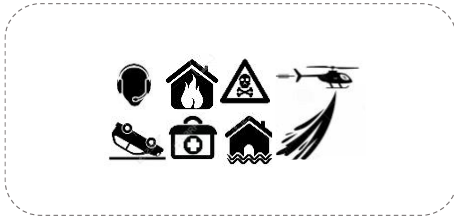
Interim fire plans will be in place, most likely by adopting existing fire plans until new plans can be developed.

Pre-incident planning processes will continue as is for:

- built environment: risk assessment, preparing site reports and tactical plans
- vegetation fires: analysing land cover, risk factors, threat classification and preparing plans

Work will have commenced on a new code of practice for firefighting water supply.

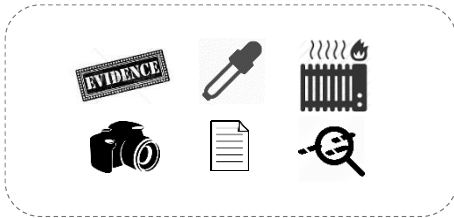
Response



The Bill provides FENZ with a broader range of functions, powers and protections to enable it to respond to fires and other emergencies. However, for Day One the priority is continuity i.e. “trucks still roll out the door”. At an operational level urban and rural operational personnel are already turned out through a single Communications Centre (ComCen) function. Due diligence will have been performed to provide assurance that operational response data (including “beat lists” and pre-determined attendance) is accurate, fire plans are in place, personnel are clear on jurisdictions and command and control structures, and that dispatch mechanisms operate effectively.

From Day One FENZ will be able to meet its obligations to notify and report to hazardous substance agencies.

Recovery



On Day One FENZ’s post-incident processes will largely reflect existing practice across urban and rural functions:

- Operational reviews
- Fire investigations
- Post-incident analysis
- Business continuity
- National event plans.

Where possible the outputs from these processes will be integrated into a single FENZ performance reporting framework.

DELIVERY CHANNELS

Response channel

ComCen will continue to be the primary channel for receiving reports of fire and other emergencies, initiating FENZ's response and notifying appropriate personnel and other agencies.

Fire safety promotion

From Day One FENZ personnel will continue to be out and about in communities promoting fire safety and fire control measures using existing processes and materials.

Website

A new FENZ website will be established for Day One. It will be populated with a mix of content that is migrated from existing websites, and with new content created specifically for FENZ.

Online services

FENZ transition will promote greater use of online services. On Day One:

- existing online services for evacuation schemes will be rebranded
- online fire permit processes will be in place where they currently exist.

Social media

FENZ will have a new presence on social media (e.g. Facebook, Twitter, LinkedIn).

INFRASTRUCTURE AND TECHNOLOGY

Response assets

Operational personnel will have access to the response assets (property, vehicles, operational and communications equipment) required to respond effectively and efficiently to fire and other designated emergencies on Day One.

FENZ will know what response assets it has at its disposal.

The fleet and equipment will be legally compliant. Non-compliant vehicles and equipment will be either retired, repaired or quarantined with rectification plans in progress. A risk-based approach will be taken when deciding whether to deploy response assets that still require remedial action e.g. tankers.

It is expected that ownership of response assets will remain the same on Day One, unless a transfer of ownership is mutually agreed or an asset needs to be replaced.

Station and incident management systems

On Day One operational personnel will have access to systems for managing incidents. It is likely that rural personnel will be using the Fire Service Station Management System (SMS) for some functions, but other functions may be supported through rural-specific systems. Over time SMS will require redevelopment to meet the needs of the new organisation.

Fire permits and rural specific databases

A range of systems are in place within RFAs to manage fire permit applications and other information. Some are fully functional app-driven systems, others are based on spreadsheets.

On Day One existing fire permit databases will be in place, and be integrated as time and resources allow.

Corporate systems

FENZ will need a number of functional corporate systems from 1 July 2017:

- Financial Management Information System (FMIS)
- Asset Management Information System (AMIS)
- Payroll
- Human Resource Information System (HRIS)
- Training Management System
- Reporting systems and databases.

The needs of the new organisation (urban and rural; employees, volunteers and contractors) and sector will be considered before choosing to adopt an existing system or process for use in FENZ. In general, FENZ expects to reuse existing Fire Service platforms, where it is a strength, and if they are capable of meeting the needs of the new organisation.

Corporate systems will be set up and populated ready for use from Day One. Systems will be adapted to meet the needs of both urban and rural as required, but our focus is on delivering mandatory requirements. This may mean that some work will be needed to further refine and improve system capabilities after 1 July 2017 to fully meet requirements.

Connection to corporate networks and ICT support services

On Day One FENZ personnel will have the access to the FENZ corporate network that they require to do their job.

It is acknowledged that a number of remote rural fire forces operate from very simple buildings, some do not have power or access to fixed line or mobile data networks. Some mobility solutions (tablet and/or smart phone) will be in place for Day One, but will continue to be developed over time.

ORGANISATION

The following is all subject to formal consultation with future FENZ personnel and the sector. However, it provides an indication of the direction of travel, and will be adjusted as feedback is incorporated.

Day One – one organisation

On 1 July 2017 Fire Service employees become FENZ employees. Former RFA employees that meet the definition of “transferred employees” in the Bill will transfer to FENZ on 1 July 2017.

Volunteers become FENZ personnel, so the new organisation will be better informed on, and able to better support and communicate with volunteers over time. This does not detract from the local relationships that volunteers will continue to have with their local leaders, their brigade or fire force, and their community.

Organisationally it is expected that existing brigades and fire forces will continue to exist on Day One. Operationally urban and rural operational personnel will work together as set out in the Response section above.

Operational capability

One of the key benefits of moving to FENZ is to create greater operational flexibility and effectiveness by broadening operational capability (e.g. rural fire forces fighting structure fires or responding to hazardous substances incidents, and urban brigades fighting large vegetation fires). Future capability will be driven by the needs of the community, operational requirements and the desires of operational personnel (particularly for volunteers). The capability of individual brigades and fire forces will not change significantly for Day One.

FENZ will ensure that the health and safety of the operational personnel and public is maintained by ensuring that adequate instructions, training, supervision and equipment are in place before they take on any additional duties.

Volunteer support

FENZ will have structures in place to ensure that volunteers are adequately supported including knowing how to access advocacy and support services and the interim dispute resolution process. All volunteers will have access to volunteer support officers (VSOs) and clarity on policies for volunteer reimbursement.

Vegetation fire capability support

FENZ will ensure that rural fire forces continue to be supported, including how to maintain specialist response capability (e.g. wildfire fighting) and how to support the development of capability and operational readiness within rural fire forces.

Delegations

FENZ personnel will have received the appropriate statutory, financial and human resources delegations to enable them to perform their duties, and have received any additional training required.

Authorised personnel

FENZ will have authorised personnel in writing to enable them to exercise relevant statutory powers, including responding to fires and other emergencies, and carrying out compliance and enforcement activities.

FENZ inspectors

The Bill enables FENZ to appoint inspectors who have additional powers of entry, inspection and taking samples. For Day One a number of inspectors will have received any additional training required and been appointed. The likely initial candidates are personnel who conduct specialist fire investigations and other fire risk management activities. Being careful to manage the trusted relationship a firefighter has with the public and their community will be important as the new penalties and offences system is progressively introduced.

Pilot committee support

On Day One FENZ will provide personnel to:

- support pilot committees
- represent FENZ to each pilot committee, to advise the committee and enable the committee to provide informed advice to FENZ.

Corporate and support functions

On Day One corporate functions will predominantly, but not exclusively, be provided by former Fire Service employees. Given that the FENZ operational workforce is likely to be approximately 20% larger than the Fire Service workforce it is likely that corporate functions will need to expand accordingly, and may need to change to meet the needs of the new organisation.

Other support functions will be provided by both former Fire Service personnel and former rural personnel.

