

# Action Plan to address the recommendations of the AFAC Independent Operational Review

Date: 03/11/2017



# Action Plan to address the recommendations of the AFAC Independent Operational Review

## Port Hills fires, February 2017

### Findings and commitment

Fire and Emergency New Zealand fully accepts the recommendations of the AFAC Independent Operational Review of the 2017 Port Hills fires (the Review). We undertake to fully implement the recommendations. This Action Plan outlines the preliminary actions that we will take in response to the Review, and from our own learning. These include immediate actions within the forthcoming fire season in Christchurch and in other high-risk locations across the country.

We will engage with the affected communities and other key partners to establish the best way to implement these recommendations to support and build confidence with the communities that we serve.

### Background

The February 2017 Port Hills wildfires were the biggest in recent New Zealand history and the most severe in terms of the number of houses lost and people evacuated. Significant infrastructure was either threatened or lost. The fires met the definition of an extreme event, and much was unprecedented. This included the weather conditions leading to unusual fire behaviour, the scale of the national assistance, and the level of interest from sections of the public in firefighting objectives and tactics.

The New Zealand Fire Service (NZFS) and the National Rural Fire Authority (NRFA) commissioned the Australasian Fire and Emergency Service Authorities Council (AFAC) to conduct an independent operational review of the event (the Review). The intent of the agencies was to learn from this event, and the reviewers noted the full and open cooperation of fire services personnel which enabled them to establish areas of good practice and identify opportunities for progressive improvement.

On 1 July 2017, the Government merged New Zealand's urban and rural fire and emergency services into a new, unified organisation, Fire and Emergency New Zealand, and replaced two previous Acts with new legislation. The intent of these reforms is to provide New Zealanders with fit-for-purpose fire and emergency services that are flexible, adaptable and efficient, strengthening the organisation's ability to serve communities.

Work now underway to build the new organisation is a once-in-a-generation opportunity. It provides an ideal context to address the systemic findings of the Review, and to build an operational response that provides a service to the nation for the events that New Zealand is likely to face in the future.

### Acknowledgements

Firstly, we acknowledge the tragic loss of life of pilot Steve Askin due to an aviation accident during suppression activities. This is the subject of a separate investigation by the Civil Aviation Authority.

We also acknowledge the residents and communities impacted by the Port Hills fires, through damage or loss to property, evacuation, and some aspects of our incident management. Our response to the Review endeavours to address the perspective and priorities of these communities on improvements for the future.

Finally, we acknowledge the firefighters and other personnel who worked tirelessly in extreme conditions to respond to the Port Hills fires. Whilst some things could have been done better, this action plan is not a criticism of those on the ground, but rather how we can improve our operational response at a system level. We thank those personnel for their openness and honesty about the incident, which greatly assisted the Review Team.

## Purpose and scope

This Action Plan sets out the key areas for attention that we have identified for ourselves out of the Review. These include immediate actions within the forthcoming fire season, both on the Port Hills and in other high-risk locations across the country, and actions at a national level. Other actions are longer-term, informing how we will build our new organisation over time.

Whilst other emergency services played a part in the response to the Port Hills fires, this was not the focus of the Review. In turn, we have developed our response with a focus on our own organisation, but have also identified a number of topics for discussion across the wider emergency sector.

Our engagement with the community before, during and after the fires is a key focus of the Review, and our Action Plan responds to this. Immediately after the release of the Review, we intend to engage with the community, particularly in Canterbury, to discuss these actions, and to discuss how we can strengthen our engagement in the future.

This Action Plan is set out in three key focus areas:

- Improved interoperability.
- Community at the centre.
- Safety as a priority.

Each of these areas of focus include actions to improve communication, build capability, and improve ways of working within Fire and Emergency NZ and across the emergency sector.

A detailed plan is provided at Appendix One. Progress against this Action Plan will be reported on our website every six months.

## Areas of focus and high-level response

### **Context**

The Review findings emphasise that we must put community at the heart of the way we operate, both in activities to prevent and reduce the risk of fire, and in our readiness for and response to incidents. This requires good information and communications, the right training and capability, clear authority and chains of command, and a core purpose of health and safety for our personnel and the communities we serve.

Fire and Emergency NZ is a new organisation. The transition to amalgamate 40 organisations into one has been smooth, with no adverse impact on services. The scene is set for us to strengthen our ability to serve our communities. International experience of similar reforms highlights that change of this nature needs to be undertaken in phases over time. It will take several years to achieve the full intent of the reforms as we move from amalgamation, through integration with rural and urban structures operating side by side, to a fully unified organisation.

The Review recommendations inform how our new organisation needs to be designed and developed, and enable us to identify early priorities on this journey. Whilst the establishment of Fire and Emergency NZ was a significant milestone, the next three years will see our organisation further defined and developed. Our Statement of Intent for 2017-21 and the supporting Fire and Emergency workplan will address many of the Review recommendations. This will include the development of a new operating model, including new structures, systems and processes, and broadening skill sets. Our aim by 2020 is to be a fully integrated organisation which will better serve New Zealand, now and in the future.

Further information on our strategic direction and workplan is provided at Appendix Two.

### **Improved interoperability**

#### Background

At the time of the Port Hills fires, the NZFS and Rural Fire Authorities were operating under two separate legislative frameworks, coordinated through interagency agreements. The Review found that whilst information sharing was in place, supported by good relationships, this was not in itself sufficient for fully effective interoperability. The various agencies operated under different plans and command and control structures, which were not comprehensively aligned. This was compounded by different incident management terminology across the fire services and the wider emergency sector agencies, compromising effective communication.

The Review also identified some areas where incident management practices could be improved. In particular, during the early stages of the fire, there was a lack of forward planning, including scenario planning, and poor public communications. Whilst this cannot be linked directly to a loss of property, it does provide lessons in incident management practice.

#### Actions

The creation of Fire and Emergency NZ is a significant step towards improved interoperability, bringing urban and rural firefighters together in one organisation under one piece of legislation. We have already implemented an interim command and control structure, which will be fully integrated over time. Since July 2017, urban and rural fire have already made tangible progress to work more closely together, for example through joint planning and training. This has included our first deployment of urban and rural firefighters to Canada to grow experience of managing major wildfires.

Further steps to improve interoperability and incident management will be taken as follows:

### **Adopt a single operational model under one doctrine**

The Review recommends that we move to a common incident management system, with the same supporting structures, roles and terminology. This will align all firefighters across the country to one way of operating. It will be supported by substantial development and training across all ranks and roles. The value of working in a unified way, with a common language and approach cannot be underestimated.

The Review also recommends that we adopt the Australasian Inter-Service Incident Management System (AIIMS), replacing New Zealand's current Coordinated Incident Management System (CIMS).

AIIMS has been recommended as it meets international standards to prepare for and manage single and multi-agency incidents. It provides a consistent response to incident management by using procedures and language common to all the users across Australasia and through most Pacific Island nations, including standardised forms and templates, and planning and intelligence procedures. It allows agencies to retain their own command structures when working with other organisations. Extensive training programmes and material are available for AIIMS, supported by many large Australian agencies.

We will implement the Review recommendation to move to a common incident management system for Fire and Emergency NZ. We will discuss with other agencies across the emergency sector the Review recommendation that we adopt AIIMS. We will canvass their views, and explore what is the best operating model at a national level. Once agreed, we will implement our new operational model through a managed transition. This will take place over three years, with priority training for Incident Management Teams and Coordination Centres within 18 months of implementation. This will include:

- training our own personnel, and making this training available to other emergency sector agencies.
- determine with other agencies how we will maintain interoperability across the emergency sector and local government, in cases where different doctrines are practised.
- engaging with communities on our new approach.
- build our operational model into our new operating model, including a centre of excellence to support and manage the doctrine.

### **Improve incident management**

#### By the end of 2017

We will:

- communicate learnings from the Review to all operational personnel.
- undertake rural and urban wildfire planning exercises within this year's fire season (2017/18) in all regions, with an after-action review reported nationally, to ensure:
  - key principles are understood, with systems and disciplined processes in place.
  - all resources and capabilities of Fire and Emergency NZ are available to both urban and rural personnel, including our communication centres.
  - deployment of the required skills sets to each event, sourced from across New Zealand when required.
  - use of a single incident action plan, and processes to route all communications through the Incident Management Team and provide cross-sector briefings.
  - deployment of field observers as a dedicated role to gather and provide intelligence from the fire environment back to the situation unit.
  - deployment of a senior officer, without specific operational responsibilities, to maintain an overview of the incident management and act as a "critical friend" to the Incident Controller.
  - ensure that facilitating recovery after the event is built into incident management decisions.
- train operational personnel on the operation of our interim command and control policy.
- ensure senior rural and urban officers align to common incident management practices, including the use of predictive services.

- undertake additional readiness measures for high wildfire risk areas across the country, including the Port Hills. This will include:
  - early roll out of our new Incident Ground Communication (IGC) radios to reduce reliance on cell phones and facilitate group rather than one-on-one communication.
  - identifying the optimal location for incident control points, ideally co-located with other emergency services, and how these will be resourced.
  - ensuring appropriate incident management infrastructure can be deployed to these incident control points, supported by trained personnel.
- brief other agencies in the emergency sector on how our new organisation will operate during the fire season.

#### Over the next 12-18 months

We will:

- design and introduce a strengthened framework for national and regional incident management teams, with an initial focus on wildfire incidents, supported by a refreshed training programme including intensive exercises and simulations. We will consult and involve other agencies in this process.
- ensure our leadership programmes address the behaviour changes that are identified through the Review.
- convene a predictive services working group to develop actions for improved practice, and build this into our incident management system.
- develop a schedule for leaders to take part in overseas deployments as active members of Incident Management Teams in order to grow our experience of managing wildfire incidents.
- refresh our command incident management training programmes and embed joint training for rural and urban senior officers.
- consider incorporating into incident management the discipline of human factors management. Human factors in safety is concerned with all those factors that influence people and their behaviour in safety-critical situations, and has been successfully adopted in the airline industry.
- work with partner agencies to define and agree the transition from response to recovery in large incidents, including external communications on roles.

#### Over the next five years

We will incrementally incorporate learnings and improved practice into the new organisational operating model. This will include one common framework, one control structure, improved planning and intelligence, and upskilling of our personnel with both a broader skill base and increased specialisation.

## ***Community at the centre***

### Background

Beyond the loss of property, the Review identified that the most significant concern for the community was a shortage of timely and accurate information. There was no “one source of truth”, or a structured public information system providing specific information, warnings or instructions. This impacted on the accuracy of media reports, and concerns in the political environment. In addition, affected members of the community felt that some incident management decisions were not centred on their interests and needs. Management of the cordons was highlighted in particular. Whilst cordons were in place for a range of safety reasons, these were not always clear to the community. The community also received conflicting messages from the different emergency response agencies. For all of these reasons, directions did not always feel appropriate.

Port Hills is a fire-prone environment, requiring communities who choose to live there to recognise and own this risk. The Review noted proactive community risk management activities supported by community information programmes. There was also a comprehensive Strategic and Tactical Fire Management Plan

(STFMP) in place, but the Review noted that it had not been fully utilised in reduction, readiness and response activities. We acknowledge that such activities do tend to fade over time, and that we have a role in maintaining community awareness of the risks.

Our new organisation positions us well to address these matters. At the heart of the Fire and Emergency NZ Act is a recognition of the critical relationship that exists between us and the communities we serve. Engaging and connecting with our communities will enable us to identify and provide services that are appropriate to community risks and needs. Our new organisation will build structures so that the community advises us on their risks and needs, including through Local Advisory Committees and other formal and informal relationships.

Our new organisation is also committed to an enhanced long-term focus on risk reduction. We will build our capability to understand and communicate risk and risk ownership, to guide and support effective community fire risk reduction and prevention activities, and provide guidance on the use of fire as a land management tool. Plans are already underway to develop risk tools using a community-based approach, and to design reduction and prevention systems that are easy to understand and use.

In addition to the measures above, we will strengthen our leadership role in risk reduction across the sector. This will include continuing to influence building standards, and identifying land use considerations in the context of a predicted increase risk of wildfires.

#### By the end of 2017

We will:

- communicate learnings from the Review to all operational personnel, including increasing the awareness of the importance of public information management.
- engage with community representatives and residents in Canterbury and other high-risk areas to identify the best way to engage with residents to prepare for the fire season and to understand communication needs during the fire.
- refresh current fire plans in accordance with the new Act.
- complete valley plans in the Port Hills and other high risk areas.
- implement a short term public information strategy for incidents, in coordination with other agencies and supported by training. This will include agreeing:
  - the availability of resourcing for public information management and other forms of support from local territorial authorities and other emergency services in the event of a major incident in high-risk areas.
  - a single point of communication for 'fire emergency information' and accessible communication channels for communities, the media and the political environment, communicated widely prior and during any fires both in this and future fire seasons.
- prepare and disseminate guidance for incident management teams and undertake refresher training on our use of cordons, including their placement and staffing, public information on their operation, and our priority to get people home when it is safe to do so.

#### Over the next 12-18 months

We will:

- develop risk tools drawing on international good practice in the use of a community-based approach, including wildfire threat analysis and plans, community-based fire management, and refreshed fire education tools.
- use the planned Local Advisory Committee trial in Hawkes Bay to grow our experience of community-based risk approaches and a community engagement model.
- identify high risk areas that could benefit from a community-based risk approach including through existing tools of Fire Smart and Fire Wise.

- work with agencies with authority after a civil defence emergency is declared, with the intention to prepare guidance on a community-centred approach to the use of cordons, and a structured process of communication between agencies. Incorporate this guidance into our doctrine and training programmes.
- with other agencies, design a national strategy and framework for public information management which builds on the initial steps taken by December 2017, and strengthens alignment and consistency of public information across agencies. Incorporate this framework into our new operating model and our incident management doctrine, supported by training.

Over the next five years

Fire plans will evolve into comprehensive local plans based on community risks and needs, including equipment, training and assets so that our organisation reflects and responds to community priorities.

## Safety as a priority

### Background

The safety of the public and our people is paramount. Our core purpose is safety of the community, and also that everyone goes home safely after an incident.

Our people operate in inherently dangerous and challenging situations, and the associated risks need to be effectively managed. Risks are not just physical in nature; there is also the potential for psychological harm. At times this requires us to make difficult decisions to limit or stand down our response to an incident, and to prioritise safety over other community concerns. The Review identified that these choices were not always adequately explained to the community.

The Review also identified that there were variable views within the fire service agencies on the manageable safety limits of operational strategies and tactics, and some gaps in the allocation and coordination of safety responsibilities.

The Port Hills fires were an extreme event, and it was unusual for urban firefighters to be exposed to this scale of wildfire. An advantage of our unified organisation is that urban firefighters are a resource that can be called up for fighting wildfires, but this requires them to understand the risks of wildfire and respond within established practice. In this context, some urban firefighters would appear to have gone above and beyond in their operational response, taking unacceptable personal risks in their service to the community.

Work is underway in Fire and Emergency NZ to design and implement a new safety, health and wellbeing system that will meet the broader range and spread of risks facing the new organisation.

### Actions

#### By the end of 2017

- We will provide refresher briefings for operational personnel in wildfire behaviour and risk management.

#### Over the next 12-18 months

- We will begin a refreshed training programme on safety, health and wellbeing, including through case studies based on the Port Hills fires.

#### Over the next two years

- We will integrate the new safety, health and wellbeing system into our incident management system and team processes.

## Next steps

We are committed to a robust and transparent approach to implement the actions set out in this document, working with communities and across the emergency sector. We will:

- engage with the affected communities in the Port Hills on this Action Plan by the end of January 2018.
- discuss this Action Plan with our partners across the emergency sector
- establish governance and management arrangements to actively monitor and manage the implementation of this Action Plan.
- publicly report progress against this Action Plan on our website every six months.

## Appendix One

### Action Plan to address the recommendations in the AFAC Independent Operational Review

This Action Plan will be implemented by and the accountability of our Organisational Leadership Team, with governance oversight by the National Commander Urban, National Manager Rural, Director of the Office of the Chief Executive and the Integration Programme Director.

Number	Action	Timeframe	Responsible
<b>1. Fire and Emergency New Zealand adopts a single doctrine, the Australasian Inter-Service Incident Management System (AIIMS), for incident management. That the new organisation use this doctrine to train/exercise and develop people.</b>			
1.1	Contact other agencies (particularly Civil Defence and Police) to indicate that a move to AIIMS is being considered as a response to the findings of the Port Hills review.	December 2017	Chief Executive, supported by National Commander Urban and National Manager Rural.
1.2	National Commander Urban/National Manager Rural (NCU/NMR) issue a joint statement to all operational personnel. Topics to include: <ul style="list-style-type: none"> <li>• Reiterating the focus on working together.</li> <li>• Speaking up about safety, health and wellbeing and “calling out” unsafe behaviour (see action 11.1).</li> <li>• Incident management doctrine, including the use of a “critical friend” to support the Incident Controller (IC) in large incidents (see action 7.1).</li> <li>• Expectations for the upcoming fire season.</li> <li>• The importance of routing intelligence through a single control point (see action 10.3.).</li> </ul>	October 2017	National Commander Urban and National Manager Rural.

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Number	Action	Timeframe	Responsible
1.3	<p>Regions to conduct joint wildfire exercises (table top or in-field) involving rural and urban personnel. To include:</p> <ul style="list-style-type: none"> <li>• a refresher briefing in wildfire behaviour and risk management.</li> <li>• exercises to practice all communications going up through to the Incident Management Team (IMT).</li> <li>• the way we want to work as an integrated team and the behaviours we would expect of each other in that environment.</li> </ul> <p>Region managers (rural and urban) will jointly report and present exercise results at a national level.</p> <p>Plan with other agencies the introduction of multi-agency wildfire exercises to improve interoperability across the sector.</p>	<p>Within each region's fire season<sup>1</sup> and annually thereafter</p> <p>November to December 2018</p>	<p>Regional Managers (Fire Region Managers/Regional Managers Rural).</p> <p>National Manager Rural and Regional Managers (Fire Region Managers/Regional Managers Rural).</p>
1.4	<p>Conduct Port Hills review sessions with regional leadership teams:</p> <ul style="list-style-type: none"> <li>• Regional managers to reinforce key messages and agree any specific actions within the fire season.</li> </ul>	December 2017	Regional Managers (Fire Region Managers/Regional Managers Rural).
1.5	<p>Training in a single incident management system for:</p> <ul style="list-style-type: none"> <li>• Regional managers.</li> <li>• All other relevant Fire and Emergency personnel.</li> <li>• Other agencies (Fire and Emergency to assist with the training).</li> </ul>	<p>December 2017 for regional managers</p> <p>Rollout January 2018 – June 2020</p>	Director Training.

<sup>1</sup> Defined as the change in the weather patterns that creates more fires. Varies by region but is generally begins in December.

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<b>Number</b>	<b>Action</b>	<b>Timeframe</b>	<b>Responsible</b>
1.6	Brief other agencies in the emergency sector on how our new organisation will operate during the fire season	December 2017	National Manager Rural Operations/ National Operations Manager.
1.7	Roll-out of Command and Control policy training.	To be confirmed – probable pilot in November or December 2017	Regional Managers (Fire Region Managers/Regional Managers Rural).
1.8	Depending on outcome of discussions with other agencies about AIIMS, determine how we will maintain interoperability with the Coordinated Incident Management System (CIMS) (both version 1.0 and 2.0).	Following decision, and as required in this context	National Manager Rural Operations/ National Operations Manager.
1.9	Design national and regional incident management team model, including: <ul style="list-style-type: none"> <li>• Joint rural and urban teams.</li> <li>• Involvement of other agencies.</li> <li>• Common terminology.</li> <li>• Selection and systems for National IMT/Regional IMTs.</li> <li>• Resources for public information management.</li> <li>• Safety, health and wellbeing expertise.</li> <li>• Review of procedures for National Coordination Centre/Regional Coordination Centres (NCC/RCCs).</li> </ul> The design will include multi-agency engagement to improve interoperability across the sector.	April 2018	National Manager Rural Operations, National Operations Manager,  Target Operating Model Workstream Lead <sup>2</sup> and Safety Health and Wellbeing Workstream Lead.

<sup>2</sup> Workstream Leads are responsible for managing projects within the Fire and Emergency NZ Integration Programme

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<b>Number</b>	<b>Action</b>	<b>Timeframe</b>	<b>Responsible</b>
1.10	Incorporate incident management doctrine capability into the new operating model, including resources for public information management, and a centre of excellence to support and manage the doctrine.	November 2018	Target Operating Model Workstream Lead.
1.11	Work with partner agencies to define and agree the transition from response to recovery in large incidents, including clarity, consistency and external communications on roles.	November 2018	Leadership across the Sector Workstream Lead.
<b>2. Fire and Emergency New Zealand along with other agencies who also work in New Zealand communities, implements an annual exercise programme to ensure that personnel involved in IMTs fully understand their roles and can operate at a high level of competency.</b>			
	See actions under Recommendation 6.		
<b>3. A Community Based Wildfire Risk assessment methodology be developed and implemented along the process of the previously prepared Strategic Tactical Fire Management Planning (STFMP).</b>			
3.1	Develop risk tools using a community-based approach, including: <ul style="list-style-type: none"> <li>• Wildfire threat analysis.</li> <li>• STFMP.</li> <li>• Wildfire prone areas.</li> <li>• Community-based fire management.</li> <li>• Fire Smart refresh.</li> <li>• Fire Wise refresh.</li> </ul>	November 2018	Resilient Communities Workstream Lead/Manager Rural Fire/National Risk Reduction Manager.
3.2	Design Local Advisory Committees (LACs) to operate with a strong community-based risk approach.	November 2018	Resilient Communities Workstream Lead.

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<b>Number</b>	<b>Action</b>	<b>Timeframe</b>	<b>Responsible</b>
3.3	Use the LAC trial in Hawke’s Bay to grow experience of community-based risk approaches, and an Area Manager/Principal Rural Fire Manager trial of a community engagement model.	September 2018	Resilient Communities Workstream Lead.
3.4	Identify higher risk areas within the regions, that could benefit from a community-based risk approach: <ul style="list-style-type: none"> <li>• Use the existing tools, e.g. Fire Smart and Fire Wise.</li> <li>• Consult with Fire Risk Management Officers (FRMOs).</li> </ul>	May 2018	Regional Managers (Fire Region Managers/Regional Managers Rural).
3.5	Ensure the Target Operating Model has a strong emphasis on reduction.	November 2018	Target Operating Model Workstream Lead.
<b>4. Fire and Emergency New Zealand develops a genuine community engagement model to implement planning strategies including reduction, readiness, response and recovery.</b>			
4.1	Engage with community representatives and residents in Canterbury and other high-risk areas to identify the best way to engage with residents to prepare for the fire season and to understand their communication needs during a fire.	December 2017	Regional Managers (Fire Region Managers/Regional Managers Rural).
4.2	See Actions under Recommendation 2.		
<b>5. Current fire plans be reviewed and aligned with new Fire and Emergency New Zealand legislation</b>			
5.1	Refresh current fire plans to make compliant with Fire and Emergency New Zealand Act.	December 2017	Regional Managers, Rural and Principal Rural Fire Officers.

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<b>Number</b>	<b>Action</b>	<b>Timeframe</b>	<b>Responsible</b>
5.2	<p>Design of Fire Plans to evolve into Local Plans (that also roll up to Regional and National Plans). Fire Plans need to include:</p> <ul style="list-style-type: none"> <li>• Community risk and need.</li> <li>• Engagement with communities.</li> <li>• Urban and rural areas.</li> <li>• Fire and non-fire incident types.</li> <li>• Advice provided by LACs.</li> </ul>	November 2019	Resilient Communities Workstream Lead.
<b>6. A public warning system be developed as the single source of the truth for all incidents and that this system be supported with a comprehensive warning/advisory system and public information strategy</b>			
6.1	<p>Investigate how Fire and Emergency New Zealand can provide better warning information online (on our channels when we are the lead agency, or link to the lead agency's channels), coordinating with other agencies on national warnings where appropriate.</p> <p>For example:</p> <ul style="list-style-type: none"> <li>• Website (including possible options such as National status, real-time fires, etc. e.g. emergency.vic.gov.au).</li> <li>• Facebook.</li> <li>• Twitter.</li> <li>• Other platforms.</li> </ul>	December 2017	National Communications Manager.
6.2	Find out whether the Emergency Mobile Alert will be up and running within the next fire season and how it could be used for wildfire incidents.	December 2017	National Operations Manager.

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Number	Action	Timeframe	Responsible
6.3	<p>Develop a short-term public information strategy, engaging with other agencies (including where Fire and Emergency New Zealand will lead, and where Fire and Emergency New Zealand will support others). This will include agreeing:</p> <ul style="list-style-type: none"> <li>• the availability of resourcing for public information management and other forms of support from local territorial authorities and other emergency services in the event of a major incident in high-risk areas.</li> <li>• a single point of communication for 'fire emergency information' and accessible communication channels for communities, the media and the political environment, communicated widely prior and during any fires both within this and future fire seasons.</li> </ul>	December 2017	National Communications Manager/National Operations Manager/ National Manager Rural Operations/ Fire Region Manager, Region 4/Regional Manager Rural.
6.4	<p>Identify opportunities for improvement of Public Information Management (PIM) during Port Hills review sessions (refer 1.4 above)</p> <p>Consider:</p> <ul style="list-style-type: none"> <li>• Fire and Emergency New Zealand capacity.</li> <li>• Does PIM need to be onsite?</li> <li>• Do we need to augment / replace Territorial Authority responsibilities?</li> <li>• Increased awareness of the importance of PIM.</li> <li>• Specialist PIM resources.</li> </ul>	December 2017	Regional managers (Fire Region Managers/Regional Managers Rural).

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<b>Number</b>	<b>Action</b>	<b>Timeframe</b>	<b>Responsible</b>
6.5	With other agencies, design a national strategy and framework for public information management which builds on the initial steps taken by December 2017. Incorporate this framework into our new operating model and our incident management doctrine, supported by training.	May 2019	National Communications Manager and Director Training.
<b>7. Predictive services be utilised to define strategic management, consequence management, and options analysis for both incident and community advisories.</b>			
7.1	NCU/NMR issue joint statement to operational personnel (refer 1.2 above) to include: <ul style="list-style-type: none"> <li>• Use of a “critical friend” to support the Incident Controller (IC) in large incidents.</li> </ul>	October 2017	National Commander Urban and National Manager Rural.
7.2	Deliver predictive services refresher: <ul style="list-style-type: none"> <li>• Regional training/briefing.</li> <li>• Review checklist: <ul style="list-style-type: none"> <li>○ IC Daily.</li> <li>○ Situation unit prioritisation.</li> </ul> </li> </ul>	December 2017	Regional Managers (Fire Region Managers/Regional Managers Rural).
7.3	Predictive services working group to develop recommendations for improved practice.	May 2019	National Manager Rural Operations /Regional Managers Rural.

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<b>Number</b>	<b>Action</b>	<b>Timeframe</b>	<b>Responsible</b>
7.4	Review current training programmes for National IMT, Regional IMTs including exercises and simulations.	November 2018	Director Training.
7.5	Introduce a refreshed annual training programme for IMTs (National and Regional) including the introduction of planned intensive exercises and simulations.	May 2019	Director Training.
<b>8. In the developing stages of the fire, complete a risk assessment (with partner agencies) that profiles initial attack, values at risk, monitoring and patrol requirements as well as community expectations.</b>			
	See actions under Recommendation 6.		
<b>9. All future traffic cordons be managed as a functional sector under the Incident Controller.</b>			
9.1	<p>Prepare (and possibly publish on our website) guidance for Fire and Emergency IMTs on the use of cordons (before a Civil Defence emergency is declared), this to include:</p> <ul style="list-style-type: none"> <li>• Focus on getting people home.</li> <li>• Placement of cordons.</li> <li>• Staffing of cordons.</li> <li>• Invoking cordons.</li> <li>• Removing/re-siting of cordons.</li> <li>• Public information about cordons.</li> </ul>	December 2017	National Operations Manager/ National Manager Rural Operations.

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<b>Number</b>	<b>Action</b>	<b>Timeframe</b>	<b>Responsible</b>
9.2	Prepare joint guidance on the use of cordons after a Civil Defence emergency is declared. Fire and Emergency to work closely with agencies with authority, including: <ul style="list-style-type: none"> <li>• Civil Defence.</li> <li>• Police.</li> <li>• New Zealand Defence Force.</li> </ul>	May 2019	National Operations Manager/ National Manager Rural Operations.
9.3	Conduct regional refreshers on the use of cordons (as for previous recommendations).	December 2017	Regional Managers (Fire Region Managers/Regional Managers Rural).
<b>10. All intelligence relevant to the operation and planning functions of the fire be routed through a single point to assure relevant and timely distribution of that information within the Incident Control Point (ICP).</b>			
10.1	Conduct joint "Tactical Command" training for Region Managers, Area and Assistant Area Managers/Principal and Deputy Principal Rural Fire Officers (AMs, AAMs/PRFOs, DPRFOs) (Senior Officers).	May 2018 for Regional Managers, and  October 2018 for AMs, AAMs/PRFOs, DPRFOs course	Director Training.
10.2	Ensure that our Leadership Programmes embed the required behaviour changes that are identified through the Review.	June 2019	Director Training.
10.3	NCU/NMR issue joint statement (refer 1.2 above) to include message about routing intelligence through a single point.	October 2017	Regional Managers (Fire Region Managers/Regional Managers Rural).



**Action Plan to address the recommendations of the AFAC Independent Operational Review  
Port Hills fires, February 2017**

<b>Number</b>	<b>Action</b>	<b>Timeframe</b>	<b>Responsible</b>
10.7	Schedule leaders to take part in overseas deployments as active members of IMTs: <ul style="list-style-type: none"> <li>• Include AAMs/DPRFOs and above.</li> </ul>	From May 2018 to November 2020	Director Training/National Operations Manager/National Manager Rural Operations.
10.8	Rollout new dual band radios to rural.	November 2018	Director ICT.
10.9	Investigate the deployment of IMT infrastructure in fire stations in areas where there is a high wildfire risk, so they can be used as ICPs if required.	November 2018	Director ICT.
<b>11. A single process be adopted and implemented for incident or 'near miss' reporting, which includes reporting and monitoring of actions and outcomes.</b>			
11.1	NCU/NMR issue joint statement (refer 1.2 above) in conjunction with unions and associations including messages of: <ul style="list-style-type: none"> <li>• Speaking up about safety, health and wellbeing.</li> <li>• "Calling out" unsafe behaviour.</li> </ul>	October 2017	National Commander Urban and National Manager Rural.
11.2	Introduce New Safety, Health & Wellbeing IT based system, including rollout of guidance and training.	May 2018	Director People and Capability and Safety, Health and Wellbeing Workstream Lead, supported by  Director ICT and Infrastructure and Technology Workstream Lead.
11.3	Develop some case studies of good and bad practice (as evidenced by the Port Hills fire) to be shared with operational personnel.	December 2018	Director Training.

**Action Plan to address the recommendations of the AFAC Independent Operational Review  
Port Hills fires, February 2017**

Number	Action	Timeframe	Responsible
11.4	Educate operational personnel on safety, including wildfire behaviour and risk management.	Within each region's fire season (priority areas)  November 2018 for full rollout	Director Training.
<b>12. Fire and Emergency New Zealand develops and implements a comprehensive and measurable plan to put these recommendations in place.</b>			
12.1	<ul style="list-style-type: none"> <li>This plan is the start of Fire and Emergency New Zealand responding to this recommendation.</li> </ul>	Ongoing	

## Appendix Two

### Fire and Emergency NZ Statement of Intent and Workplan 2017-21

On 1 July 2017, the Government merged New Zealand’s urban and rural fire and emergency services into a new, unified organisation, Fire and Emergency New Zealand (NZ), and replaced two previous Acts with new legislation. The intent of these reforms is to provide New Zealanders with fit-for-purpose fire and emergency services that are flexible, modern and efficient.

The Review recommendations inform how our new organisation needs to be designed and developed, and enable us to identify early priorities on this journey. Whilst the establishment of Fire and Emergency NZ was a significant milestone, the next three years will see our organisation further defined and developed. Our Statement of Intent for 2017-21 (SOI) and the supporting Fire and Emergency workplan will address many of the Review recommendations. This will include the development of a new operating model, including new structures, systems and processes, and broadening skill sets. Our aim by 2020 is to be a fully integrated organisation which will better serve New Zealand, now and in the future.

We have set our strategic priorities in our SOI, and developed our workplan through eight aligned workstreams. These are set out in the table below, followed by an overview of the purpose of the strategic priorities, and the activities of each workstream.

Statement of Intent - Strategic Priorities									
Fire Reduction and Prevention		Stronger Engagement with Communities		Building and Shaping Fire and Emergency NZ		Coordinated Services		Developing a Shared Identity	
Blueprint Workstreams									
Integrated Organisation and Operating Model	Safety, Health and Wellbeing	Resilient Communities	Risk Reduction	Volunteerism	People, Capability and Leadership	Leadership Across Sector	Infrastructure		

### Our 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.

#### Building and shaping Fire and Emergency NZ

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.

#### 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.

## **Developing a shared identify**

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.

## **Our Workplan:**

### **Integrated organisation and operating model**

A key priority for the integration phase is developing an integrated organisation and defining how the operating model for our organisation will work. Although we are amalgamated, this work will integrate all the components of rural and urban fire services to enable the organisation to function as one, with specialist functionality where required.

### **Safety, health and wellbeing**

The safety, health and wellbeing of the public and our personnel is paramount. Our personnel operate in inherently dangerous and challenging situations and the associated risks need to be effectively identified and managed. Risks are not just physical in nature; there is also the potential for psychological harm. This workstream includes activities to design and implement health, safety and wellbeing ownership, standards and support services.

### **Resilient communities**

Building resilient communities and reducing consequences from emergencies are key outcomes for our organisation. This work includes activities that will support engagement with our communities to enable us to identify and provide services that are appropriate to community risks and needs.

### **Risk reduction**

Building our capability to deliver effective community risk reduction activities to prevent unwanted fires and provide guidance on the safe use of fire as a land management tool is a key priority for our organisation. This work is focused on strengthening our ability to work with communities to achieve the outcome of reduced likelihood and impact of unwanted fire, and of managed fires from getting out of control.

### **Volunteerism**

Better support is required for our volunteers. The design of our new organisation will deliver better support for volunteers through, for example, better connections to the new organisation, greater recognition of volunteers' employers and families, as well as health and wellbeing support. This work will include the development and implementation of a Volunteer Strategy and various initiatives to improve support for volunteers.

### **People, capability and leadership**

This work is focused on developing our people strategy, implementing a leadership capability framework, talent and career development, engagement, recognition and reward strategies, as well as shifting our culture towards one of an integrated organisation that is inclusive, transparent and accountable.

### **Leadership across the sector**

This work includes defining and implementing our future role as a leader in the emergency services sector, develop and implement key delivery partnerships and engage key stakeholders and New Zealanders, including in the levy consultation process. It also includes strengthening our role to influence across the emergency sector and on policy matters that are the responsibility of other agencies and organisations. Through this work we will contribute to maturing a high performing sustainable and resilient sector.

### **Infrastructure**

This work is focused on designing and implementing technology for a modern, mobile organisation, developing strategies for asset management and property, and refurbishing equipment to support an integrated organisation.