

# Local Planning

## Implementation Approach and Interim Resourcing Model

June 2018



Draft

## Document Control

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## Contents

Purpose .....	5
Background .....	5
Requirements.....	7
Proposed Approach .....	8
Interim Resourcing.....	10
Transitioning to the Business.....	12
Implementation Risks .....	13
APPENDIX A: LAC Deployment Overview.....	14
APPENDIX B: Fire and Emergency Planning Framework.....	15

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## Purpose

This document outlines the proposed approach for implementing a Local Planning function nationally, and the rationale to support this approach. It also outlines an interim resourcing model to support implementation, particularly during FY19, while the new operating model is confirmed and implemented.

## Background

The Fire and Emergency New Zealand Act 2017 (the Act) combines urban and rural fire and emergency services into a single fire and emergency services organisation for New Zealand, with an increased mandate to provide a wide range of services for communities.

To ensure that a strong community voice is maintained, the Act requires Fire and Emergency to undertake local planning for each local area and during that process, take into account the advice from Local Advisory Committees (LACs) and civil defence emergency management groups.

The term **Local Area** is defined in the Act as “the area within the boundaries of a local advisory committee that are set in accordance with section 16.”

To successfully deliver on our commitments around increased community resilience specified in the Fire and Emergency NZ Statement of Intent (SOI) 2017 – 2021 and Statement of Performance Expectations (SPE) 2018/19 we must:

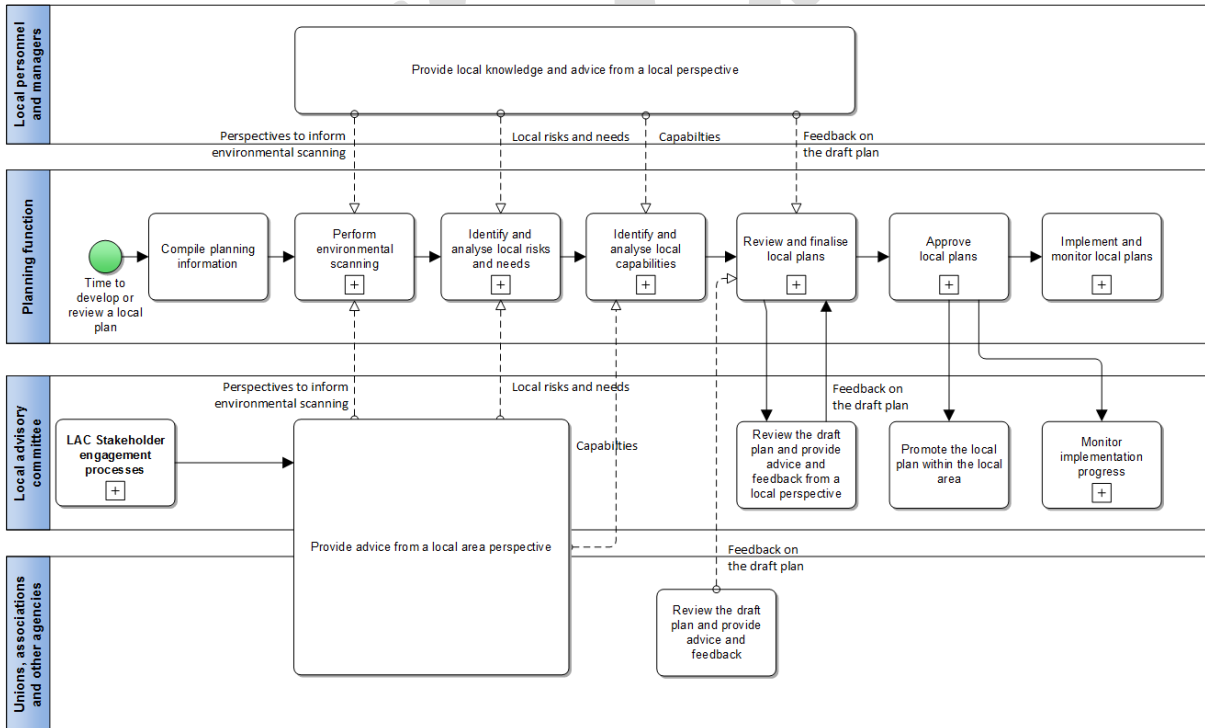
Statement of Intent	Statement of Performance Expectations
Engage with stakeholders and communities, including those disproportionately impacted by fire, on the local plan planning process to achieve a holistic approach to local fire management.	Local planning designed by 30 June 2018
Implement local plans for all areas, informed by each local advisory committee.	
Provide information and risk profiling to support local advisory committees to advise on local needs.	

There are many layers of planning in Fire and Emergency from those that are strategically focused such as national strategy, national plans, investment plans and budgets to those that are focused on operational delivery such as business plans. Local planning is new layer within the planning framework. The table below set out the scope of the local planning function.

<b>What it is</b>	A legislated requirement to carry out planning for each local area for which a local advisory committee is established
	Focussed on the specific needs, resources, constraints and capabilities in the local area that are relevant to Fire and Emergency’s functions (defined in sections 11 and 12)

	Required to demonstrate how the local allocation of resources by Fire and Emergency fits with the national plan
	Produced by Fire and Emergency to ensure that capability in the local area is sufficient to manage local risks and needs
	An integrated plan that covers the whole local area as set by the LAC boundary
<b>What it is not</b>	An annual business plan for a region, area or brigade
	A fire plan or a replacement for a fire plan
	A Strategic Tactical Fire Management Plan (STFMP)
	A replacement for capital and maintenance plans managed and held centrally (fleet plans, equipment plans, property plans etc)
	A plan produced by or owned by a Local Area Committee
	A plan that focuses on Rural or Urban

The diagram below outlines the processes required to undertake local planning, the different functions involved and the sequence of activity. It is expected that a local plan will be developed iteratively over a 6-month period to allow Fire and Emergency and LACs time to engage appropriately with relevant stakeholders and communities of interest, in respect of local risk and need.



## Requirements

Fire and Emergency will begin to establish LACs nationally once LAC boundaries have been publicly consulted on and confirmed by the Board. Assuming that the Civil Defence Emergency Group boundaries are adopted for LACs, this would result in 16 LACs needing to be established nationally, and between two to five LACs established within existing operational regions.

See [APPENDIX A: LAC Deployment Overview](#) for the proposed implementation order of LACs.

Once the LACs are established and inducted, Fire and Emergency must seek advice from them as part of developing the local plan for that local area. This advice would be in addition to other considerations such as:

- Advice from relevant Civil Defence Emergency Management groups
- Fire plans for the local area
- Designated services required within the local area
- The Fire and Emergency national strategy

Local planning is a new function for Fire and Emergency. New planning activities will be required to be undertaken in order to support this commitment. A framework for how Fire and Emergency prepares a local plan, to a consistent level, will need to be developed and deployed nationally. Additional resources will be required to support the local planning process in the interim period before the operating model is confirmed and implemented.

In the future it is intended that local planning activities will be aligned with the levy cycle.

Fire and Emergency will have been successful in implementing local planning if:

- local plans consider and address all of the matters required by the legislation within each local area
- the local plans are reflective of Fire and Emergency and local communities' knowledge about the local area and its risks and needs
- local plans fit seamlessly within the Fire and Emergency "Planning Framework" i.e. Local Area planning inform regional planning and support national planning. See [APPENDIX B: Fire and Emergency Planning Framework](#).
- there is a consistent best practice method to developing local plans across all LACs
- there is a consistent level of quality and content in each LACs local plans that will improve and mature over time as the LACs engage with their communities and provide advice
- there are appropriate support tools and systems in place to enable development, maintenance and reporting of local planning
- our people that know what to do (new or changes to functions), and how to do their jobs
- we have consulted on changes to roles properly
- local planning is implemented in an efficient and effective manner, and within budget.

## Proposed Approach

It is proposed that:

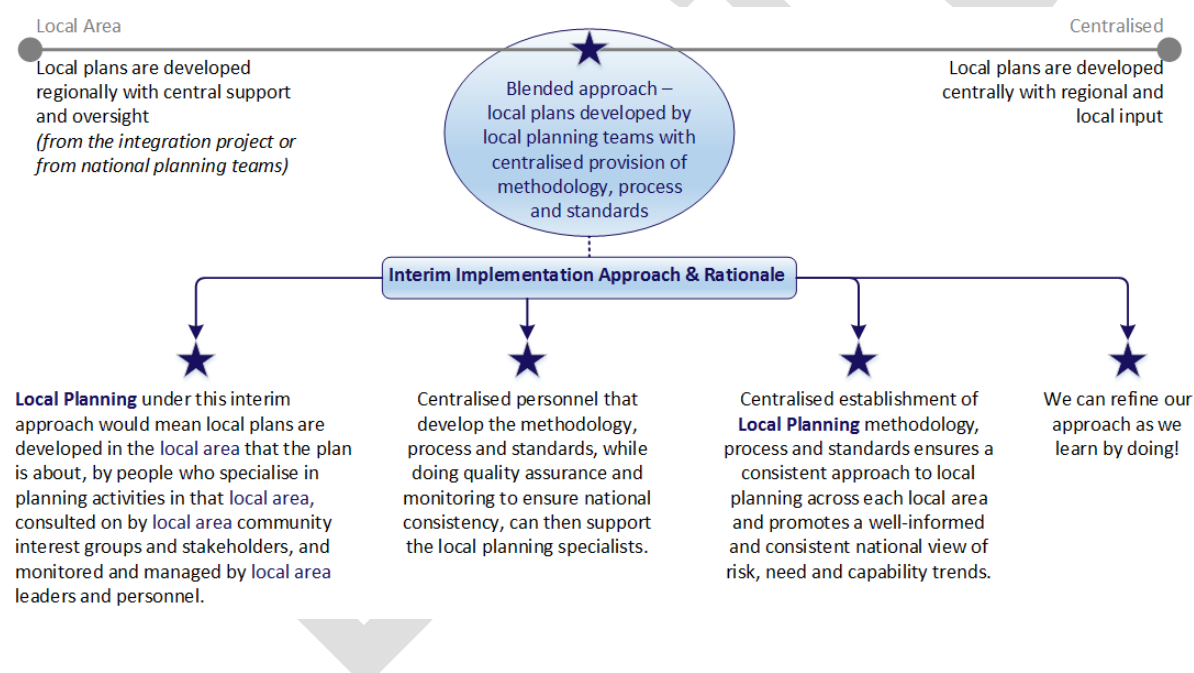
- local plans be developed regionally
- a common methodology for developing local plans and ensuring their consistency and alignment with the national strategy be provided from a central function.

This approach is supported by national and regional planning business representatives and representatives consulted from Partner Agencies.

Originally two options were considered by the group, including a localised model and a completely centralised model.

1. Under a localised model local plans would be developed regionally with central support and oversight from the integration project or from National planning teams
2. Under a centralised model, local plans are developed centrally with regional and local input

After discussion the group's preference was for a blended approach, where local plans would be developed locally, in the regions, supported by a common method, process and standards that was developed from a central body.



The group felt that there would be better ownership and engagement in the plan if they were developed locally – “Done with, not to”. Furthermore, it would provide opportunities locally to build capability, experience and knowledge over time but in a consistent manner.

In addition, the group made the following points in respect of the local planning process design and how we implement it:

- Fire and Emergency should prioritise its main function first during the planning process
- clear guidance around the duties and responsibilities of all personnel must be provided, distinguishing in particular how local areas and NHQ will work together
- we must establish who owns risk and need data and who is responsible for its maintenance, quality assurance and availability



- specialist roles may be considered for carrying out environmental scanning particularly in large, complex areas where there is no existing capacity within the business
- timing of plan revisions to be completed before the levy cycle to assess the impact of planning budget and resource requirements on the levy
- ensure there is a balance of local and national voices when plans are approved
- reference or meet ISO 31000 standards where possible but also be flexible enough to accommodate different local area characteristics

It is proposed that the interim solution be divided into 2 phases:

1. **Establishment & Oversight:** This phase is about setting up a methodology for creating a local plan that will provide a consistent framework to be applied nationwide
2. **Plan Development & Execution:** This phase is about the practical application of the best practice framework to produce the local planning outputs needed by the LACs for their community engagement activities.

To achieve this, the following RASCI model has been drafted and seeks to identify the different activities required and who is **R**esponsible, **A**ccountable, **S**upports, **C**onsulted or **I**nformed.

<sup>(\*)</sup> The national planning function will initially be carried out by the Integration Programme then gradually handed over to the business as local planning implementation progresses

<sup>(\*\*)</sup> Fire and Emergency New Zealand Act 2017, S.21.1(a)(v)

<sup>(\*\*\*)</sup> Fire and Emergency New Zealand Act 2017, S.21.1(a)(iv)

		Board	Business Sponsor	National Planning Function (*)	Local Advisory Committee Management Function	Local Planning Specialists	Local personnel and managers	Local Advisory Committees (LACs) (**)	Civil Defence Emergency Management Group/s (***)	Unions, Associations and other Agencies
<b>PHASE 1: Establishment &amp; Oversight</b>	(A) Local planning governance	A	R							
	(B) Develop local planning methodology/standards		A	R	S	S	C	C		I
	(C) Establish local planning processes		A	R		S	C	C		I
	(D) Establish local planning tools/templates		A	R		S	C	C		I
	(E) Monitor & quality assure		A	R	I	S	C			
<b>PHASE 2: Plan Development &amp; Execution</b>	(A) Local planning governance	A	R							
	(B) Perform environmental scan			S	A	R	C	C	C	C
	(C) Identify and analyse local risks and needs			S	A	R	S	C	C	C
	(D) Identify and analyse capabilities			S	A	R	S	C	C	C
	(E) Draft local plan			S	A	R	S	C	S	C
	(F) Revise local plan	I	I	S	A	R	I	S	C	S
	(G) Update local plan	I	I	S	A	R	I	S	C	S
	(H) Finalise local plans	I	I	S	A	R	I	S	C	S
	(I) Approve local plans	I	A	S	R	C	I	I	I	I
	(J) Socialise local plans		A		R	S	S	S	S	

**R** Responsible – who is responsible for carrying out the task?

**A** Accountable (also Approver) – who is responsible for the whole task and who is responsible for what has been done?

**S** Supports – who provides support during implementation of the activity?

**C** Consulted – who can provide valuable advice or consultation for the task?

**I** Informed – who should be informed about the task progress or the decisions in the task?

It is proposed that 3-4 months be allocated to establish the local planning method, processes, standards and templates (Phase 1).

This methodology can be tested as part of the proof of concept for local advisory committees in Region 3, where the first 5 LACs will be established (Phase 2). and adjusted as appropriate before developing local plans for the remaining LACs.

## Interim Resourcing

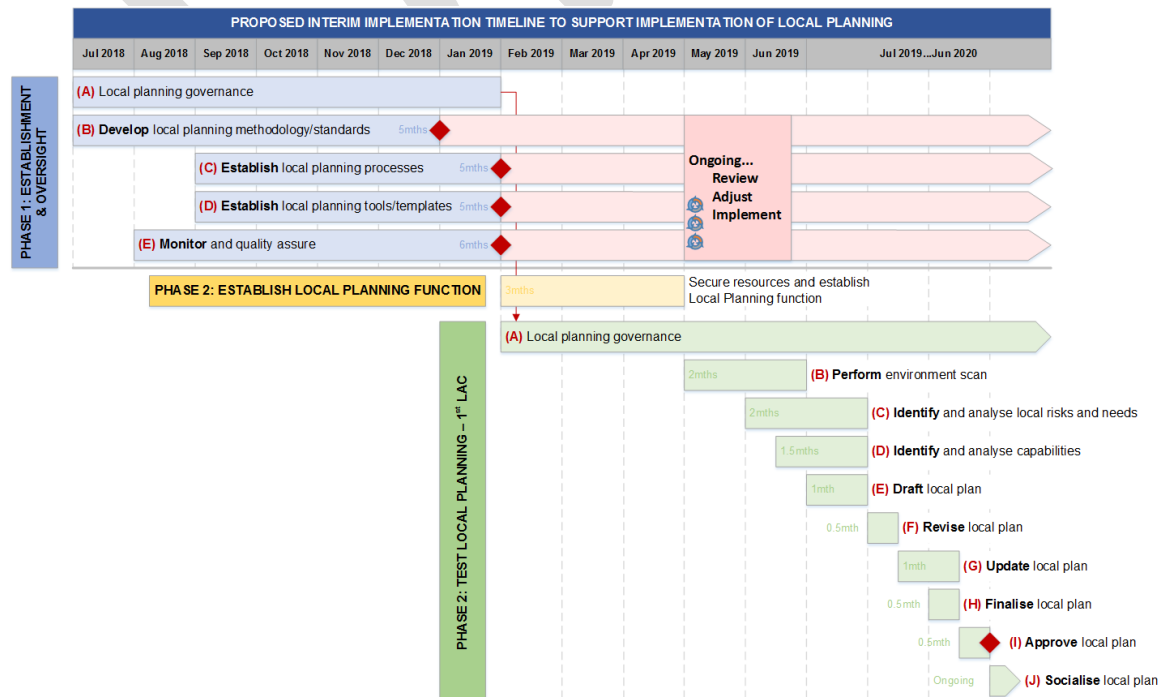
Until the operating model is confirmed, it is unclear where responsibility for local planning will reside within the business. An interim resourcing model is required to implement and support local planning while the operating model is being confirmed. Once this operating model is in place, these activities can be transitioned within the new operating model.

The diagram below lists the local planning activities and what type of function, specialist or resource would be required to do it.

Note, this does not represent the “end state” as this will be determined as part of new operating model.

PROPOSED INTERIM RESOURCING MODEL TO SUPPORT ESTABLISHING THE LOCAL PLANNING FUNCTION			
	ACTIVITY	RESPONSIBLE	The following resources will need to be involved in the activities...
PHASE 1: ESTABLISHMENT & OVERSIGHT	(A) Local planning governance	Business Sponsor	National Strategy and Performance
	(B) <b>Develop</b> local planning methodology/standards	National Planning Function	<ul style="list-style-type: none"> <li>National Strategy and Performance</li> <li>Business Analyst</li> <li>Senior Advisor/SME</li> <li>GIS / Technical Writing Support</li> <li>HR Advisor</li> <li>Regional Planning and Performance (Region 1 and Region 5)</li> </ul>
	(C) <b>Establish</b> local planning processes		
	(D) <b>Establish</b> local planning tools/ templates		
	(E) <b>Monitor</b> and quality assure		
PHASE 2: ESTABLISH LOCAL PLANNING FUNCTION	Phase 2 will setup the function to produce the local plans		<ul style="list-style-type: none"> <li>Regional Planning and Performance</li> <li>HR Advisor</li> </ul>
	This includes the resourcing required to provide the capacity and capability for delivery of local plans and completion of the activities listed in Phase 2 of the RASCI		

From a timing perspective, the interim implementation timeline could look something like the following plan although actual timeframes will be settled if and when this deployment approach to local planning is agreed.



All Phase 1 activities must be completed and ready for use by February 2019 in order to commence the Phase 2 resourcing and local planning activities.

Phase 2 activities B, C and D will need to be carried out by planning specialists however, current national risk and regional planning resources are already at capacity. A resourcing strategy to increase capacity to absorb these new planning activities is required and may need a combination of approaches e.g. contracting specialists for an interim period to assist, backfilling existing planning roles or recruitment and training.

It is recommended that a resourcing strategy be undertaken as part of establishing the local planning function so that when Phase 2 local planning activities commence, the appropriate level of resourcing has been secured prior to performing the environment scan.

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## Transitioning to the Business

It is estimated that the following resources will be required to support the establishment of local planning until June 2019. Review of resourcing requirements and design of the implementation team for the full deployment will be revisited once the local planning for the LAC involved in the proof of concept are complete, around June 2019.

Resources that are shaded in grey are temporary resources required only during establishment and development of the first set of local plans for Region 3. Unshaded resources will be required to continue on an ongoing basis to support the local planning “end state”.

Resource	Resides in	FTE	PART 1:	PART 2: Plan
			Establishment & Oversight	Development & Execution
			From Jul 2018	From Feb 2019
Business owner	NHQ	0.1	0.1	0.1
National Strategy and Performance	NHQ - Planning	0.5	0.5	0.5
Business Analyst	Integration Prog.	1.0	1.0	1.0
Senior Advisor/SME	Integration Prog.	0.5	0.5	0.5
GIS/Technical Writer *	Integration Prog.	0.5	0.5	0.25
HR Advisor	Integration Prog.	0.25	0.25	0.25
Manager responsible for the local area	Regional - Management	0.25	-	0.25
Regional Planning and Performance	Regional – Planning **	3.0	2.0	2.0
<p>*..The technical writers involved in this activity will require experience in writing detailed planning documents that will require a large volume of high-resolution maps and graphics</p> <p>** Regional Planning &amp; Performance requirements are:</p> <ul style="list-style-type: none"> <li>- 1 FTE each from Region 1 and 5 for Part 1, with same representatives required part-time at 0.5 FTE for Part 2</li> <li>- 1 FTE from Region 3 for Part 2</li> </ul>				

The skills, capability and capacity that will be needed to support local planning on an ongoing basis will be fed into the operating model requirements.

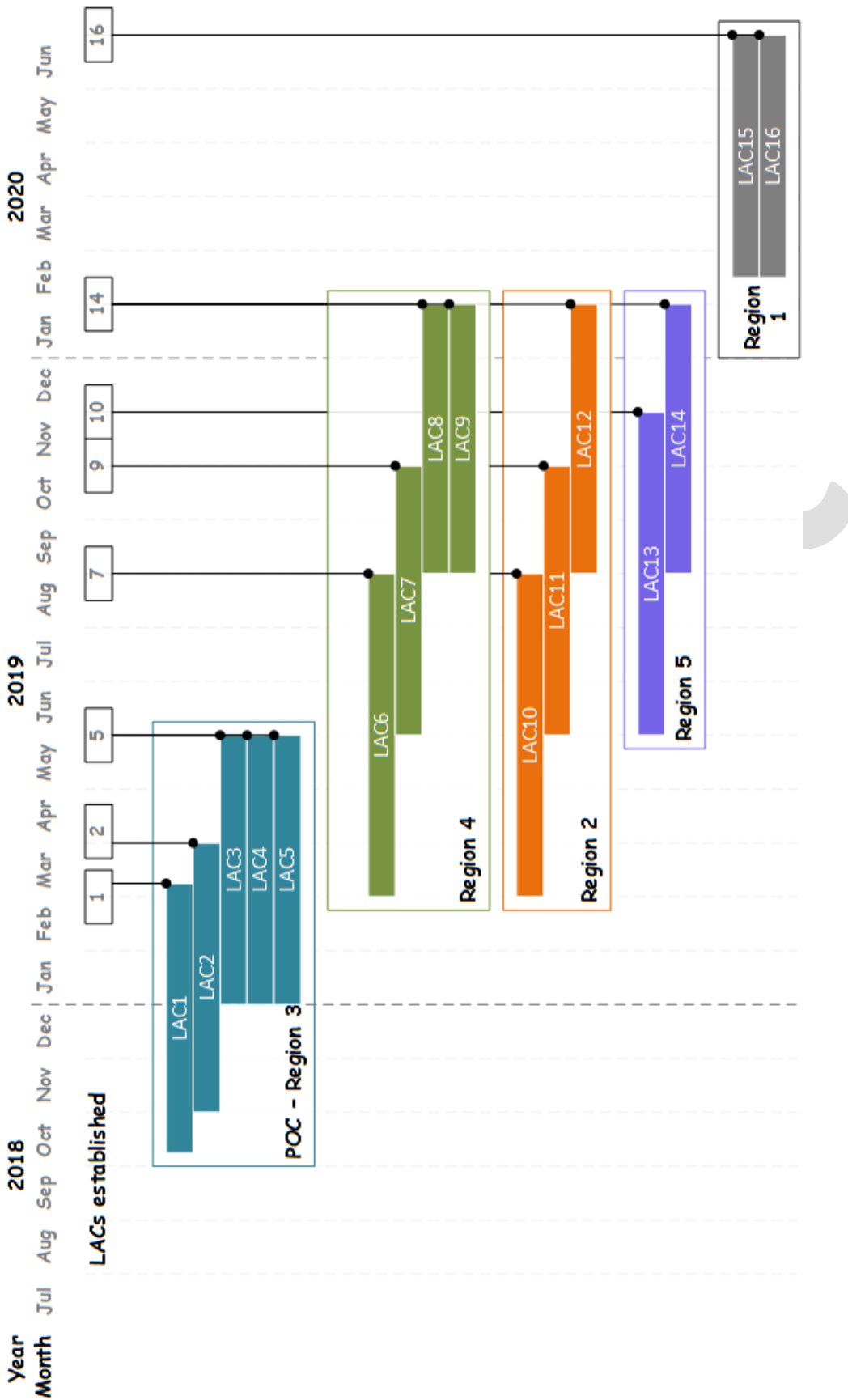
## Implementation Risks

The following risks and mitigations have been identified in respect of implementing local planning.

#	Risk	Residual Risk Rating	Mitigating Actions
1.	We are unable to free up planning resource from their business as usual responsibilities to assist with local planning Impacts on timing and quality	Low	<ul style="list-style-type: none"> <li>• Backfill planning resources in the regions to create capacity</li> </ul>
2.	We do not have a capability and skills within the existing resource pool to perform local planning Impacts on quality	Mod	<ul style="list-style-type: none"> <li>• Identify champions who can coach and mentor other planning resources</li> <li>• Implement robust QA and monitoring process</li> <li>• Consider supporting with specialist resource</li> </ul>

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# APPENDIX A: LAC Deployment Overview



# APPENDIX B: Fire and Emergency Planning Framework

