



# 2017-2021 STATEMENT OF INTENT FIRE AND EMERGENCY NEW ZEALAND

**Tauākī takune**  
Ratonga ahi  
me ngā ohotata  
i Aotearoa



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### ABOUT FIRE AND EMERGENCY NEW ZEALAND

Fire and Emergency New Zealand is a new unified fire organisation that brings together our country's urban and rural fire services for the first time. The formation of Fire and Emergency New Zealand represents a once in a generation opportunity to enable New Zealand to have a fit for purpose 21<sup>st</sup> century fire and emergency organisation that is flexible, adaptable and efficient.

[www.fireandemergency.nz](http://www.fireandemergency.nz)

Front page photograph taken by Nick Rayner.

# AT A GLANCE

## He tirohanga whānui

### OUR PEOPLE

As at 31 March 2017



1,747

CAREER FIREFIGHTERS



8,135

URBAN VOLUNTEERS



2,800

RURAL VOLUNTEERS



624

MANAGEMENT AND SUPPORT STAFF

1 July 2015 – 30 June 2016



74,789 INCIDENTS ATTENDED

This included:



908

EXTREME WEATHER EVENTS



5,382

STRUCTURE FIRES



11,292

MEDICAL EMERGENCIES



5,495

MOTOR VEHICLE CRASHES



4,994

VEGETATION FIRES



3,183

HAZARDOUS MATERIALS



### EXPENDITURE

#### CAPITAL

\$54.5 MILLION

#### OPERATING

\$388.8 MILLION



ASSET BASE  
\$699.7 MILLION

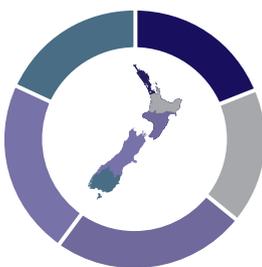


REVENUE  
\$389.3 MILLION



MOST TRUSTED  
PUBLIC SECTOR  
ORGANISATION<sup>1</sup>

### OUR NETWORK - FIVE REGIONS



● Region 1 19% ● Region 4 22%  
● Region 2 17% ● Region 5 18%  
● Region 3 24%

### FIRE STATIONS BY TYPE



● Volunteer stations 360 ● Composite<sup>2</sup> stations 33 ● Volunteer 82% ● Composite<sup>2</sup> 8%  
● Career stations 46 ● Rural fire forces 196 ● Career 10%

<sup>1</sup> Colmar Brunton's 2017 Public Sector Reputation Rankings.

<sup>2</sup> Volunteer and career.



# FOREWORD

## Whakapuakitanga

***We are pleased to present the first Statement of Intent for the new organisation Fire and Emergency New Zealand. This year, 2017, is a historic one, seeing the establishment of a unified fire organisation that brings together New Zealand's urban and rural fire and emergency services for the first time.***

We have a strong foundation of passionate, committed and skilled people who have earned the trust and respect of New Zealanders. Whether they are urban, rural, career or volunteer, our people serve their communities to protect and preserve life, property and the environment.

We now have a once in a generation opportunity to support this essential work by creating a fit-for-purpose fire and emergency organisation that is flexible, adaptable and efficient.

Following comprehensive reviews, we have a new mandate set out in the Fire and Emergency New Zealand Act 2017, which was passed by Parliament on 4 May 2017.

***We have amalgamated into a new organisation consisting of 40 existing bodies and more than 14,000 people.***

The scene is set for us to strengthen our ability to serve our communities, but it will take several years to fully achieve this as we move from amalgamation, through integration, to a fully unified organisation.

This Statement of Intent sets out the Board's plans for the next four years. It outlines how every activity we undertake and service we provide contributes to a safer environment for New Zealanders through reducing the likelihood of unwanted fires, reducing consequences from emergencies and helping build resilient communities.

It also sets out how we plan to build the systems, processes, culture and capabilities that will support our delivery. We need to do this in stages, so we have divided the work into phases – integration from now to July 2020, and unification from 2020 onwards.

Integration will take place gradually, preserving the best from both rural and urban fire and emergency services and recognising that one size does not fit all. We will however see current distinctions between urban and rural fire and emergency services, including funding disparities, disappear. Our people, wherever they work, will be equipped and trained based on the risks and needs of their communities.

To achieve the best results for New Zealanders we will continue to listen to and involve our people and our communities.

*On behalf of the Board,  
we thank our firefighters  
everywhere for their goodwill  
and engagement in helping  
shape the new organisation.*

We also thank the stakeholders who have contributed to the transition to Fire and Emergency New Zealand and the legislative process.

In this Statement of Intent we set out an ambitious but practical plan based on our current knowledge of our operating environment and budget. Given the scale of change, it is likely some detail will be updated before 2021, but New Zealanders can rely on us to deliver fire and emergency services that work well, are funded appropriately, and value the career and volunteer workforce.



**Honorable Paul Swain**  
Chair



**Dr Nicola Crauford**  
Deputy Chair



# INTRODUCTION

## Kupu whakataki

*This Statement of Intent 2017–2021 outlines the reasons our organisation has been established, what we intend to achieve, and how we will measure our performance. This information is structured in the following sections:*

### STRATEGIC CONTEXT

This section sets out the context our organisation is operating in, including why Fire and Emergency New Zealand was established, and the provisions of the Fire and Emergency New Zealand Act.

### OUTCOMES

This section outlines the long-term outcomes, or results, that we aim to deliver for New Zealand. We provide an Outcomes Framework showing how our activities will contribute to these outcomes.

### STRATEGIC PRIORITIES

This section outlines our priorities for the next four years and the core principles that underpin everything we do. We have set three strategic priorities and in this section we outline why they matter, what success will look like, and the steps we will take towards achieving them.

### ORGANISATIONAL HEALTH AND CAPABILITY

This section looks internally at two organisational health and capability priorities that will drive and shape our work over the next four years to build the new organisation. We have set out why they matter, what success will look like, and the steps we will take towards achieving them.

### UNDERSTANDING AND MEASURING SUCCESS

This section sets out how we will monitor and measure our performance, to support good decision-making and to transparently show what we are achieving and the progress we are making towards our outcomes.

# STRATEGIC CONTEXT

## Horopaki rautaki

### THE NEW ZEALAND ENVIRONMENT

These are challenging times for New Zealand's fire and emergency service and for the communities we serve. We are experiencing changes in weather patterns, demographics and social trends, all of which make for a more complex operating environment. New Zealanders are also expecting more from us. It has never been more important to have a connected and responsive fire and emergency service.

As with other developed nations, the rate of structural fires has fallen in recent years due to improved building standards and fire protection measures. However, increased population density in New Zealand cities and towns emphasises the need for a rapid response to limit the harm from the fires that do occur. There are also some demographic groups, primarily Māori and Pacific peoples, who are disproportionately affected by structural fires.

At the same time there is a growing trend towards more vegetation fires and other emergency incidents arising from climate change. Dry conditions experienced recently in parts of New Zealand have led to many sizeable vegetation fires. There is global concern about the growing incidence, magnitude and impact of wildfires. We are also seeing significant flooding and incidents arising from swollen rivers and landslips.

*Firefighters have been central to the response to recent earthquakes including Christchurch, Kaikoura and Wellington, and recent modelling points to an increasing likelihood of further earthquakes.*

There is an increasing demand to respond to a wide range of non-fire emergencies, often coordinating with and assisting other emergency services. These include responding to motor vehicle crashes, medical call-outs, technical rescues, hazardous substances and maritime incidents.<sup>1</sup> International cooperation between fire and emergency services has grown, and New Zealand's firefighters provide reciprocal assistance in Australia, North America and the Pacific Islands.

Most rural towns are serviced by the fire services' volunteers. They are often the only emergency service available to respond quickly to a wide variety of situations.<sup>2</sup> Fire and emergency services are a keystone of community resilience, especially in rural areas, but the volunteer model is coming under pressure as rural populations age and migration to urban centres increases.

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<sup>1</sup> In 2015/2016, the New Zealand Fire Service responded to 5,203 structural fire incidents and 17,855 rescue, emergency or medical incidents.

<sup>2</sup> In 2015/2016, New Zealand Fire Service volunteers were the first in attendance at 26,062 incidents, compared with 11,463 incidents in 1990/1991, a growth of 127%.

The changing and increasing demands outlined above require a greater time commitment from volunteers, and increase the calls on the goodwill and capacity of their families and employers.

Across the country, our service collectively needs broader capability and equipment to respond to changing demands, and we need more coordination within and between emergency services.

The legal framework has not kept pace with changing demands. Until the passing of the Fire and Emergency New Zealand Act 2017, some firefighters attending non-fire incidents have operated outside their explicit legal mandate.

## **A FIT-FOR-PURPOSE NEW ZEALAND FIRE AND EMERGENCY SERVICE**

From the first volunteer fire services in the 1850s, New Zealand has reflected the international evolution of firefighting to the current mix of paid and volunteer responders. There is a strong and proud tradition of inter-generational service in protecting our communities.

For most of their history, New Zealand's fire services were funded and managed locally. There was little central coordination, resulting in significant variation between local fire services. The Ballantynes' fire of 1947, where 41 people lost their lives, was a watershed moment in the history of fire services in New Zealand, and led to the passing of strengthened fire safety legislation. A further reform in 1975 amalgamated local authority Fire Boards into a national New Zealand Fire Service, but retained rural fire entities as separate organisations.

***There have been no significant changes to fire service legislation in more than 40 years despite significant changes in the country's fire-fighting environment during this time.***

Two reviews<sup>3</sup> of the fire services undertaken between 2012 and 2015 considered mandate, rural and urban governance and support structures, legislation modernisation, funding, and coordination with other emergency services. These reviews involved extensive consultation with stakeholders and wide agreement on the type of fire and emergency services needed in New Zealand, and how best those services should be supported and funded. They paved the way for legislative reform.

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<sup>3</sup> Report of the Fire Review Panel 2012 (the Swain Report) and the Fire Services Review, established in 2014 in response to the Swain report, and other matters outside the Fire Review Panel's original Terms of Reference.

The reviews identified that:

- changing expectations and environmental circumstances were putting the fire services under pressure
- there was a need to improve coordination within and between fire services, and clarify accountability and the legal framework for non-fire activity
- more consistent leadership was required than could be provided across multiple organisations
- there was variability in how different fire services were funded. More strategic investment in rural fire services was required to address past under-investment, and the levy model needed to align costs to risks and needs
- there was a need for continued improvement to address differences in organisational culture that could generate operational issues and grievances
- better support for the workforce was needed, particularly in regards to recruiting, retaining and supporting volunteers
- challenges facing the fire services would have a growing impact in the future unless they were addressed now.

These reviews drew on lessons from other fire services internationally about how best to approach change. The reviews noted that to be successful, the changes should be co-designed with the sector, incorporate the perspective of communities, and grow an organisation that is reflective of the communities it serves.

## **CREATION OF FIRE AND EMERGENCY NEW ZEALAND**

Following the two reviews, the Government agreed to reform the way fire and emergency services are delivered. The intent of the reforms is to provide New Zealanders with fit-for-purpose fire and emergency services that are flexible, effective and efficient.

The Government has established a new unified organisation, Fire and Emergency New Zealand, and replaced two previous Acts with new legislation.

The Fire and Emergency New Zealand Act 2017 received Royal Assent on 11 May 2017, and Fire and Emergency New Zealand was established on 1 July 2017.

# FIRE AND EMERGENCY NEW ZEALAND ACT 2017

## Te ture ahi me te ohotata i Aotearoa 2017

*The Act provides the legal authority for the reforms arising from the reviews. It combines urban and rural fire and emergency services into a single, unified fire and emergency services organisation for New Zealand with the mandate to provide a wide range of services for communities. To a large degree, this mandate formalises existing operational reality.*

The Act places strong emphasis on the critical role that communities play in supporting fire and emergency services. This includes providing volunteers, and contributing knowledge of the needs and risks each community faces.

The Act provides both a continuation of the strong role that fire services have always had in our communities, and a fresh opportunity to build an organisation that is inclusive and strategic.

### FIRE AND EMERGENCY NEW ZEALAND'S OBJECTIVES AND FUNCTIONS

Our main objectives are to:

- reduce unwanted fires
- protect and preserve life, prevent or limit injury, and prevent or limit damage to property, land and the environment.

We will seek to achieve these objectives through our main and additional functions.

The Act sets out the main functions that we must do including:

- fire safety (including guidance on the safe use of fire as a land management tool) and firefighting
- responding to hazardous substances incidents
- rescuing trapped people
- urban search and rescue.

The Act includes additional functions we may do if we have capability and capacity, and provided this does not affect our ability to carry out our main functions. These include responding to:

- medical emergencies
- maritime incidents
- other rescues
- weather events and disasters
- incidents where substances present a risk to people, property or the environment
- any other situation where we can assist.

## ADDITIONAL PROVISIONS

The Act establishes local advisory committees to provide local input into our national planning, ensuring that it is responsive to the risks and needs of communities.

The Act establishes the levy on insurance as our principal source of funding, and broadens the levy base to reflect the range of services that we provide. There are new measures to encourage compliance among levy payers, and to protect the integrity of the levy. We will consult the public on the levy rate and our proposed activities at least every three years, making our funding more transparent and aligned with the organisation's strategic planning.

A range of measures related to organisational design and operation are intended to ensure the fire and emergency services we deliver are flexible, effective and efficient, are funded appropriately, and value the career and volunteer workforce. These measures include:

- a framework for supporting volunteers, based on modern volunteer principles
- penalties and offences provisions
- a disputes resolution scheme
- updated provisions for a code of practice to ensure the adequacy of firefighting water supplies
- updated provisions for evacuation schemes.

As a Crown entity, we must also comply with the Crown Entities Act 2004 and all relevant legislation.

## FIRE AND EMERGENCY NEW ZEALAND'S APPROACH

The Act requires us to develop operating principles to guide and assist us to:

- carry out our functions effectively and in a coordinated manner
- work co-operatively and collaboratively with other organisations
- consult effectively with stakeholders.

In formulating these principles, we must take into account:

- the importance of evidence-based, efficient and effective services
- local interests and differences
- the importance of transparency
- the importance of engagement with personnel, local advisory committees, and relevant organisations.

# OUTCOMES

## Ngā putanga

We aim to deliver outcomes for New Zealanders in the following three areas:



### ***1. Reduced likelihood of unwanted fires***

Our work helps prevent unwanted fires from occurring and managed fires from getting out of control. We do this through leading an aligned programme of research, education, community engagement, providing advice and ensuring compliance.



### ***2. Reduced consequences from emergencies***

We are a trusted responder to incidents by leading or supporting others to minimise the impact of emergencies on people, property and the environment, while keeping our people safe.



### ***3. Increased community resilience***

We maintain a strong local presence throughout the country, supported by a national organisation. This will help communities have the capability to prevent and respond to emergencies.





# OUR FRAMEWORK

## Tā mātau pou tarāwaho

The Outcomes Framework (shown below) represents a high-level view of our activities. This framework demonstrates the relationships between the outputs, impacts and outcomes, and graphically represents the process by which the organisation creates value for New Zealand.

### OUTCOMES FRAMEWORK

GOVERNMENT  
PRIORITY

BETTER PUBLIC SERVICES THAT ALL  
NEW ZEALANDERS RELY ON

OUTCOMES



REDUCE LIKELIHOOD  
OF UNWANTED FIRE



INCREASE COMMUNITY  
RESILIENCE



REDUCE CONSEQUENCES  
FROM EMERGENCIES

IMPACTS



BUILDINGS ARE SAFER  
PUBLIC SAFETY  
BEHAVIOUR IS  
ENHANCED



RECOVERY FROM MAJOR  
DISASTER EVENT IS SWIFTER  
COMMUNITIES BETTER  
ABLE TO MANAGE MAJOR  
EMERGENCIES



HARM FROM FIRE IS REDUCED  
MEDICAL TREATMENT  
IS EXPEDITED  
HARM TO ENVIRONMENT  
FROM HAZARDOUS  
SUBSTANCES IS REDUCED

PRODUCTS  
& SERVICES



ADVICE TO INDUSTRY AND  
COUNCIL ON BUILDING DESIGN  
FIRE SAFETY EDUCATION  
TO THE PUBLIC  
FIRE PERMITTING AND  
ENFORCEMENT



SPECIALIST DISASTER RECOVERY  
FOLLOWING MAJOR EMERGENCIES  
NETWORK OF TRAINED  
EMERGENCY RESPONDERS  
ACROSS NEW ZEALAND  
URBAN SEARCH AND RESCUE



TIMELY AND PROFESSIONAL  
RESPONSE TO ALL FIRES  
TIMELY AND PROFESSIONAL  
RESPONSE TO OTHER  
EMERGENCIES

ORG HEALTH  
& CAPABILITY

SAFETY, HEALTH AND WELLBEING • PEOPLE • FINANCE  
ICTS • TRAINING • BUSINESS EFFECTIVENESS

# STRATEGIC PRIORITIES

## Ngā kaupapa matua rautaki

Establishing Fire and Emergency New Zealand and integrating 40 organisations is a large and complex task. The first phase of establishing Fire and Emergency New Zealand on 1 July 2017 has seen:

- a seamless transition so that we maintain the same level of service to the public
- our people transfer into the new organisation with clarity about their roles, responsibilities and reporting lines.

Our work now turns to implementing the legislation, integration, and planning for unification.

*From the Fire Services Review through to the establishment of Fire and Emergency New Zealand, we have engaged openly with our people and our stakeholders.*

We have drawn on their expertise to build an organisation that will work effectively for many decades to come. We are enshrining this approach as one of our core principles, which underpin our strategic priorities, alongside our ongoing commitment to safety, service delivery and effective integration.

### CORE PRINCIPLES

#### INTEGRATION

We will ensure our services are maintained, and that we achieve the effective integration of rural and urban fire and emergency services over the next three years, drawing on the strengths and differences of both sectors.

#### SAFETY

The safety, health and wellbeing of our people and the public is integral to everything that we do.

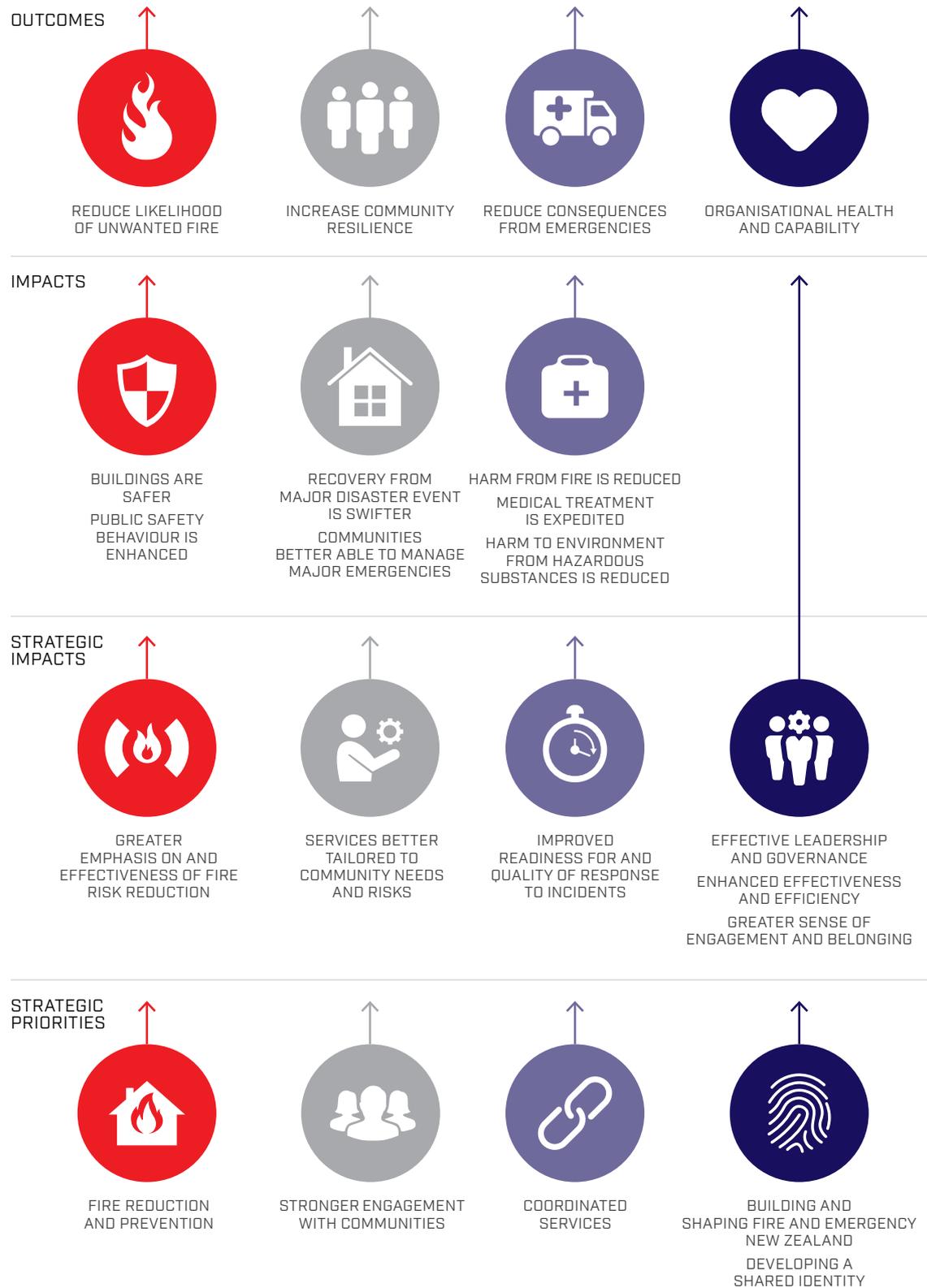
#### WORKING TOGETHER

We will consult and engage with our people and stakeholders in our work to deliver our services and in shaping the new organisation.

We will monitor and measure our core principles alongside our strategic priorities.

Our strategic priorities operate within the context of the Outcomes Framework and seek to lift our performance by improving the quantity or quality of our products and services and enhancing our impact. This is illustrated by the following Strategy Map.

## STRATEGY MAP



We will monitor progress toward our outcomes using the specific measures and targets set out in the Statement of Performance Expectations, which should be read alongside this Statement of Intent. Both the Outcomes Framework and the strategic priorities will provide the basis for key performance indicators and individual performance measurement for all our people.

#### STRATEGIC PRIORITIES

##### **FIRE REDUCTION AND PREVENTION**

We will build our capability to deliver effective community risk reduction activities to prevent unwanted fires and provide guidance on fire risk reduction and prevention, and on use of fire as a land management tool.

##### **STRONGER ENGAGEMENT WITH COMMUNITIES**

Engaging and connecting with our communities will enable us to identify and provide services that are appropriate to community risks and needs.

##### **COORDINATED SERVICES**

Coordinated services will help ensure improved readiness for and response to incidents. We will build capacity and capability in a range of areas. This will enhance coordination within Fire and Emergency New Zealand and with other emergency services.

Together these strategic priorities reflect the requirements of the Fire and Emergency New Zealand Act and the Minister of Internal Affairs' December 2016 Letter of Expectations, and contribute to achieving our outcomes.

*The Fire and Emergency New Zealand Board and Strategic Leadership Team are committed to ensuring that these strategic priorities are achieved and that they are delivered in accordance with our core principles.*

## FIRE REDUCTION AND PREVENTION

*We will build our capability to deliver effective community risk reduction activities to prevent unwanted fires and provide guidance on fire risk reduction and prevention, and on use of fire as a land management tool.*

*This strategic priority is about strengthening our ability to work with communities to achieve the outcome of reduced likelihood of unwanted fire.*



### WHY DOES IT MATTER?

Fire can have a devastating impact on people, property and the environment. Our first strategic priority is that the public knows how they can reduce the risk of unwanted fire. We also have a strong role in influencing central and local government and others with responsibility to put in place effective policies, plans and rules to reduce the risk of unwanted fire.



### WHAT DOES SUCCESS LOOK LIKE?

By 2021 we will have:

- a well-embedded fire safety strategy
- engaged with our stakeholders to develop effective guidance on best practice and safe use of fire as a land management tool that has reduced the spread and severity of unwanted and escaped fires
- effective fire safety promotion programmes that are delivered through multiple channels
- fire permitting and evacuation scheme processes that are easy to understand and use
- well-connected national and local plans that reflect the organisation's strategic priorities and the risks and needs of local communities.

## WHAT ACTIVITIES WILL WE UNDERTAKE?

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### YEAR 1

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Review and fully integrate our fire safety strategy, including programmes tailored for New Zealand's diverse communities, and an enhanced fire safety promotion programme.

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Develop a compliance and enforcement strategy.

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Embed a national online fire-permitting system that is easy to use and effective for ourselves and our communities.

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Engage with local government to explore approaches to fire control and environmental issues, and establish what role we may have.

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Develop guidance on the best practice and safe use of fire as a land management tool.

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Fund and facilitate a research programme that supports projects aligned to our priorities, which leads to improvement in understanding and activities for fire and emergency prevention and response.

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### YEAR 2 AND BEYOND

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Implement our fire safety strategy and ensure it is reviewed and refined at regular intervals.

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Further refine and support the new national fire-permitting system, including our capability to monitor and report on compliance.

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Continue to review and develop our systems to better support operational risk and prevention activities.

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Review and revise our fire safety promotional programmes drawing on the latest research and public engagement tools.

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Implement new regulations on evacuation schemes and administer the schemes' applications process.

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Develop our capability to issue infringement offence notices under new regulations .

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Develop a process for managing appeals about infringement offence notices.

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## STRONGER ENGAGEMENT WITH COMMUNITIES

*Engaging and connecting with our communities will enable us to identify and provide services that are appropriate to community risks and needs.*

*This strategic priority drives our work towards the outcomes of building resilient communities and reducing consequences from emergencies.*

### WHY DOES IT MATTER?

At the heart of the Fire and Emergency New Zealand Act is a recognition of the critical relationship that exists between us and the communities we serve.

New Zealand has a diverse environment, and the needs and challenges facing one community may be different from the next. Communities understand their particular risks and needs, so it is crucial that they have a strong voice in planning for fire risk in their area and informing local decisions. To deliver our services, we must have strong relationships with iwi. We must also connect with groups disproportionately impacted by fire and emergencies so that we can provide effective services to these communities.

Our volunteers come from and are supported by New Zealand's communities, families and employers, and are fundamental to ensuring that we offer a high level of service across New Zealand. Our role has expanded under our new legislation, requiring broader capabilities from our organisation. We must ensure that our communities receive the services they need in a way that makes it as easy as possible for people to volunteer.

### WHAT DOES SUCCESS LOOK LIKE?

By 2021 we will have:

- established local advisory committees with strong links back into the community to understand risks and needs, and developed policies and processes to ensure that committees are delivering quality advice that informs our strategic direction and operating approach
- built a strong network of interested and engaged stakeholders, and demonstrated the value of this engagement through a clear link to decision-making
- built strong relationships with iwi and with the diverse communities in New Zealand.

## WHAT ACTIVITIES WILL WE UNDERTAKE?

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### YEAR 1

Undertake public consultation on local area boundaries.

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Design a structure and approach for local advisory committees so they are able to engage on behalf of their communities and effectively identify risks and needs. Establish at least one trial local advisory committee, based on pilots.

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Design a flexible, fit-for-purpose service model within the operating model that responds to the risks and needs of all communities.

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Engage with stakeholders and communities, including those disproportionately impacted by fire, on the local fire plan planning process to achieve a holistic approach to local fire management.

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Publish a statement about how we will support the Crown in its Treaty of Waitangi relationships, to help support and improve our engagement with and relevant outcomes for Māori.

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Put in place a formal tool to measure public trust, and establish a benchmark to set goals and targets for measuring progress.

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### YEAR 2 AND BEYOND

Establish local advisory committees throughout New Zealand and ensure they have the resources and support to fulfill their role.

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Embed the flexible service model and support it with effective processes, systems and tools.

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Implement local fire plans for all areas, informed by each local advisory committee.

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Work with iwi and tangata whenua, and with diverse communities, to develop strategies to strengthen relationships and improve relevant outcomes.

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## COORDINATED SERVICES

*Coordinated services will help ensure improved readiness for and response to incidents. We will build capacity and capability as needed in a range of areas. This will enhance coordination within Fire and Emergency New Zealand and with other emergency services.*

*This strategic priority will strengthen our ability to achieve the outcomes of reducing consequences from emergencies and supporting resilient communities.*

### **WHY DOES IT MATTER?**

Fire and Emergency New Zealand was established as a single organisation to ensure we manage incidents in a flexible, effective and efficient manner, including effective coordination.

We will also be able to provide a better service to our communities through greater coordination across the broader emergency services sector. In addition, we have expertise and insights that are important to inform public policy in areas related to our objectives and functions, including building standards, hazardous substances, local government and civil defence.



### **WHAT DOES SUCCESS LOOK LIKE?**

By 2021 we will have:

- appropriate resourcing and a long term investment plan, with capabilities and systems to enable us to deliver our services efficiently and effectively, according to risks and needs
- strong leadership and presence within the emergency services sector, working in close partnership with other emergency services
- an effective voice to inform the development of public policy in our areas of expertise.

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**WHAT ACTIVITIES WILL WE UNDERTAKE?**

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**YEAR 1**

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Identify gaps in operational capability, equipment, technology and training, and begin making targeted investment to address these.

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Establish a high level of engagement with emergency sector partners and other relevant agencies, which achieves greater coordination within the sector.

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Embed agreements with the Department of Conservation and the New Zealand Defence Force (as custodians of large areas of land) defining operational roles.

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**YEAR 2 AND BEYOND**

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Provide information and risk profiling to support local advisory committees to advise on local needs.

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Implement a long-term asset management strategy and plan that will deliver ongoing investment in the equipment and infrastructure required for our operations.

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# ORGANISATIONAL HEALTH AND CAPABILITY

Te kaha me te hauora  
whakahaere

## BUILDING AND SHAPING FIRE AND EMERGENCY NEW ZEALAND

*We will be a fit-for-purpose, 21st century fire and emergency service that is well led, has a valued and supported workforce whose safety is paramount, and has the confidence and trust of communities and other stakeholders.*



### WHY DOES IT MATTER?

To be successful we must invest in and develop our people. This starts with developing our leadership capability and cascades through the organisation with performance pathways for development for everyone. We must also recognise and support the different needs of our people, be they career firefighters or volunteers, support staff or specialists.

The establishment of Fire and Emergency New Zealand with additional funding provides the springboard for us to build on the high-performing operational capability that already exists and develop a new fit-for-purpose operating model, supported by quality systems, processes and technology. It also requires us to adopt a more open and transparent funding model, which allows stakeholders to better understand where we are investing and how we are delivering value for money to levy payers.



### WHAT DOES SUCCESS LOOK LIKE?

By 2021 Fire and Emergency New Zealand will have:

- increased leadership capability that responds effectively to change and empowers our strong and committed workforce
- people who are clear about their roles, understand what is expected of them and feel supported to deliver
- a strategic and well-designed operating model that allows for innovation and growth, and ensures that our people, the public and stakeholders have ready access to the information they need and tools that are easy to use
- maintained strong governance, and grown a culture of accountability, transparency, efficiency and cost effectiveness.

## WHAT ACTIVITIES WILL FIRE AND EMERGENCY NEW ZEALAND UNDERTAKE?

### YEAR 1

Formulate our operating principles through engagement with our people and their associations.

Design and consult with our people on a new operating model that brings together a flexible operational function with a strategic and well-run corporate function to support it.

Review processes, systems and tools to identify what is required to achieve successful rural and urban fire integration.

Embed a performance measurement, monitoring and reporting framework that supports greater transparency and improved decision-making.

Design and implement methodologies to identify and develop current and future leaders.

Develop a recognition strategy for volunteer personnel, including a uniform approach to volunteer reimbursements and payments.

Develop our volunteer strategy and begin implementing the volunteer work programme, based on contemporary volunteer principles.

Administer an interim issues process for volunteers and capture the learnings to inform the future statutory disputes resolution scheme.

Develop health standards and associated processes to support the safety, health and wellbeing of our people.

Review the skills and knowledge needs of our people to ensure that we have the capabilities required to deliver our services.

### YEAR 2 AND BEYOND

Introduce integrated systems with seamless and easy access for all personnel, stakeholders and the public to the information they need.

Further improve transparency and performance measurement, monitoring and reporting.

Continue the development of a mature culture of safety by embedding good practice in safety, health and wellbeing, focusing on behavioural safety and leadership.

Consult on and implement a disputes resolution scheme for matters subject to dispute under the Act and regulations.

Develop a strategy and framework for career opportunities and specialisation pathways.

Design a people capability framework that aligns with the requirements of the operating model.

## DEVELOPING A SHARED IDENTITY

*Merging 40 organisations, each with their own history and culture, requires us to connect our people under a unifying identity that recognises what we all have in common and values what is different.*

### **?** WHY DOES IT MATTER?

We aim to become greater than the sum of our parts. To achieve this, we must move beyond a merger of people, assets and functions, and create a new organisation with clear values and a shared identity that our people are committed to and demonstrate every day in the work they do.

Fire and Emergency New Zealand is being built on the foundations of high public trust. We will enhance this trusted position by creating an environment that values diversity and inclusivity, and that reflects the communities it serves.

### **✓** WHAT DOES SUCCESS LOOK LIKE?

By 2021 we will have:

- a clear vision and values, reflected in the behaviour of our people
- an identity and approach that values diversity and inclusivity in its people, and increases gender and ethnic diversity to better reflect the communities we serve and achieve better outcomes for them.



## WHAT ACTIVITIES WILL WE UNDERTAKE?

### YEAR 1

Engage with our people to develop the vision and values that will underpin Fire and Emergency New Zealand and shape our identity.

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Develop a strategy for an inclusive culture that promotes a supportive environment and fosters diversity within our workforce.

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Start to embed our identity across people, systems, processes and property.

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Develop a comprehensive brand strategy to fully implement all elements of our identity.

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Develop internal and external communications and stakeholder engagement strategies and measures that ensure a wide-reach into communities and build trust and confidence in the new organisation.

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Design and implement tools to ensure that the voice of our people is heard in decision-making, including an engagement survey to provide baseline measurement.

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### YEAR 2 AND BEYOND

Launch the vision and values of Fire and Emergency New Zealand.

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Implement a multi-year work programme to grow inclusivity and diversity, and the cultural capability of all our people.

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Implement our brand, communications and stakeholder engagement strategies.

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# UNDERSTANDING AND MEASURING SUCCESS

## Te mārāma me te ine angitu

Providing government with reliable information on the new organisation's performance and social return on investment is a key priority within the integration project. We have developed an initial version of our Impacts Framework, which seeks to articulate and then measure the impact that our activities are making for New Zealand communities. In 2017/2018, we will focus on developing strategies and plans to deliver these impacts in future years. We will also develop a performance framework to measure these impacts.

Identifying metrics and data sources will take some time, so Fire and Emergency New Zealand's measures will improve year on year for the first few years of its existence. The following diagram illustrates the links between our outcomes, impacts and performance metrics.

### IMPACTS FRAMEWORK

#### OUTCOMES



REDUCE LIKELIHOOD OF UNWANTED FIRE



INCREASE COMMUNITY RESILIENCE



REDUCE CONSEQUENCES FROM EMERGENCIES

#### IMPACTS



BUILDINGS ARE SAFER  
PUBLIC SAFETY BEHAVIOUR IS ENHANCED



RECOVERY FROM MAJOR DISASTER EVENT IS SWIFTER  
COMMUNITIES BETTER ABLE TO MANAGE MAJOR EMERGENCIES



HARM FROM FIRE IS REDUCED  
MEDICAL TREATMENT IS EXPEDITED  
HARM TO ENVIRONMENT FROM HAZARDOUS SUBSTANCES IS REDUCED

#### MEASURED BY



BUILDINGS ARE SAFER DUE TO GREATER UPTAKE OF OUR ADVICE  
CALL OUTS TO UNWANTED FIRES ARE REDUCED



NETWORK OF TRAINED RESPONDERS RESULT IN COMMUNITIES BEING ABLE TO RECEIVE ASSISTANCE MORE QUICKLY



NEW ZEALANDERS RECEIVE MEDICAL ASSISTANCE FASTER  
HARM FROM FIRE IS REDUCED DUE TO GREATER USE OF SMOKE ALARMS  
THE SPREAD OF HAZARDOUS SUBSTANCES IS CONTAINED  
FIRES THAT OCCUR RESULT IN A REDUCED AMOUNT OF DAMAGE

# FIRE AND EMERGENCY NEW ZEALAND BOARD OF DIRECTORS



Hon. Paul Swain,  
QSO Chair



Dr Nicola Crauford,  
Deputy Chair



Peter Drummond MNZM



Te Arohanui Cook



Angela Hauk-Willis



**STATEMENT OF INTENT**  
FIRE AND EMERGENCY  
NEW ZEALAND

2017-2021

[www.fireandemergency.nz](http://www.fireandemergency.nz)