Cover sheet
Paper submission to SDLT, National Manager or Region Manager meeting

1. Subject	
Subject/Title:	SDLT IMT Framework
Author	Paul Turner, National Manager Response Capability
Response required by (date):	
To be presented at (specify meeting type and date):	SDLT Monthly

2. Why is this paper being submitted to SDLT, National Managers or Region Managers									
☐	Noting	☐	Approval	✓	Endorsement	✓	Discussion	☐	Feedback

3. Sponsorship	
It is the responsibility of the author to ensure that the paper being presented to SDLT, National Managers, or Regions Managers is sponsored by a member of SDLT. Please tick the relevant SDLT sponsor(s):	
✓ National Manager(s): *Paul Turner*	✓ Training – SDLT portfolio holder (David Guard)
✓ Region Manager(s): *Henderson, Grant, Guard*	☐ Equipment – SDLT portfolio holder (Ron Devlin)
☐ Districts - SDLT portfolio holder (Mike Grant)	☐ Property – SDLT portfolio holder (Paul Henderson)
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4. Consultation
The attached paper may have implications for other business groups, projects or programmes. It is the responsibility of the author to ensure a proper consultative process has taken place beforehand. Consultation has occurred with (please specify all relevant groups below, including teams within Service Delivery, other internal business groups and external where appropriate):

5. Comments
Advise below if there is additional information you would like SDLT/National Managers/Region Managers to know when considering this paper. Advise what you are expecting to get from SDLT and/or the reasons why this paper is being submitted to SDLT (if not covered in the body of the paper).

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6.	**Recommendations**

I recommend that SDLT

Note the summary of the current state of Incident Management in Fire and Emergency NZ.

Endorse the concept of developing an incident management system that may not explicitly name the base operating system, but rather develop Fire and Emergency guidance documents based on ICS principles that are compatible with ICS systems and aligned with AIIMS.

Endorse the concept of operations for incident management outlined in this paper.

Discuss the concept of using the EMPS system for accreditation for IMT roles not covered by the Fire and Emergency Technical Competency Framework (TCF).

Endorse the development of Command and Control Guidance documents outlined in this paper (Incident Management policy, Standard Operating Guidelines, Guideline Support Documents).

Endorse the progression of this capability.

Direct the National Manager Response Capability to seek funding to develop an indicative business case to present to the Investment Panel to progress this capability.

7.	**Author sign-off**			
Name	Paul Turner	Title	National Manager Response Capability
Signature		Date	10/08/2021

8.	**Business Owner/Manager sign-off**			
Name		Title	
Signature		Date	

9.	**SDLT sponsor sign-off**			
Name		Title	
Signature		Date	

| To: DCE Service Delivery & SDLT |
| From: Paul Turner, National Manager Response Capability |
| Date: 21 July 2021 |
| Subject: Future IMT framework and transition to an ICS or AIIMS based command and control system. |
| Reference #: |

Purpose

The purpose of this paper is to outline the plan for Fire and Emergency to develop an integrated approach to incident management, and to grow the incident management capability and capacity to a level that is expected politically and publicly from the reformed organisation, and in a manner that is consistent with the new organisational structure.

The paper will focus on identifying the current state, identifying what an integrated and unified approach to incident management looks like, and outlining how we can progress this work.

Our Current State

Our current situation is that we have urban crews operating under the original Command & Control manual and procedures based on CIMS1, and rural crews operating using ICS processes that they also use when working on Australian and North American operations.   A considerable portion of the internationally proven and accepted ICS fundamentals and principles were lost in the re-writes of CIMS2 and CIMS3. (Teeling, Tony, 2017) (Teeling, Tony, 2017) (Cowan, 2017)

The current version of the Command and Control manual is based on CIMS 1 and hasn't been updated since it was introduced in 2007 and then amended in 2013. The NZFS developed a new manual based on CIMS2 in 2016, however this wasn't introduced as it was decided that it wasn't fit for purpose in terms of describing rural operations. This was a significant gap given we were entering the transition phase to Fire and Emergency NZ.   Since that time NEMA has released the third version of CIMS [CIMS3], which, as mentioned above, is a further departure from ICS principles in terms of Incident Controller locations (ICS principle of one incident, one IC, one IAP) and very NEMA and Planning centric at the cost of being Operations centric. Consequently, Fire and Emergency has previously made the decision to move to the Australasian based AIIMS format of incident management system. This format has been ICS based for several decades. However, recently the National Commander has expressed reservations about Fire and Emergency explicitly describing our future incident management system as AIIMS.

In terms of the organisation's current capability; we have been operating successfully at an incident level under the Interim Command and Control Policy (M1 POP) which was issued as a Fire and Emergency Integration Day One policy, however the differences begin to show as the incident size or complexity increases, more so, when urban and rural crews are working alongside one another at the same incident.

The main areas of concern that have emerged since the Day One Command and Control policy was introduced are:
- Fire and Emergency does not have an Incident Management system that reflects the new organisational structure to provide a suitable incident management capability for large scale incidents at the Region or National level
- Fire and Emergency does not have a planned; exercised; and documented system for all incident types, and where personnel from different fire backgrounds are working together.
- Fire and Emergency does not currently have an incident management system that is competency based, nor does it have a means of routinely, and regularly measuring that competence. It is

recognised that there is a technical competency framework under development but the organisation is some way off in developing a competency assessment for all incident management team roles such as Planning, Logistics, Intelligence etc.

- The current National Incident Management Team (NIMT) system provides a form of National level management system, however the NIMTs are rural incident based, were designed to operate in an environment when we had separate urban and rural jurisdictions, and therefore aren't fully compatible with the current Fire and Emergency organisational structures. As a result, the Region Managers have expressed concerns and a desire to have a more direct relationship with the NIMTs and how they are managed. Additionally, the activation processes do not reflect current Fire and Emergency structures and will require some redevelopment of activation process and operating plans

- National consistency is limited and there is limited awareness of national reporting requirements. The NIMTs themselves lack consistency and there is a lack of compatibility between the NIMTs, Region Coordination Centres, Region based IMTs, and the National Coordination Centre. Related to this, there is only a limited understanding of the ICS co-ordination function, and the National Security System Directorate coordinating functions. All of the above make it difficult for the Region Managers and the National Commander to have clear oversight of a Region based or National based capability, and to have a clear understanding of the organisation's surge capacity capability

Identifying what an integrated or unified approach to incident management looks like.

As we integrate into a truly unified organisation, we need to develop policies, procedures and guidelines that underpin incidents covered by our broader mandate inclusive of both rural and urban operations at 'incident' level, and at the higher IMT level in a consistent way. To do this we will develop incident management structures that reflect Fire and Emergency's new organisational structure with accountabilities at the Station, District, Region, and National levels. We will write new Command & Control guidance that is consistent with ICS based incident management principles. This will allow our operations to be managed under the same standard operational guidelines with common terminology and structures, whilst still retaining the interoperability with our international colleagues and sector partners.

To achieve this, we will follow the principles outlined below:
- Incident Management will be developed from the bottom up through Stations, District, Regions, and then Nationally
- Maintenance of interoperability with other agencies for multi-agency events
- Carry out Incident Management based on Fire and Emergency Command and Control guidance irrespective of incident type
- Establish Fire and Emergency NZ common terminology – but recognise differences between incident types
- Ensure that competent personnel are in charge of Fire and Emergency NZ frontline appliances and manage Level 1 incidents through existing qualification processes
- Fire and Emergency NZ will have a technical competency framework or an equivalent process for accrediting personnel for Level 2 and Level 3 IMT roles (for example the AFAC Emergency Management Professionalisation Scheme (EMPS) or an equivalent system
- Personnel managing Level 2 and Level 3 incidents will be assessed as competent to do so
- Personnel performing IMT roles will be trained and assessed as competent to do so
- District and Regions may draw on non-frontline personnel from within Districts or Regions for IMT roles
- Districts and Regions may draw on existing NIMT personnel for IMT roles
- Districts and Regions may use contractors or personnel from sector partners or other agencies (if trained and accredited) for IMT roles
- Incident Controllers will be the person as assessed as competent for the role (dependant on incident type), not the highest-ranking person
- Incident Controllers will only control incidents that they have the technical expertise to do so

The tables below detail the concept of building incident management capability up from incident level through to level 3 regional or national incidents. The concept is that Level 1 incidents are managed with the initial level response and monitored by Assistant Fire Commanders. Group Managers will be responsible for incident management capability in their area of responsibility. The station level capability contributes to the District Level 2 capability.

Level 2 incidents will be generally managed by Assistant Fire Commanders, supported by Officers from the initial or greater alarm response, and supplemented by other executive officers (Assistant Fire Commanders and Fire Commanders) from neighbouring Groups or Districts. District Managers will be responsible for maintaining Level 2 incident management capability in their Districts. This capability may be supplemented by personnel trained to fill specific AIIMS IMT roles such as PIM, Logistics etc. The District capability contributes to the Region Level capability.

Level 3 incidents will be managed at a District or Regional level by personnel assessed as competent to manage that type of Level 3 Incident and will be supported by personnel trained and assessed as competent to fill IMT roles. Region Managers will be responsible for maintaining level 3 incident management capability in their regions and ensuring that there is capacity available to respond to incidents. The Regional Level 3 capability will be drawn from District(s) Level 2 Capability within the Region and other personnel trained to fill IMT roles. Initial response to Level 3 incidents will be drawn from within the Region capability, and supported by other Regions, for larger or longer duration incidents. This is expected to be a formal and planned approach to incident support, not an adhoc "on the day" arrangement. The combined Region capability and capacity contributes to the National Capability.

Region resources may be drawn from the Region based NIMT personnel in the interim. Over time the current NIMTs will be phased out as Regions develop their Level 3 capability creating greater depth and specialist capabilities that will contribute to a National Capabilities.

National Level 3 incidents will be supported by all Regions and National Headquarters staff. Personnel can be trained for IMT roles, or Coordination Centre roles, or both.
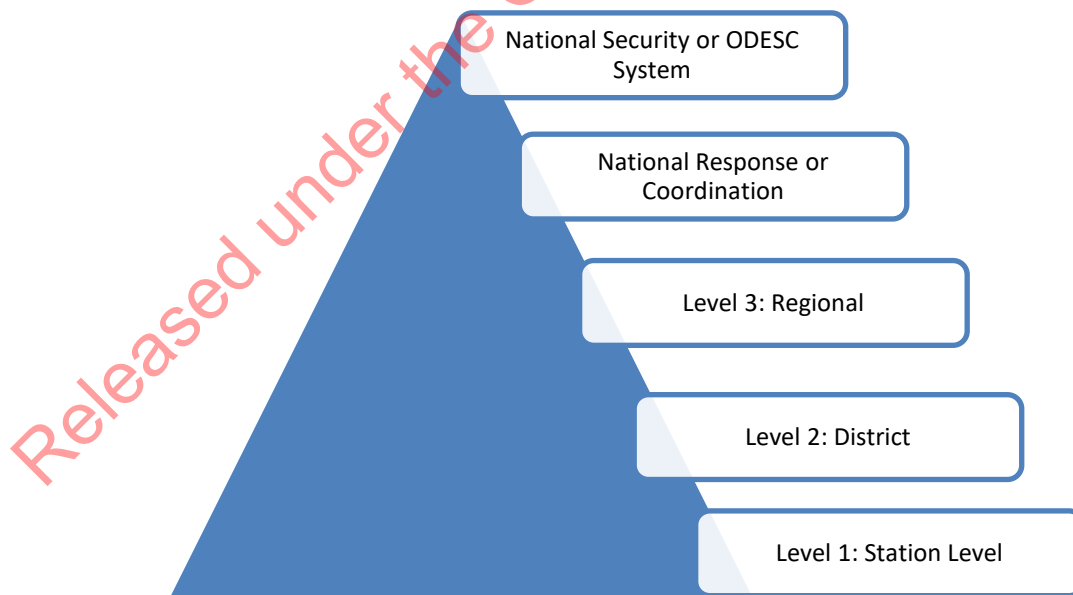
Accreditation of roles.
A fundamental requirement for any incident management system is to have people who are trained and accredited to carry out their roles in the incident management team. Currently Fire and Emergency is developing a Technical Competency Framework (TCF) to allow senior officers to demonstrate competency for incident management, however this system is in it's a development stage and is currently aimed at those

carrying the rank of Fire Commander and Assistant Fire Commander who would be most likely fill Incident Controller or Operations roles.

An alternative to extending the TFC beyond the rank focus is the AFAC Emergency Management Professionalisation Scheme. In 2015 AFAC developed an entity that could examine individuals involved in emergency management education and experience and promote standards of ethics in the sector. The result of this was the formation of the Emergency Management Professionalisation Scheme (EMPS) which provides accreditation across all IMT functions as described in AIIMS at two levels, 'Registered', and the higher level of 'Certified'.

EMPS has been set up as a separate business area of AFAC under a Director who reports to the AFAC CEO, who in turn is responsible to the AFAC Board and Council for the administration of the scheme. Currently it is possible to gain registration for the following roles:

- Level 2 Incident Controller
- Level 3 Incident Controller
- Planning Officer
- Intelligence Officer
- Public Information Officer
- Level 2 Operations Officer
- Level 3 Operations Officer
- Logistics Officer
- Finance Officer

And the Certified roles are:

- Strategic Commander (for those in National Level Response Coordinator roles)
- Incident Controller
- Planning Officer
- Public Information Officers
- Operations Officer
- Logistics Officer

The scheme also offers registration and certification for a number of other roles beyond the IMT such as:

- Prescribed burning (Registered)
- Burn Controller (Certified)
- Divisional Commander (Registered)
- Fire Investigator (Registered and Certified) Fire and Emergency is engaged in the EMPS at this level
- Fire Behaviour Analyst (Registered and Certified)
- Arduous Bushfire Firefighter (Registered)

All accredited roles require a level Continuing Professional Development (CPD) which must be recorded with the EMPS.

Although it makes sense to continue with the TCF to continue to assess the competency of the Fire and Emergency commander level ranks, consideration should be given to adopting the EMPS system of accreditation for non–uniformed or ranked personnel (internal or external) who will be members of District or Region based IMTs or Coordination Centre Teams.

More information on the scheme can be found at https://www.emps.org.au/

Details of Incident Management Capability Concepts

Level 1 Incidents.			
Level 1 incidents are characterised by being resolved through the use of local or initial response resources only. Control is limited to the immediate area and the Incident Controller usually performs all the necessary functions. The Incident Controller may delegate some functions to personnel on scene (e.g. operations managed by crew leader).			
Group Managers are responsible for ensuring that there is incident management capability for Level 1 incidents within their Groups.			
Managed at Incident / Station level. Assisted by Assistant Fire Commanders, stations from neighbouring Groups, other Assistant Fire Commanders. Monitored by Group Manager / Assistant Fire Commander.			
Controlled by	**System / information required**	**Accreditation levels**	**Notes**
• Chief Fire Officers • Deputy Chief Fire Officers • Senior Station Officers • Station Officers • Voluntary Rural Fire Force Controllers • Voluntary Rural Fire Force Deputy Controllers • Rural Fire Officers	Detailed knowledge of Fire and Emergency NZ Command & Control guidance Awareness and trained in Fire and Emergency incident Command and Control processes. Awareness of CIMS for multi-agency interaction.	Accredited through current qualification process. Incident level OICs (people in trucks) will maintain the same training and qualifications systems that they operate under in the short – medium term. Qualification processes and systems reviewed and updated over time. TAPs systems need to be modified to incorporate new C&C guidance and AIIMS terminology	General day to day incidents managed at station response level. May require Group Manager response at times to provide additional control measures or assist with coordinating specialist response.

Released under the Official Information Act 1982

Level 2 Incidents.			
Level 2 incidents may be more complex either in size, resources or risk. They are characterised by the need for: • deployment of resources beyond initial response; or • the operations being divided into geographic or functional sectors; or • the establishment of incident management functional roles due to the levels of complexity; or • a combination of the above.			
District Managers are responsible for ensuring that there is incident management capability for Level 2 incidents within their Districts			
Managed at Group Level. Assisted by neighbouring Assistant Fire Commanders, Stations from neighbouring Groups or Districts. Monitored by District Manager / Fire Commander.			
Controlled by	**System / information required**	**Suggested Accreditation levels**	**Notes**
• Initial OIC • Assistant Fire Commanders • Fire Commanders	Detailed knowledge of Fire and Emergency NZ Command & Control guidance. Detailed knowledge of Fire and Emergency incident management systems and command and control processes Awareness of CIMS for inter-agency processes.	Fire Commanders and Assistant Fire Commanders: Technical Competency Framework (TCF) Level 2 Incident Controllers EMPS accredited IMT roles	Requires Assistant Fire Commander response. Assistant Fire Commander will form IMT from initial response resources. May call for further executives (Group or District) or other specialists to form initial IMT. IMT relief may come from other Districts or Regions. Coordinated (if required at RCC level)

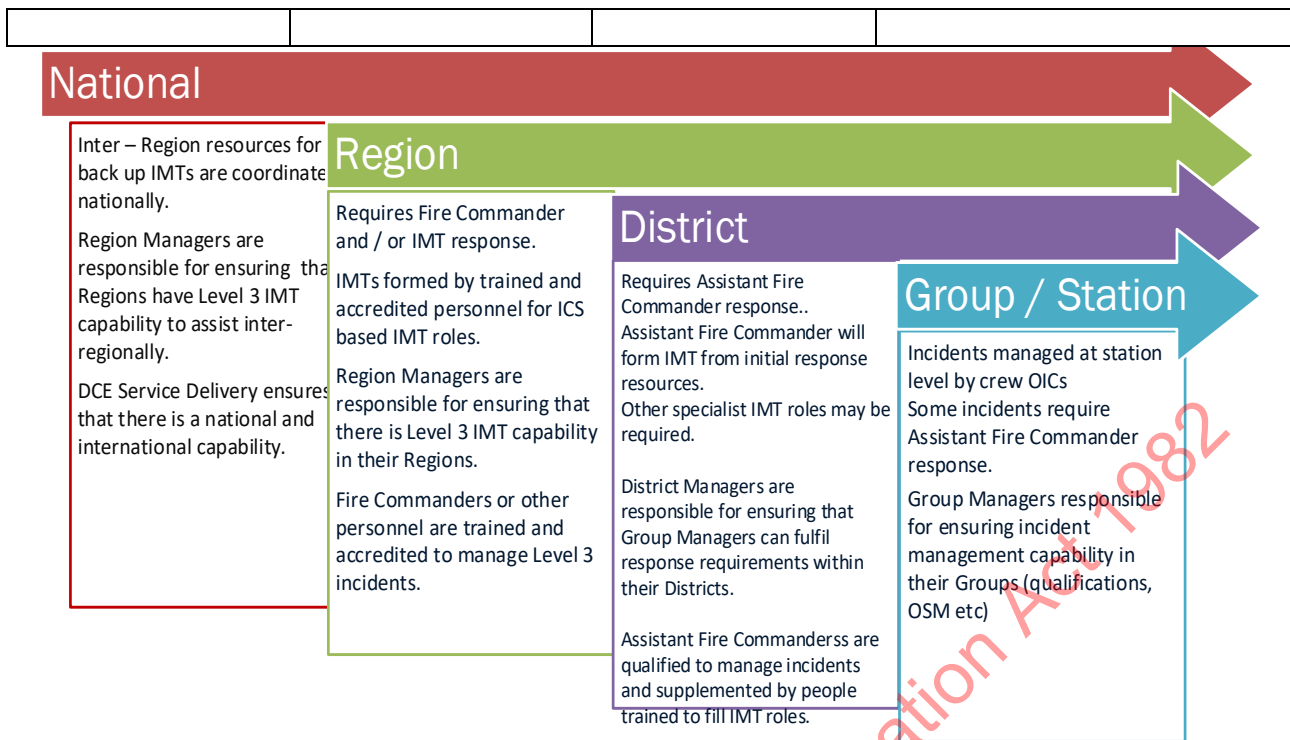| **Level 3 Incidents.**			
Level 3 incidents are characterised by degrees of complexity that may require a more substantial organisational structure to manage the emergency. These emergencies will usually involve delegation of all incident management functions. Incidents which by their very nature provide a degree of complexity that requires the establishment of divisions for the effective management of the situation. These incidents will generally involve the delegation of all functions and the Incident Management Team (IMT) will have the majority of roles filled. • The IC will have designated a large number of functional roles • The threat/impact to the community and/or environment will be large • Incident Actions Plans will be written and likely detailed • Regional or National resources will be required • Numerous other agencies and stakeholders will likely be involved			
Region Managers are responsible for ensuring that there is incident management capability for Level 3 Incidents within their Regions and to support National Deployments.			
Managed at Region Level. Assisted by Neighbouring Group and District Managers, Stations from neighbouring Groups, Districts or Regions. Inter-Region resources coordinated Nationally.			
Controlled by	**System / information required**	**Suggested Accreditation Levels**	**Notes**
• Initial OIC • Assistant Fire Commanders • Fire Commanders • IMT drawn from Regional resources. • Backed up by IMT resources drawn from other Regions. • Coordinated Nationally	Detailed knowledge of Fire and Emergency NZ Command & Control guidance. Detailed knowledge of the Fire and Emergency incident management systems and command and control processes: Completed Fire and Emergency NZ IMT training courses. Knowledge of CIMS for inter-agency processes. Knowledge of National Security / ODESC system for National reporting	Technical Competency Framework (TCF). Level 2 and 3 Incident Controllers EMPS or similar accredited IMT roles.	Regions to maintain Level 3 IMT resources for all of the AIIMS IMT functions to manage the initial response to a level 3 incident. IMT positions such as planning, logistics etc do not need to be filled by operational personnel, but personnel must be trained and accredited. Regions will have ICs or Operations Managers that have incident specific expertise, for example: • Vegetation • Complex structure fires • Earthquake • Flood / Weather events. Further resources / relief IMTs drawn for other Regions. Inter-Region response or relief IMT resources coordinated nationally through NCC Regions to maintain personnel trained to staff Region Coordination Centres.

National

Inter – Region resources for back up IMTs are coordinated nationally.

Region Managers are responsible for ensuring that Regions have Level 3 IMT capability to assist inter-regionally.

DCE Service Delivery ensures that there is a national and international capability.

Region

Requires Fire Commander and / or IMT response.

IMTs formed by trained and accredited personnel for ICS based IMT roles.

Region Managers are responsible for ensuring that there is Level 3 IMT capability in their Regions.

Fire Commanders or other personnel are trained and accredited to manage Level 3 incidents.

District

Requires Assistant Fire Commander response.. Assistant Fire Commander will form IMT from initial response resources. Other specialist IMT roles may be required.

District Managers are responsible for ensuring that Group Managers can fulfil response requirements within their Districts.

Assistant Fire Commanderss are qualified to manage incidents and supplemented by people trained to fill IMT roles.

Group / Station

Incidents managed at station level by crew OICs Some incidents require Assistant Fire Commander response.

Group Managers responsible for ensuring incident management capability in their Groups (qualifications, OSM etc)

The role of Coordination Centres.

The requirements, activation triggers and the role of the coordination centres is laid out in M1-4 POP Coordination Centre Policy and M1-4 SOP Coordination Centre Procedure. However, during the Tasman fires there was some criticism or questioning the role of the Region and National Coordination centres and a view was expressed by some that the coordination centres added an element of confusion and interference as to who was doing what.

There appears to be a cultural or operational difference between the different types of operations and use of IMTs from the legacy organisations. This is because the previous Rural sector would tend to develop a fully staffed or 'deep' IMT that needed little support beyond the IMT itself other than some oversite from their home agency due to the fact that there was little national coordination amongst the various rural fire authorities, whereas in the urban side of the business the IMTs have been quiet 'thin' due to the high speed nature of the operations – and the coordination centres were leaned on heavily to support the business with resources, shift changes, welfare etc. Additionally, the coordination centres in the urban side of the business have been relied on to provide oversite for weather type incidents where we might have 40 – 50 individual concurrent responses across multiple locations, with the resourcing and oversight being managed by a senior officer in a coordination centre. Sometimes with NCC oversight if the weather event is moving down country, or inter-regional resourcing is required.

Furthermore, the organisation has responsibilities (managed by NCC) in terms of the National Security System Directorate and the NCMC which a lot of people beyond the NHQ environment don't currently have much awareness of. These are all things that we need to look at and find the right balance as we progress this work. However, it has been seen that having multiple coordination centres for one incident (regardless of size) does not work and it may not be necessary to have both and RCC and an NCC activated for a single incident. Recommendation 11 of the Tasman Fire Action Plan suggests that Fire and Emergency should review, clarify, and document the roles of the NCC, RCC, and the IMT in Fire and Emergency managed incidents, to include reporting lines for NIMTs, and the working relationships between field based and national based co-ordination centres. This work can be captured as we develop and define this IMT framework.

What is the best incident management system for Fire and Emergency?

In July 2017 AFAC released the Independent Operational Review into the Port Hills fires of February 2017. The review highlighted the issue that the Coordinated Incident Management System (CIMS) was less effective in managing the incident as it had not used in a consistent manner between the various fire agencies. The review went on to discuss the opportunity for Fire and Emergency to move to the Australasian Inter-Service Incident Management System (AIIMS).

> *The reason for this conclusion is that Australia and New Zealand would be able to share ideas and operate together on a common operating platform. AIIMS is an Australasian system supported by AFAC, and all of the states in Australia and Fire and Emergency New Zealand already contribute to AIIMS through its membership of AFAC. AIIMS has a well-resourced steering committee that supports its development and is able to be updated based on worldwide best practices and experiences gained through participation in overseas deployments. The system was developed to meet community needs as well as the needs of the emergency services using it. Another advantage it offers for Fire and Emergency New Zealand is that all the training material required to be competent in using the system is included in the AIIMS package, and training material is updated as the system is reviewed. Therefore, there is negligible cost for Fire and Emergency New Zealand in moving to AIIMS; as a new organisation it presents a unique opportunity to support a unified organisation.* (Goodwin, 2017)

Furthermore in 2019 the AFAC independent review of the Tasman fires recommended (Recommendation 9) that Fire and Emergency New Zealand adopt AIIMS.

> *Fire and Emergency New Zealand should embed AIIMS as the preferred internal incident control system for the management of its incidents. Personnel who interface outside of Fire and Emergency New Zealand with one or more agencies including the broader emergency management arrangements should retain an understanding of CIMS management structures and liaison and reporting requirements so they can operate in that capacity when required.* (Cooper, Considine, Cartelle, & Papesch, 2019)

However, in the discussion leading to the recommendation they make the point that they were not suggesting that CIMS was not fit for purpose and was recognisably related to AIIMS and the North American ICS system (NIMS).

> *We are not suggesting in this discussion that CIMS is not fit for purpose and to the contrary, as noted above, it is recognisably related to AIIMS and NIMS. Where we consider that AIIMS may add significant value is that in its development over the past 20 years, it has been through a number of revisions with significant input from operational experts going into each one. This has established it as a rich resource for incident managers based on lessons identified, and significant research into the practice of incident management. Another peripheral benefit of AIIMS is that as the ICS used by all Australian fire and emergency service agencies, sound knowledge of AIIMS makes it easier to fit into Australian incident management structures in the event of a deployment.* (Cooper, Considine, Cartelle, & Papesch, 2019)

This raises a number of points to consider in determining what incident management system Fire and Emergency should utilise when responding to the approximately 80,000 incidents per year when Fire and Emergency is the lead agency. There is no doubt that Fire and Emergency will use CIMS when involved in large scale multi-agency events as has been witnessed recently with responses to weather related events such as the South Auckland tornado, or the Westport flood response, but what is required for Fire and Emergency is an incident management system that details how Fire and Emergency will operate for when it responds to the various incident types that we attend, and allows for supporting guidelines to be developed for specific incident types such as hazardous substance, or high rise building fire incidents, as well as various levels of wildfire incidents.

In doing this it may not be necessary to explicitly choose or name a system, but rather develop Fire and Emergency guidance documents based on ICS principles that are compatible with ICS systems but with a particular focus on aligning the guidance with AIIMS as this would give Fire and Emergency access to the full suite of existing training resources produced at no cost by AFAC which will be a cost effective and expedient option.

Development of new Fire and Emergency Command and Control guidance

Previous versions of the NZFS and Fire and Emergency Command and Control manuals have been prescriptive in nature and in terms of their purpose because they contained not only Command and Control guidance, but also material that better belonged in a training document.

It is suggested that the new guidance will provide Fire and Emergency Incident Controllers with a range of command and control principles and options for incident management for any type of incident regardless of level that Fire and Emergency might attend.

The plan is to have documents that follow a cascading structure with the chosen ICS system or principles as the capstone document, followed by:

- An Incident Management Policy that describes:
    - The purpose
    - The scope and application
    - Legal and policy framework
    - Policy principles
    - Policy implementation
    - Roles and responsibilities
    - Training and support for incident management
    - Monitoring and review cycles
    - Document control
- An Incident Management Standard Operational Guideline (SOG) that provides guidance on:
    - Deployment
    - Command and Control
    - Situation evaluation
    - Incident Action Planning
    - Incident Communications
    - Incident Structures
    - Review and revision
    - Escalation and de-escalation
    - Incident safety
    - A process based on the DEBRIS model that details how to manage:
        - Decontamination
        - Entry and exit of hot zones
        - BA service areas
        - Rehabilitation and monitoring of firefighters
        - Incident ground accountability of all personnel
        - Staging areas for firefighters and appliances
- Guideline support documents which give detailed information on Incident Management, safety, and any other topics, such as the decontamination processes, that support incident management and can form the basis of training material.
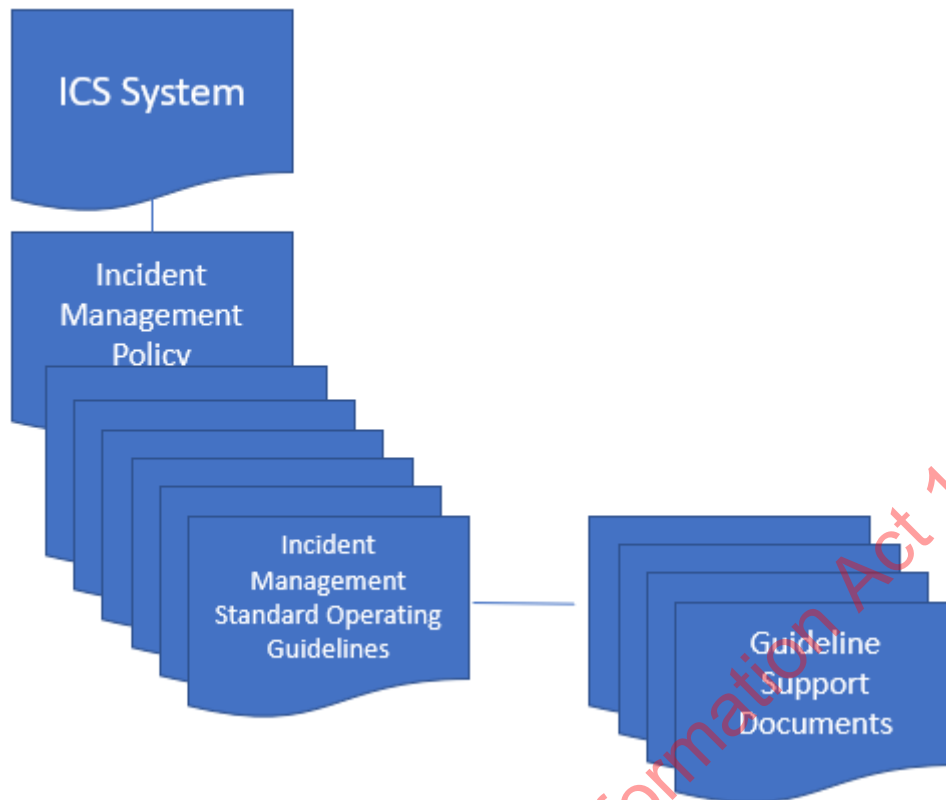
The Command and Control Guidance:

- Is developed pursuant to the fundamentals of ICS
- Describes why guidance on operational incident management is more appropriate than prescriptive "directives", given that a prescriptive approach cannot account for the widely differing circumstances of each incident
- Documents FENZ's command and control doctrine, elaborating on the philosophies and underpinning principles of ICS
- Clearly articulates the intent and application of relevant legislation
- Describes the base incident management roles that are applicable for all incidents
- Describes how an incident management structure is established and when and how it may be required to be built on
- Establishes the incident management terminology to be used by FENZ
- Explains that both flexible and prescriptive approaches are key to effective incident management teams, their structures, and their operational direction
- Explains how incident controllers can apply the guidance approach [see para on Training Considerations below]
- Explains how personnel and the organisation can be legally protected when following a guidance, rather than prescriptive approach
- Establishes the means of incident management for <u>all</u> FENZ led incidents regardless of
  - the type of incident
  - the complexity of the incident
  - the scale of the incident
  - where the incident is located
  - the seniority or rank or daytime role of the incident management team membership, and or the personnel at their disposal; and
  - what other agencies are in attendance or providing assistance.
- Clearly establishes <u>the purpose</u> of the incident management co-ordination function, and role of Co-ordination Centres

- Recognises that the competency, skill, experience and professionalism of people are absolutely essential for effective incident management, not just rank and seniority alone
- Makes reference to the capability and capacity requirements that are key to maintaining FENZ's incident management readiness
- Outlines how we dovetail into an emergency managed by any other agency who use CIMS as their incident management platform

The Command and Control Guidance is not a document that:
- Should be applied in an exclusively prescriptive fashion
- Replaces incident management training notes and courses, operational policies, incident specific SOG's, and or other related SOG's
- Determines rank, the application of ACL, and who should lead and or be members of incident management teams
- Has separate urban and rural sections
- Should be rigidly adhered to when FENZ is not the lead agency

Training Considerations.
To manage the relatively short duration, high intensity type incidents that Fire and Emergency responds to daily (approx. 80,000 per annum), we have in the past relied on prescriptive policies and procedures. The further down the chain we go the more the prescriptive the procedures are. But we have also managed larger scale incidents that we have not developed prescriptive procedures for (and will not be able to). These types of incidents need to be managed by the 'Thinking Commander or Incident Controller" and to do this the shift to a guidelines approach needs to be underpinned by a comprehensive programme of training, consolidation and exercising for each individual role in the IMT. The majority of the training collateral for AIIMS IMT positions is available to Fire and Emergency from AFAC for little or no cost, however, our Workforce Capability Team will still need to be funded to coordinate and deliver the courses associated with each IMT role, and to deliver a regular exercise programme to underpin the IMT skills. The People and Workforce Capability Team will need to be included at every step of the process as this system is developed to ensure that this work is planned for, budgeted, and accepted into the Training pipeline system.

Progressing the Capability.
To progress the full Fire and Emergency IMT capability programme will require a number of workstreams to be set up. These workstreams can be defined further as the concept is developed but the following pieces of work need to be captured:
- Development of AIIMS or ICS consistent Command and Control guidance
- Development of a Command and Control Policy along with Standard Operational Guidelines (SOGs) and Guideline Support Documents (GSDs)
- Awareness, implementation, and training rollout for the new Command and Control guidance documents and SOGs
- Updating of the Training and Progression System (TAPS) and the Operational Skills Maintenance system (OSM) to reflect the new documents
- AIIMS or ICS based IMT training packages
- An accreditation system for Level 2 and Level 3 Incident Controllers (most likely the Technical Competency Framework currently being developed)
- The phasing out of the National Incident Management Teams (NIMTs) as the Group, District, Region capabilities are developed
- The development of the National Capability as the Region based IMTs are in place.

As a first step it is suggested that the following workstreams should be established:
- Command and Control Doctrine
  - Development of manuals, Guidance, and Support documents

- Workforce Capability and Training
  - Training and rollout of new Command and Control, and Guideline documents
  - AIIMS or ICS consistent IMT training packages
  - TAPS update
  - Update of OSM skills
- Incident Management Structures
  - Development of the Group, District, and Region IMT structures
  - Phasing out of the NIMTs
- Accreditation or Technical Competency Framework
  - Accreditation for Level 2 and 3 incident controllers

Conclusion

This document outlines the current state of Fire and Emergency's incident management capability, discusses what a unified incident management capability would look like for Fire and Emergency, and how we can progress this capability development. As we develop into a truly unified organisation, we need to have an incident management framework that is consistent with our newly implemented organisational structure and is consistent with the organisations decision to use an AIIMS or ICS based system. This framework will set the organisation up to be able to deploy the right people, with the right training and accreditation with the right incident management system to any incident that Fire and Emergency people respond to.

The work needed to develop and introduce this enhancement to our broader responsiveness should not be underestimated, nor should it be considered a "one off" action. There needs to be a commitment to ensuring that once the desired levels of capability and capacity are reached, the same enthusiasm and rigour is applied to sustaining it.

Recommendations
I recommend that SDLT:
Note the summary of the current state of Incident Management in Fire and Emergency NZ.
Endorse the concept of developing an incident management system that may not explicitly name the base operating system, but rather develop Fire and Emergency guidance documents based on ICS principles that are compatible with ICS systems and aligned with AIIMS.
Endorse the concept of operations for incident management outlined in this paper.
Discuss the concept of using the EMPS system for accreditation for IMT roles not covered by the Fire and Emergency Technical Competency Framework (TCF).
Endorse the development of Command and Control Guidance documents outlined in this paper (Incident Management policy, Standard Operating Guidelines, Guideline Support Documents).
Endorse the progression of this capability.
Direct the National Manager Response Capability to seek funding to develop an indicative business case to present to the Investment Panel to progress this capability.

Signed:	
Name: Paul Turner	
Job title: National Manager Response Capability	

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