



# Internal Audit Report

## **Bullying & Harassment Review**

**May 2016**

**Final Report**

Internal Audit

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## Bullying & Harassment Review

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## Executive Summary

In February 2014 Worksafe New Zealand released guidelines about workplace bullying. The Worksafe guidelines state that:

*"Workplace bullying is a significant hazard in New Zealand. It affects people physically and mentally resulting in increased stress levels, decreased emotional wellbeing, reduced coping strategies and lower work performance. Employers who don't deal with it risk breaching the Employment Relations Act 2000, the Health and Safety in Employment Act 1992, the Human Rights Act 1993 and the Harassment Act 1997".*

This review is a first step in assessing the NZFS systems against these guidelines, and providing assurance about whether the Chief Executive's expectation that all NZFS managers provide a safe and supportive environment in a diverse workplace is met.

This review was undertaken as part the 2015/2016 Audit Programme approved by the Commission Audit & Risk Committee.

[REDACTED] on a review of the processes and procedures relating to the prevention of and response to bullying & harassment and on a review of various bullying & harassment indicators. We conclude that improvements could be made in the way the Fire Service prevents and responds to bullying & harassment in the workplace.

Workplace culture indicators such as exit surveys, research reports and safety surveys indicate that the Fire Service does have an ongoing concern with bullying & harassment within the Service. Compared to the public organisations with large workforces such as the NZ Police and NZ Defence, the Fire Service commits significantly less resources and effort into preventing and responding to bullying & harassment across the organisation.

The NZ Police and NZ Defence who have had highly public instances of bullying and harassment exposed in the media in recent years have introduced an approach to addressing identified bullying & harassment issues through designated and trained individuals from within their organisations to act as a neutral first point of contact for anyone who thinks they are being bullied or harassed. This approach has also been reasonably common in state sector organisations and Crown agencies such as universities where dedicated "Harassment Networks" were established. The intention is for this to either diffuse the issues early on, or to provide advice on how to formally report a complainant's concerns. The impending move into a new organisation in 2017 presents an ideal opportunity for the Fire Service to review its

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approach to preventing and responding to bullying & harassment in the workplace and consider whether similar approaches may be valuable

Eight recommendations for improvement have been raised in this review to ensure that:

- a self-assessment is carried out of the Fire Service processes and procedures for preventing and responding to bullying & harassment against the Worksafe NZ best practice guidelines;
- the How Do I – *Respond to Bullying* process is reviewed and updated to better reflect volunteer's reporting options around bullying & harassment;
- consideration is given to having a combined bullying & harassment How Do I process;
- the Volunteer Chief Fire Officer Personnel Resource Kit is reviewed and updated to include specific guidance on bullying & harassment;
- a standard template for submitting written bullying & harassment complaints is developed;
- exit questionnaire is reviewed and updated to capture better data on bullying & harassment;
- formal written complaints of bullying & harassment made to managers and Chief Fire Officers are required to be reported to People & Capability; and
- the six monthly report to senior management summarising exit questionnaire data is recommenced.

Overall it is our opinion that the risks associated with Fire Service bullying and harassment processes and procedures identified in this review should be rated as minor to moderate. The following matrix provides a summary of the likely impact/consequence for the Fire Service should any of the risks identified in our findings be realised, and supports our overall risk rating.

Organisation Risk	Impact/Consequence				
	Insignificant	Minor	Moderate	Major	Extreme
<b>Financial</b>	Unbudgeted expenditure or foregone revenue <\$500k Transactional errors <\$10k				
<b>Employee</b>		Minor injury (doctor)			
<b>Organisation Performance</b>		Minor impact on organizational performance			
<b>Operational Capability</b>		Minor loss of operational capability. Minor delay in response			
<b>Reputation &amp; Integrity</b>			Political criticism. Adverse national media.		

These risk ratings are based on the risk matrix at Appendix D.

## Objectives

The purpose of this review was to provide assurance to the Chief Executive & National Commander and the Commission Audit & Risk Committee that the Fire Service has appropriate policies and procedures in place to control bullying and harassment as a workplace hazard. The specific objectives of this review were to ensure that:

- an assessment has been made of NZFS practices for preventing and responding to workplace bullying against the Worksafe NZ Best Practice Guidelines;
- NZFS practices for preventing and responding to workplace bullying align to the Worksafe NZ guidelines;
- NZFS policies and procedures on preventing and responding to workplace bullying are appropriate and can be easily accessed by all NZFS employees and volunteers;
- the defined policies and procedures include a clear, easy to follow process for employees and volunteers to report instances of bullying or harassment;
- policies and processes about bullying are covered in induction procedures for employees and contractors;
- the NZFS has a designated, trained contact person for receiving and managing complaints about bullying;
- reported bullying and harassment complaints are dealt with in a timely manner;
- complaints about bullying and harassment are recorded centrally for monitoring and analysis purposes; and
- processes are in place to gauge workplace culture and to track and report on bullying trends i.e. exit interviews, staff surveys.

## Background

In February 2014 Worksafe New Zealand released guidelines about workplace bullying. The Worksafe guidelines state that:

*"Workplace bullying is a significant hazard in New Zealand. It affects people physically and mentally resulting in increased stress levels, decreased emotional wellbeing, reduced coping strategies and lower work performance. Employers who don't deal with it risk breaching the Employment Relations Act 2000, the Health and Safety in Employment Act 1992, the Human Rights Act 1993 and the Harassment Act 2007."*

This review is a first step in assessing the NZFS systems against these guidelines, and providing assurance about whether the Chief Executive's expectation that all NZFS managers provide a safe and supportive environment in a diverse workplace is met.

This review was undertaken as part the 2015/2016 Audit Programme approved by the Commission Audit & Risk Committee.

### Scope

The scope of this review was focussed on the Worksafe New Zealand guidelines and includes all Fire Service personnel, volunteer and career.

### Conclusion & Findings

[REDACTED] on a review of processes and procedures relating to the prevention of, and response to, bullying & harassment and on a review of various bullying & harassment indicators, we conclude that significant improvements could be made in the way the Fire Service prevents and responds to bullying & harassment in the workplace.

Workplace culture indicators such as exit surveys, research reports and safety surveys indicate that the Fire Service does have an ongoing concern with bullying & harassment within the Service. Compared to like public organisations with large workforces such as the NZ Police and NZ Defence, the Fire Service commits significantly less resources and effort into preventing and responding to bullying & harassment in the workplace.

The NZ Police and NZ Defence approach to addressing identified bullying & harassment issues is to designate and train individuals from within their organisations to act as a neutral first point of contact for anyone who thinks they are being bullied or harassed. This is done to either diffuse the issues early on, or to provide advice on how to formally report their concerns. The impending move into a new organisation in 2017 presents an ideal opportunity for the Fire Service to review its approach to early prevention and response to bullying & harassment in the workplace.

Our findings indicate that the Fire Service's procedures for preventing and responding to bullying & harassment are not well written, particularly for volunteers and they are not well communicated. The procedures / processes rely on volunteers having access to Firenet and it is generally recognised that volunteers either do not have individual access to Firenet or are not great users of the content within Firenet.

The impending move into a new organisation in 2017 presents an ideal opportunity for the Fire Service to review its approach to preventing and responding to bullying & harassment within the workplace. The current approach results in the Workplace Relations Team being the ambulance at the bottom of the cliff whereas earlier intervention may help reduce the number of bullying or harassment issues allowed to fester and become long running, toxic issues that require significant resources to manage and resolve.





NZFS approach to preventing and responding to bullying and a decision can then be made on what response is required to address any shortfalls.

**Recommendation 1**

We recommend that the Manager Workplace Relations arrange for a self-assessment to be undertaken of the NZFS bullying prevention and responding processes and procedures against the Worksafe NZ best practice guidelines. Any significant gaps and required improvements identified in the self-assessment should be communicated to the SLT so that a decision can be made on how to address any shortfalls.

As part of this review Internal Audit attempted to make an assessment against a number of the elements tabled in the Worksafe NZ guidelines. Where obvious gaps were identified, these are tabled in this report and recommendations made for improvement. Internal Audit is however not in a position to perform a full self-assessment and this should be undertaken by subject matter experts with input from the intended users of the policies, procedures and mechanisms currently in place.

**1.2 Fire Service Policies and Procedures**

During 2015, as part of the Corporate Information Framework project, the Workplace Bullying Policy (POLHR1.8D) and Sexual & Racial Harassment Policy (POLHR1.8C) were replaced by the *How Do I? Respond to Bullying* process and the *Raise & Resolve employment relationship problems* process respectively.

**1.2.1 How Do I - Respond to Bullying**

When reviewing the *How Do I - Respond to Bullying* process we noted that the wording was employee centric, particularly where it provides direction on informal and formal intervention. The guidance directs complainants to speak or complain to their manager, or a higher manager where their manager is the bully. This terminology does not apply to volunteers and there is no guidance directing volunteers to speak or complain to the Area Manager where the Chief Fire Officer may be the bully.

As far as we can ascertain no communication specific to the change from bullying and harassment related policies to the new *How Do I* processes was provided to employees or volunteers. From Internal Audit's experiences dealing with volunteers, we believe that it is highly unlikely that volunteers will be aware that there is a *How Do I - Respond to Bullying* process, let alone how to locate it on Firenet.

Section 5.1 of the Worksafe NZ best practice guidelines states that all reporting methods should be known to staff. It needs to be recognised that approximately 5000 volunteers either have no current login to the Fire Service network or have no network access to be able to read the procedures. It is also unlikely that brigade members would have access to the procedures in hard copy form. Even where employees and volunteers have access to Firenet, the processes can be difficult to locate.

With a significant part of the Workplace Relations Team time taken up having to deal with a number of high profile, long running disputes within volunteer brigades about bullying and harassment, it is important that reporting methods and mechanisms for volunteers in particular should be clear and well communicated. This would help ensure that complaints and concerns related to bullying and harassment can be identified and addressed at an early stage, and not left to fester to a point where legal guidance is required.

#### Recommendation 2

We recommend that the Manager Workplace Relations ensures that:

- a) the How Do I – *Respond to workplace bullying* process is reviewed and updated using terminology and roles relevant to volunteers in the event they are seeking informal or formal intervention about perceived bullying; and
- b) the updated process is communicated in a way that all volunteers are aware of it and can access it.

#### 1.2.2 How Do I - Raise & Resolve employment relationship problems

When reviewing the How Do I – *Raise & Resolve employment relationship problems* process as the process relates to the sexual or racial harassment, we found the process difficult to follow as it requires jumping between links to get all the information needed to file a complaint. Once again we found the process to be employee centric with little consideration given to volunteer terminology and reporting lines.

The *Respond to bullying process* is a better formatted process as most of the required information could be viewed in one link or page. With a few minor changes, the *Respond to bullying process* could be amended to include harassment, thereby simplifying the complaints reporting process for these types of complaints

#### Recommendation 3

We recommend that the Manager Workplace Relations consider including responding to harassment in with the How Do I – *Respond to bullying process* to simplify the response and complaints process for these two types of complaints.

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### 1.2.3 Volunteer Chief Fire Officers (CFO) Personnel Resource Kit

As part of our review, we reviewed the NZFS Volunteer Chief Fire Officer Personnel Resource Kit to ascertain what guidance CFOs are given on dealing with bullying or harassment complaints. The only reference we could find that was close was the checklist and flowchart for *Managing allegations of misconduct or poor performance*. These instructions are considered to be very rigid and formal and do not provide CFOs with any guidance on how to mediate or attempt to resolve issues in the event that they are confronted with bullying or harassment allegations.

While the *Respond to Bullying* process provides some guidance on how to investigate allegation of bullying and harassment, the material available does not outline the softer skills required to tackle issues early on through a mediated approach and how to manage the difficult conversations that may be required.

#### Recommendation 4

We recommend that the Manager Service Resilience & Development considers reviewing the NZFS Volunteer Chief Fire Officer Personnel Resource Kit with a view to including guidance on how to mediate and resolve allegations of bullying that may arise in their brigades.

### 1.3 Induction Procedures on Bullying & Harassment

The Worksafe NZ best practice guidelines on preventing and responding to bullying in the workplace recommend that *"All policies and procedures about bullying should be covered at induction when an employee or contractor starts work"*. Apart from the Standards of Conduct and a reference to the old Workplace Bullying Policy (POLHR1.8D), we are unaware of any other guidance relating to the Fire Service's stance on bullying and harassment in the new starter induction material, and in particular nothing on how to respond to or report any instances of bullying or harassment witnessed.

While the NZFS *Induct new starter* procedures require managers to discuss policies, processes and procedures with new starters, including getting them to read the Standards of Conduct, anecdotal evidence suggests that the NZFS employing managers are not particularly good at fully utilising the new starter induction material provided by People & Capability.

The adequacy of, and the compliance with, the NZFS induction material should be considered when the self-assessment against the Worksafe NZ guidelines is undertaken as per Recommendation 1 of this report.

### 1.3 Reporting Bullying & Harassment – Roles & Responsibilities

The Worksafe NZ guidelines on preventing and responding to workplace bullying recommends that an organisation should designate and train a contact person or persons to receive complaints about bullying. While it could be argued that in the NZFS these people are the HR Business Partners, the Fire Service is well behind similar organisations such as the NZ Police and NZ Defence in providing designated, trained persons to whom an employee or volunteer can report instances of bullying or harassment in the first instance. Other staff that complainants could turn to include the Safety & Wellbeing Coordinators and the staff in the Injury Management Unit.

#### 1.3.1 NZ Police and NZ Defence Forces Approach

As part of our review we contacted the NZ Police and NZ Defence as like organisations with large workforces. The NZ Police and the NZ Defence Forces have recognised that early intervention is important in dealing with instances of bullying and harassment. To provide early intervention the NZ Police have appointed 40+ Harassment Support Officers who provide initial support and advice to individuals who think they are being bullied or harassed. The NZ Defence Forces has 300+ Anti-Harassment Advisers who fill a similar role.

In both organisations the Support Officers / Advisers are volunteer roles undertaken by existing employees who are vetted and receive an initial two days training on how to manage bullying and harassment allegations. This initial training is followed by a one day refresher every three years. The role of the volunteers within NZ Police and NZ Defence is not to act as an advocate for the complainant but to provide advice on how to handle a bullying or harassment situation and how to formally report the incident or seek further advice if they still want to progress a complaint. The volunteers attempt to diffuse a situation before it escalates and the role and identities of the volunteers are well communicated within the organisation. The volunteers submit regular reports on their activity to Human Resources with the reporting excluding any names to ensure that the any conversations remain confidential.

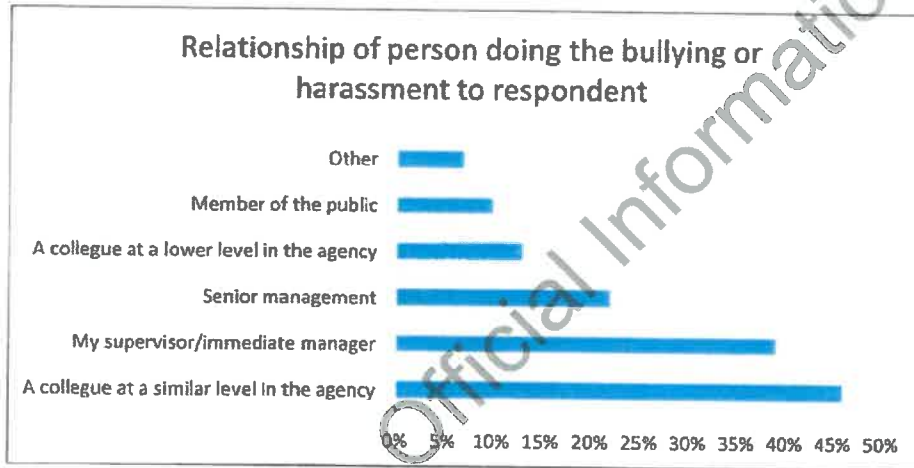
While no recommendations have been made on NZFS resourcing for preventing and responding to bullying and harassment in the workplace, the proposed NZFS self-assessment against the Worksafe guidelines as per Recommendation 1 of this report should consider whether the current NZFS bullying and harassment resourcing and reporting options are best practice, particularly in light of how like organisations are resourcing the issue.

The NZ Police and the NZ Defence Force approach of resourcing the front line to provide an initial contact for individuals who think they are being subjected to bullying and harassment

may be something that can be considered as the NZFS moves towards being part of a new organisation in 2017.

1.3.2 Managers / CFOs Role

The NZFS How Do I - Respond to bullying process instructs that once the self-help options are exhausted, the next step is to speak to or complain in writing to your manager, or a higher manager if your manager is the bully. In 2013 the State Service Commission undertook an Integrity and Conduct survey across all Public Service departments and Crown Entities. The survey identified that where people had been bullied or harassed, 39% of survey responders indicated that their immediate supervisor/manager was the bully and 22% indicated that a senior manager was the bully (refer table below).



While the NZFS Respond to bullying process does suggest other options for complainants rather than their manager such as HR Business Partners or external service providers (EAP Services or the Human Rights Commission etc.), these would likely only be approached by individuals in more entrenched cases.

The State Services Commission 2013 survey on Integrity and Conduct also identified that 50% of responders to their survey indicated that of those who had experienced bullying, the bullying was not reported because the perception was that constructive action would not be taken. This survey included the Fire Service as a Crown Entity.

It is clear that the move by NZ Police and by NZ Defence in establishing designated, trained, neutral individuals as the initial contact for bullying and harassment complaints is more in line with intent of the Worksafe NZ guidelines. If individuals feel that they have a neutral person

that they can raise their complaint with in the first instance, this is likely to encourage early intervention and early reporting so that a situation can then be dealt with.

### 1.3.3 *Bullying & Harassment Reporting Template*

When reviewing the *How Do I - Respond to bullying* process we noted that there is no standard template available for formally reporting bullying and harassment allegations. The process does not provide any guidance on what information should be included in a written complaint to allow the responder to get a good understanding of the complaint and the surrounding circumstances.

The tools provided within the Worksafe NZ guidelines include a template for reporting bullying and harassment complaints (refer Appendix B). This template is formatted in a way that requires the complainant to think carefully about how they are reporting the complaint and provides the responder with specific details about the allegation and the impact on the complainant. The template also ensures a consistent approach to written complaints.

### Recommendation 5

We recommend that the Manager Workplace Relations includes a link to the Worksafe bullying and harassment complaints template in the *How do I - Respond to bullying* process to ensure that written complaints of bullying and harassment are received in a consistent and informative manner

### 1.3.4 *Encouraging Early Reporting*

Early intervention is key where allegations of bullying and harassment surface within an organisation so that the situation can be dealt with, and it does not escalate to a point where factions are formed and legal counsel is required. We note that in a briefing from the Director Human Resources to the Minister of Internal Affairs in April 2013, it was stated that volunteers are more likely than career staff to involve external professional advisers/advocates, including legal counsel when making complaints, although they do have an advocacy body - the United Fire Brigades Association. It may be that volunteers seek external advice in the first instance either because the complaints / reporting process has not been well communicated to them, or they feel that their complaint won't be dealt with fairly internally.

Developing a culture where bullying is not tolerated and where early reporting of bullying and harassment is encouraged should be the ultimate goal for the NZFS. Like organisations, such as the NZ Police and the NZ Defence Force have campaigns in place to encourage early reporting of bullying and harassment. The NZ Police run a SPEAK UP campaign that consists of a series of posters in all stations encouraging the workforce to speak up where they see

bullying or harassment. The posters advise how to report instances of bullying or harassment experienced or witnessed. The campaign also includes an online video from the Police Commissioner and a cross section of staff encouraging early reporting and reiterates their no tolerance to bullying stance. The NZ Defence Force runs a similar anti bullying and harassment campaign called OPERATION RESPECT.

We note a blog from the Chief Executive and National Commander in June 2014 stating his expectations around bullying and harassment and that he had sent a personal letter to all volunteer CFOs, Area Managers and Fire Region Managers reminding them that it was their responsibility to take the issue of bullying and harassment seriously and that it should not be tolerated. Apart from that communication we are not aware of any similar campaigns run by the NZFS to encourage early reporting of bullying and harassment and to embed the message that bullying or harassment is not tolerated within the NZFS.

Once again we expect that the recommended self-assessment against the Worksafe NZ guidelines will look how the bullying and harassment messages are being communicated to the front line and the resulting paper to the SLT will highlight any shortfalls in this area.

#### 1.4 Recording and Monitoring Changes Complaints

While People & Capability maintain a record of all significant workplace issues, including reported instances of bullying and harassment, we note that there is no requirement in the How Do I – Responding to bullying process that requires managers and CFOs to report all instances of written complaints to the Workplace Relations Team. We would have expected this to be a requirement so that a central repository of all written complaints could be kept for analysis and trending purposes.

The Manager Workplace Relations indicated that the team has become involved in 25 matters of significance in the last two years where bullying was raised as a significant element of the claim. While this appears to be a small number for the size of the NZFS workforce, without central recording of all written complaints it is difficult to establish a clear picture of the overall number of written complaints received by managers or CFOs.

#### Recommendation 6

We recommend that the Manager Workplace Relations considers updating the How Do I – Respond to bullying process with a requirement that all written complaints about bullying or harassment are reported to the Workplace Relations Team so that they have a view of how

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many are being received and they have an early heads-up of any potential problematic issues arising.

### 1.5 Gauging Workplace Culture

The Worksafe NZ guidelines for preventing and responding to workplace bullying recommend that an organisation gathers data from the likes of exit interviews, staff surveys and other records to track bullying trends. While the Fire Service does not carry regular workplace culture surveys, we identified three reasonably recent indicators that provide feedback on bullying & harassment. These indicators are:

- Exit Surveys (for both career staff and volunteers);
- The 2015 NZFS Diversity Report; and
- The 2015 Safety Culture Indicator report.

Based on our review of the outputs of the above three indicators, we conclude that improvements are required in the processes and procedures in place to prevent and respond to bullying and harassment in the Fire Service.

#### 1.5.1 Employee Volunteer Exit Surveys

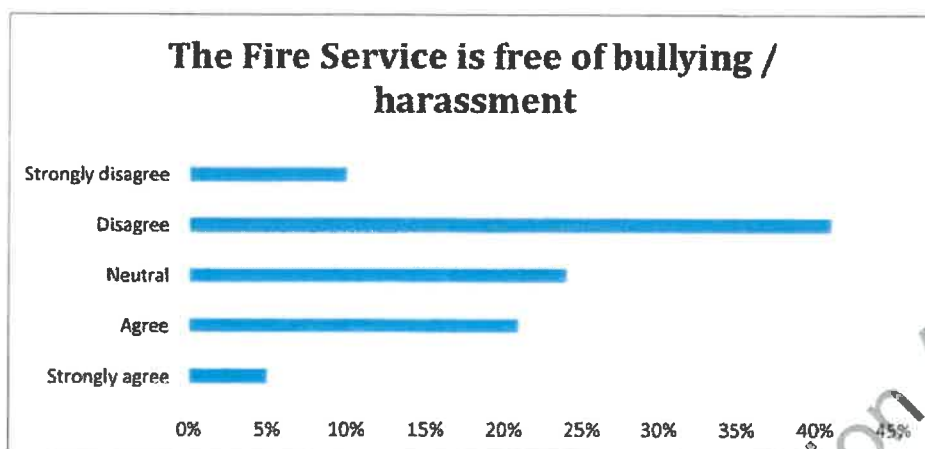
All employees leaving the Fire Service are sent an email detailing an optional Exit Survey which they can complete. The exit questionnaire sent to employees that have left the organisation contains one question directly related to bullying/harassment which asks:

"The Fire Service is free of bullying/harassment?"

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly disagree

While no regular reporting is produced for senior management summarising the results of the exit surveys is produced for senior management, Internal Audit was provided with a summary report that covered 67 responses from individuals who had left the organisation between January 2014 and June 2015. 107 individuals were registered as leaving in this period. The results of responses received indicated that 51% of responders either disagreed or strongly disagreed that the Fire Service was free of bullying. Refer summary chart below:





While at first glance the responses are alarming, this figure may have been adversely impacted by the publicity around bullying within the Fire Service prevalent in the media during 2014/2015.

The way the bullying and harassment question is asked in the employee exit survey is not very helpful. The Workplace NZ guidelines provide guidance on questions that should be asked in exit surveys that would provide more useful feedback to management. The questions suggested in the Worksafe NZ best practice guidelines are:

- o *Did you experience undesirable types of behaviour in the workplace?*
- o *Do you believe the word "bullying" applies to these behaviours?*
- o *Did this contribute to your decision to leave?*

**Recommendation**

We recommend that the Manager Service Resilience and Development consider requesting the question in the employee Exit Survey relating to bullying and harassment be reviewed and updated in line with the questions suggested in the Worksafe NZ guidelines on preventing and responding to workplace bullying.

Of greater concern than the high percentage of departed employees indicating that the Fire Service is not free of bullying, is the fact the senior management do not receive any regular summary reporting from the exit surveys so they would be unaware of any negative feedback and trends relating to bullying and harassment.

The People & Capability procedure for arranging exit questionnaires states that a summary of results is presented bi-annually in a report to senior management. The questionnaire itself advises ex-employees that a bi-monthly summary report would be sent to senior management. We were advised during our review however that regular production of the summary report to senior management had ceased some years ago following a department restructure. While a one-off report was produced in 2015 for the Deputy National Commander (also provided to Internal Audit during our review), no six monthly reports are produced for senior management information and analysis.

### Recommendation 8

We recommend that the Manager Service Resilience and Development ensures that the six monthly summary report for senior management arising from Exit Surveys be recommenced so that senior management have a view of feedback received, particularly in relation to bullying and harassment.

#### 1.5.2 Volunteer Exit Surveys

During 2014 volunteer exit surveys were sent to 317 individual leavers for a six month period from January 1 to July 2014. Sixty two (62) responses were received, an approximate 20% response rate.

Of the 62 individuals responding to the volunteer exit survey 12.9% stated that they had left their brigade due to discrimination, harassment and bullying. Four individuals stated this was a primary reason, a further four stated it was a contributing factor

A Volunteer Snapshot report prepared for People & Capability in 2014 indicates that the percentage of individuals leaving volunteer brigades because of discrimination, harassment and bullying has been reasonably consistent since 2011. Data gathered as part of the Volunteer Snapshot report shows that just over one in ten (12.5%) volunteers left their brigade between 2011 and 2013 due to discrimination, harassment and bullying.

#### 1.5.3 2015 Report on Diversity within the Fire Service

During 2015 a report was produced for the Fire Service by researchers Allen and Clarke on diversity within the Fire Service. The research and report were funded from the Contestable Research Fund. The report contained numerous reference to NZFS personnel's experience of bullying, harassment and sexism. One of the barriers identified in the report to recruiting, retaining and progressing women and people of minor ethnicities was sexism, harassment and bullying. Identified retention barriers in the report included:

- Sexism and discrimination (considered significant barriers to retaining women and ethnic minorities)
- Bullying, discrimination or harassment. Despite policies being in place to deal with issues like these people did not want to be seen to be complaining and feared backlash from their colleagues
- Racism and discriminatory behaviours, comments, "jokes", humour
- Undermining of women.

The research involved talking to stakeholders across the organisation, both internal and external as well as talking to focus groups consisting of 62 individuals across eight sites nationwide.

### 1.5.4 2015 Safety Culture Indicator Report

During 2015 People & Capability oversaw a Safety Culture Survey across the organisation with 3,248 responses being received. The purpose of the survey was to measure the values and priorities placed on all aspects of safety by people at all levels of the organisation. The survey reflects both a mind-set and a practice.

While the Safety Culture Survey did not directly set out to measure attitudes to bullying and harassment, the survey did provide a measure across seven dimensions of safety. The dimension measured most relevant to bullying and harassment was *Dealing fairly with safety*.

The *Dealing fairly with safety* dimension looked to measure if safety achievements are recognised and the actions of staff are dealt with fairly and consistently across the organisation. This dimension scored the lowest of the seven dimensions. Some of the key themes identified relating to the *Dealing fairly with safety* dimension included:

- Individuals are blamed if something goes wrong
- Inconsistent treatment of people within and across stations and regions
- Officers unsafe practices treated differently
- No consequences for unsafe practices.

While the survey's focus leaned towards the physical aspects of safety, the overall cultural themes will apply equally to physical as well as emotional safety. We are advised that during the focus group discussions which formed part of the overall Safety Culture Indicator report, 14 comments were made relating to bullying, how it is overlooked and how it is not always appropriately dealt with.

People & Capability may want to consider including a greater focus on the emotional safety aspects in future reviews of safety culture within the organisation.

Appendix A

**Workplace features assessment tool**

This assessment was developed by the New South Wales Government WorkCover and amended for New Zealand use. The self-assessment forms part of the tools provided in the Worksafe NZ *Preventing and responding to workplace bullying* Best Practice Guidelines. Tick the box in each row and column that most applies to your workplace. The green, amber or red zone with the most ticks will identify your rating and show you whether, or how much, you need to make improvements.

**Management commitment**

1	<input type="checkbox"/> Manager and worker responsibilities clearly identified, understood and acted on.	<input type="checkbox"/> Responsibilities identified but not understood or operating effectively.	<input type="checkbox"/> No clear identification or understanding of responsibilities.
2	<input type="checkbox"/> Sufficient resources allocated to meet responsibilities.	<input type="checkbox"/> Insufficient resources allocated to meet responsibilities.	<input type="checkbox"/> No resources allocated to meet responsibilities.
3	<input type="checkbox"/> Managers always promote prevention of bullying as a high priority.	<input type="checkbox"/> Prevention of bullying behaviour not always a priority.	<input type="checkbox"/> Prevention and management of bullying behaviour not a priority.
4	<input type="checkbox"/> Managers involved in all prevention and management of bullying behaviour initiatives.	<input type="checkbox"/> Limited involvement of managers in managing bullying prevention initiatives.	<input type="checkbox"/> No initiatives to prevent/manage bullying.
5	<input type="checkbox"/> Managers always lead by example.	<input type="checkbox"/> Managers do not always lead by example.	<input type="checkbox"/> Managers set a poor safety example.

**Consultation**

6	<input type="checkbox"/> Agreed consultation arrangements are used to discuss bullying issues and work effectively.	<input type="checkbox"/> Consultation arrangement in place but not working effectively.	<input type="checkbox"/> No consultation arrangement in place.
7	<input type="checkbox"/> Workers are always involved in decisions and developing policy and processes.	<input type="checkbox"/> Workers not always involved in decisions and developing policies and processes.	<input type="checkbox"/> No involvement of workers in decisions and developing policy and processes.
8	<input type="checkbox"/> The views of workers are always valued and taken into account.	<input type="checkbox"/> Workers' views not always valued or taken into account.	<input type="checkbox"/> Workers' views not valued.

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9	<input type="checkbox"/> All bullying risks have been promptly assessed.	<input type="checkbox"/> Only some bullying risks have been assessed.	<input type="checkbox"/> Bullying risks not assessed.
10	<input type="checkbox"/> Policy and processes developed and implemented.	<input type="checkbox"/> Limited development and implementation of policy and processes.	<input type="checkbox"/> No bullying policy and processes developed.
11	<input type="checkbox"/> Workers involved in developing processes.	<input type="checkbox"/> Limited involvement of workers in developing policy and processes.	<input type="checkbox"/> No bullying policy and processes developed.
12	<input type="checkbox"/> Processes followed in day-to-day operations.	<input type="checkbox"/> Policy and processes developed but not always followed in day-to-day operations.	<input type="checkbox"/> No bullying policy and processes developed.
13	<input type="checkbox"/> Processes are reviewed.	<input type="checkbox"/> Policy and processes not reviewed.	<input type="checkbox"/> No bullying policy and processes developed.

**Training and supervision**

14	<input type="checkbox"/> Induction includes bullying prevention.	<input type="checkbox"/> Induction on bullying prevention inconsistently applied.	<input type="checkbox"/> Workers not inducted.
15	<input type="checkbox"/> All workers trained in bullying prevention policy and processes.	<input type="checkbox"/> Training on bullying prevention policy and processes inconsistently applied.	<input type="checkbox"/> No training provided.
16	<input type="checkbox"/> All workers understand policy and processes and demonstrate knowledge.	<input type="checkbox"/> Some workers not able to demonstrate they understand bullying policy and processes.	<input type="checkbox"/> Workers not made aware of bullying policy and processes.
17	<input type="checkbox"/> All workers are supervised to ensure policy and processes are followed.	<input type="checkbox"/> Supervision does not always result in bullying policy and processes being followed.	<input type="checkbox"/> Workers' understanding of bullying policy and processes not checked.

**Reporting**

18	<input checked="" type="checkbox"/> Processes for reporting issues and incidents are developed and are always followed.	<input type="checkbox"/> Processes for reporting issues developed but not always followed.	<input type="checkbox"/> No reporting processes.
19	<input type="checkbox"/> All bullying issues and incidents are acted on and reported, including notifying WorkSafe NZ.	<input type="checkbox"/> Some incidents reported, but follow-up action limited.	<input type="checkbox"/> Bullying incidents not reported.

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20	<input type="checkbox"/> Processes and training are always reviewed following incident reports.	<input type="checkbox"/> Processes and training are not always reviewed following incident reports.	<input type="checkbox"/> No review of processes and training following incidents.
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**Injury management**

21	<input type="checkbox"/> All injuries are reported promptly.	<input type="checkbox"/> Not all injuries are reported, or aren't reported promptly.	<input type="checkbox"/> No injuries are reported.
22	<input type="checkbox"/> Workers are informed of the return to work programme and process, in the event of an injury or illness.	<input type="checkbox"/> Workers not aware of the return to work programme and processes.	<input type="checkbox"/> No return to work programme or plans.
23	<input type="checkbox"/> Return to work plans are implemented for injured workers when required and are effective in getting injured workers back to work.	<input type="checkbox"/> Return to work plan is not effective in getting injured workers back to work.	<input type="checkbox"/> Workers not helped to return to work after an injury.
24	<input type="checkbox"/> Designated return to work coordinator is appointed.	<input type="checkbox"/> Designated return to work coordinator is appointed.	<input type="checkbox"/> No designated return to work coordinator appointed.
	Each tick in the green zone means you are likely to have a healthy workplace. Monitor and review to continually improve.	Each tick in the orange zone means you are increasing your bullying prevention processes. But you still have work to do.	Each tick in the red zone means you are less likely to have good bullying prevention processes. Address these areas immediately.

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**Appendix B**

**Notification of undesirable behaviour – template**

This template comprises part of the tools published as part of the Worksafe NZ Preventing and responding to workplace bullying Best Practice Guidelines.

This notification is about behaviour that has distressed me. The essential details are recorded below.

Name: \_\_\_\_\_ Is supporting information attached? Yes / No

Summary of the behaviour: (details, times, dates, public or private interactions)

Relationship of person to me: (eg manager, colleague or customer)

It's unreasonable because:

It's repeated because:

It's endangered my health because:

How it's made me feel:

How it's affected my work:

Low-key solutions I've considered are:

The outcome of that consideration was:

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Appendix C - Action Plan								
Ref.	Recommendation	Risk Rating			Senior Manager Response	Person Responsible	Priority 1, 2 or 3 <sup>1</sup>	Target Date
		Consequence	Likelihood	Overall Impact				
Rec 1	We recommend that the Manager Workplace Relations arrange for a self-assessment to be undertaken of the NZFS bullying prevention and responding processes and procedures against the Worksafe NZ best practice guidelines. Any significant gaps and required improvements identified in the self-assessment should be communicated to the SLT so that a decision can be made on how to address any shortfalls.	Moderate	Likely	High	Agreed, this will be considered as workload allows, but it is not a current priority.	Manager, Workplace Relations	2	Dec 16
Rec 2	We recommend that the Manager Workplace Relations ensures that; a) the How Do I – Respond to workplace bullying process is reviewed and updated using terminology and roles relevant to volunteers in the event they are seeking informal or formal intervention about perceived bullying; and	Moderate	Likely	High	Agreed, work is planned to develop information about raising a bullying or harassment complaint, so this will be considered at the same time.	Manager, Workplace Relations	2	Dec 16

<sup>1</sup> Priority 1 – implementation in 0 to 3 months, Priority 2 – implementation in 4 to 12 months, and Priority 3 – implementation in 12 to 18 months.

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Appendix C - Action Plan								
Ref.	Recommendation	Risk Rating			Senior Manager Response	Person Responsible	Priority 1, 2 or 3 <sup>1</sup>	Target Date
		Consequence	Likelihood	Overall Impact				
	b) the updated process is communicated in a way that all volunteers are aware of it and can access it.							
Rec 3	We recommend that the Manager Workplace Relations consider including responding to harassment in with the How Do I - <i>Respond to bullying</i> process to simplify the response and complaints process for these two types of complaints.	Minor	Possible	Medium	Agreed, this will be considered when the policies are next reviewed.	Manager, Workplace Relations	3	June 17
Rec 4	We recommend that the Manager Service Resilience & Development considers reviewing the NZFS Volunteer Chief Fire Officer Personnel Resource Kit with a view to including guidance on how to mediate and resolve allegations of bullying that may arise in their brigades.	Moderate	Possible	High	Agreed, this will be considered, but there this issue is part of the leadership training and is part of briefings given to volunteers at NTC.	Manager Service Resilience & Development	2	Dec 16
Rec 5	We recommend that the Manager Workplace Relations includes a link to the Worksafe bullying	Moderate	Likely	High	Rejected. We seldom have a stand-alone bullying	N/A	N/A	N/A

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Appendix C - Action Plan								
Ref.	Recommendation	Risk Rating			Senior Manager Response	Person Responsible	Priority 1, 2 or 3 <sup>1</sup>	Target Date
		Consequence	Likelihood	Overall Impact				
	and harassment complaints template in the How Do I – Respond to bullying process to ensure that written complaints of bullying and harassment are received in a consistent and informative manner.				complaints in the way this envisages – they tend to be responses to issues raised e.g. in performance management context, or in some other wider context of Brigade dysfunction or dispute – there would be limited practical suitability of a standardised complaint form.			
Rec 6	We recommend that the Manager Workplace Relations considers updating the How Do I – Respond to bullying process with a requirement that all written complaints about bullying or harassment are reported to the Workplace Relations Team so that they have a view of how many are being received and they have an early	Moderate	Likely	High	Rejected. If there are written complaints made and the manager is currently choosing not to involve P&C it is unlikely that a policy saying they should tell us will make them do so.	N/A	N/A	N/A

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Appendix C - Action Plan								
Ref.	Recommendation	Risk Rating			Senior Manager Response	Person Responsible	Priority 1, 2 or 3 <sup>1</sup>	Target Date
		Consequence	Likelihood	Overall Impact				
	heads-up of any potential problematic issues arising.							
Rec 7	We recommend that the Manager Service Resilience and Development consider requesting the question in the employee Exit Survey relating to bullying and harassment be reviewed and updated in line with the questions suggested in the Worksafe NZ guidelines on preventing and responding to workplace bullying.	Moderate	Likely	High	Agreed, the questionnaire will be reviewed to see if improvements can be made.	Manager Service Resilience and Development	2	Dec 16
Rec 8	We recommend that the Manager Service Resilience and Development ensures that the six monthly summary report for senior management arising from Exit Surveys be recommenced so that senior management have a view of feedback received, particularly in relation to bullying and harassment.	Moderate	Likely	High	Agreed, the six monthly reporting will be reintroduced from People & Capability to the senior managers.	Manager Service Resilience and Development	2	Dec 16

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Appendix D - Measures of Impact/Consequence

Organisation Risk	Insignificant	Low	Moderate	Major	Extrema
<b>Financial</b> (unauthorised, inappropriate, or unbudgeted expenditure)	Unbudgeted expenditure or Foregone revenue <\$500k Transactional errors <\$10k	Unbudgeted expenditure or Foregone revenue \$500k - \$3M Transactional errors \$10k- \$100k	Unbudgeted expenditure or foregone revenue \$3M - \$10M Transactional errors \$100k- \$500k	Unbudgeted expenditure or foregone revenue \$3M - \$10M Transactional errors \$100k- \$500k	Unbudgeted expenditure or foregone revenue >\$10M Transactional errors >\$1M
<b>Employee</b> (injury/death employee)	Insignificant injury (first aid).	Minor injury (doctor).	Serious injury (hospital).	Single fatality or multiple serious injury.	Multiple fatalities.
<b>Organisation Performance</b> (inability to meet requirements as to projects, policies, procedures, contract management, service delivery, etc )	Insignificant impact on organisational performance.	Minor impact on organisational performance, e.g. minor duplicated effort.	Moderate impact on organisational performance.	Major impact on organisational performance.	Catastrophic impact on organisational performance as compared to benchmarks.
<b>Operational Capability</b> (capability and capacity to ensure successful service delivery)	Insignificant loss of operational capability. Insignificant delay in response.	Minor loss of operational capability. Minor delay in response.	Moderate loss of operational capability. Moderate delay in response.	Major loss of operational capability. Major delay in response.	Catastrophic loss of operational capability. Catastrophic delay in response.
<b>Reputation &amp; Integrity</b> (embarrassing media exposure, stakeholder questioning as to the operation of the Fire Service )	Isolated complaints . Minor release of pollutants with no environmental harm.	Adverse local media. Local complaints. Minor release of pollutants with minor impact on environment.	Political criticism. Adverse national media. Widespread complaints. Moderate release of pollutants with medium term impact on the environment.	Major political focus. High profile adverse media. Major stakeholder concern. Major release of pollutants with medium term impact on the environment .	Extensive political censure. Extensive adverse media. Loss of stakeholder support. Catastrophic release of pollutants with long term impact on the environment.