

Item 5B: Draft – Not for Circulation

**FIRE AND EMERGENCY NEW ZEALAND
INTEGRATION PROGRAMME**

**Terms of Reference for Local Advisory Committee
Trial**

4 October 2017

V0.6

DOCUMENT CONTROL

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Feedback and input sought from

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BACKGROUND AND PURPOSE

Background

The Fire and Emergency New Zealand Act 2017 (the Act) requires Fire and Emergency New Zealand (NZ) to establish Local Advisory Committees (LACs).

Fire and Emergency NZ will be supported by a network of LACs to ensure a local and community-focused perspective is heard and inputs into planning and the provision of services.

The purpose and functions of LACs are set out in Section 14 of the Act. Cabinet has been advised that there will be up to 16 LACs. The Cabinet paper has been made public (CAB-15-MIN-0207 refers).

Purpose of this document

This paper outlines the draft Terms of Reference (TOR) for the LAC Trial to be undertaken in the Hawke's Bay in early 2018. Specifically, the TOR outlines the objectives, scope, approach, timeline and governance model for the trial.

The trial will inform the final detailed design, operational processes and procedures and mandate upon which the LACs will operate, as well as helping Fire and Emergency NZ to better understand the skills and knowledge LAC members should have, how committees should be structured, how they will work with the organisation, and how their local input will be incorporated into planning processes.

OBJECTIVES

The LAC trial will provide an opportunity to test, validate and confirm the elements of the LAC detailed design and observe how these could play out in practice, across a number of different business scenarios, before the LACs proper, are established. The trial provides the opportunity to test the detailed design in a simulated LAC environment and gather feedback from the LAC trial members and other stakeholders. This will result in the detailed design being updated accordingly.

The objectives for the LAC trial are as follows:

#	Objective	Measure
1.	Prove that the critical elements of the LAC Detailed Design are practical and achievable and that they provide a framework within which LACs can operate efficiently and effectively, to achieve the legislative intent of the Fire and Emergency NZ Act 2017.	<p>We design LAC operating principles, processes and develop policies that:</p> <ul style="list-style-type: none"> • enable LACs to profile and represent their local issues for consideration during the Fire and Emergency NZ planning process providing input at a local and national level as required; • are relevant, straight-forward and easy to follow and are not onerous for LAC members to carry out; • are repeatable across different LACs and provide sufficient flexibility to accommodate local risks and needs; • will create a level of consistency across all LACs for national reporting purposes; • enable effective engagement between the LAC and the Fire and Emergency NZ representative on an ongoing basis.
2.	Provide confidence to our stakeholders that the proposed design will ensure Fire and Emergency NZ maintains a close connection with the community and has the capability to integrate advice provided by the LACs in respect of local risks, issues and community interests into planning processes and plans.	<p>Engagement scores and feedback from local community interest groups and interim LAC members participating in the trial.</p> <p>Developed processes for considering advice provided by LACs into planning processes.</p> <p>Developed processes for identifying the appropriate interest groups to represent key risks within each community.</p> <p>Developed a defined skills matrix for potential LAC members.</p> <p>Developed a defined skills matrix for Fire and Emergency personnel required to support the LAC process.</p> <p>Developed skills identification, selection, appointment, induction policy and processes, with supporting training material.</p>
3.	Develop a roadmap for the establishment and deployment of LACs.	Develop an implementation timeline that can be achieved by all LACs, based on learnings from the trial.
4.	Validate the roles, responsibilities and expectations of those people integral to the LAC process including LAC members, Fire and Emergency NZ Board, engagement personnel, and secretariat and administration functions.	<p>Defined RASCI (accountability and responsibilities) for operating the LACs.</p> <p>Defined capabilities and capacity required of each Fire and Emergency role, to support the running of the LACs</p>

SCOPE

The scope of the LAC Trial is outlined in the table below:

In Scope	Out of Scope
<p>Validation of policies, processes, decisions, systems and tools required to perform the following functions:</p> <p>1.0 ESTABLISH & MANAGE LOCAL ADVISORY COMMITTEE</p> <ul style="list-style-type: none"> • Identify, appoint and remove committee members • Remuneration of committee members • Set and review LAC operating principles • Appoint Fire and Emergency NZ representative (advisory function) to LAC • Development and training • Maintain LAC member capability. <p>2.0 OPERATE LOCAL ADVISORY COMMITTEE</p> <ul style="list-style-type: none"> • Engage with local stakeholders and consider local risk and need • Provide advice to Fire and Emergency NZ • Share information and knowledge with LACs • Secretariat and admin support functions • Engagement with Fire and Emergency NZ, operating expectations and obligations/entitlements. <p>3.0 SUPPORT LOCAL ADVISORY COMMITTEES</p> <ul style="list-style-type: none"> • Setup new committee members • Provide support to committee members • Pay committee member remuneration • Reimburse expense claims • Processes, tools and controls to support committee functions. <p>4.0 LOCAL ADVISORY COMMITTEE ENGAGEMENT</p> <ul style="list-style-type: none"> • Board engagement with LACs • Fire and Emergency NZ relationship locally and nationally – including roles and responsibilities • Escalation and dispute process. <ul style="list-style-type: none"> • Identify and design processes that may be missing from the existing design • Engagement with local leaders in the Hawke's Bay area to assess and validate local risk and issues and seek appointment nominations • Wider stakeholder engagement with local community interest groups through the Trial Reference Group • Determine the interim boundaries that will apply to the trial • Interim LAC member appointments for Hawke's Bay • Appoint a temporary Fire and Emergency NZ representative to act as the engagement and liaison point for the LAC • Assess organisational impact on other parts of the business as a result of administering the LACs. 	<p>Validation of policies, processes, decisions, systems and tools required to perform the following functions:</p> <ul style="list-style-type: none"> • Set and review local area boundaries • Measure LAC performance • Measure and report on progress in relation to local planning • Manage complaints and dispute resolution • Setting the remuneration scale for LAC members • Board and LAC Chairs meeting. <ul style="list-style-type: none"> • Permanent appointment for LAC proper in the Hawke's Bay area • Setting boundaries of LACs and the preparation for documents for public consultation on the proposed boundaries • Drafting of regulations to support LACs • Determining LAC committee names • Finalisation of policies, processes, systems and tools required to support LAC operation • LAC implementation • Information technology changes required to support the LACs • Training development and delivery for LACs members. <ul style="list-style-type: none"> • Organisational design and changes required to appoint Fire and Emergency NZ engagement representative personnel or support secretariat functions required during the trial.

APPROACH

The Integration Programme principles will guide how the trial is designed and executed. They include:

- **Collaboration:** Active engagement of and co-design with our people, the sector, unions and associations, community interest groups, associations and emergency partners will underpin success. The Programme will work 'with' not 'to' the sector, and will adopt a 'listen and act' not 'tell and do' approach. The Programme will treat all parties with respect and give peoples' views due consideration.
- **Transparency:** The Programme will communicate transparently and often. Transparency will be crucial in maintaining the support of people, and including our people in the change.
- **Impartiality:** The Programme will treat the views of all internal and external stakeholders fairly and with respect. When designing solutions, it will work with the best interests of Fire and Emergency NZ and the Community in mind and keep an open mind to diverse views.
- **Momentum:** The Programme will maintain the momentum that was built throughout the Review and Transition Phases of the Programme. It will balance the desire to work quickly with the sector and the organisation's ability to absorb change.
- **Leader-led:** Change is more effective if it is owned and led by leaders throughout the organisation, in particular regional and local leaders who have trust and credibility with our people. The Programme will support leaders throughout the organisation and give them the tools they need to manage change and empower them to lead effectively.

The trial will be led out of the Resilient Communities Workstream, in the Integration Programme. In Hawke's Bay, it will be led by Hawke's Bay local leaders, Principal Rural Fire Officer (Trevor Mitchell) and the Area Manager (Ken Cooper), with support from the Region 3 Regional Manager Rural (Gary Lockyer), Region 3 Acting Fire Region Manager (Bruce Stubbs).

Planning and consultation will be undertaken prior to engaging and executing to ensure this is done in a considered and prepared manner, and to ensure a seamless trial on a "no surprises" basis. Roles and responsibilities will be defined to ensure that there is clarity around who is responsible for doing which activities.

Stakeholder Engagement

Consultation, collaboration and buy-in are critical not only to the successful design and execution of the trial but more importantly to how LACs are perceived by the community (through its local interest groups). LACs will be a valuable mechanism for providing input to Fire and Emergency NZ around alignment of local risks and needs, against Fire and Emergency NZ's capability, and for ensuring that the interests of the local community have appropriately been considered as part of the planning process. For Fire and Emergency NZ, LACs provide a forum and opportunity to strengthen strategic stakeholder relationships, on both a local and national level and means to ensure that we remain a tight connection with local communities.

A stakeholder engagement plan and communications plan is being prepared to ensure that engagement in respect of the trial is carried out in an all-encompassing, planned and cohesive manner. The objectives of stakeholder engagement are to:

- establish a trial Reference Group that will support the design process and act as champions within their respective stakeholder organisations for the establishment and support of future LACs post July 2018;

- identify and appoint interim LAC members that can effectively represent the community interests of the Hawke's Bay Area;
- educate stakeholders on the purpose of the LACs in the lead up to the establishment of LACs nationally post July 2018; and
- tap into wider stakeholder groups, at a national level during and post the trial in the lead up to implementation of the LACs.

Stakeholder analysis will ensure all appropriate community interests in the Hawke's Bay local area are identified and engaged to enable the best chance of securing interim LAC members that most appropriately represent the community interests. This will be done collaboratively with the local leaders.

Reference Group

A Reference Group will also be established for the purposes of the trial. It is expected that this will comprise of representatives from local community entities (that are not LAC members), unions and associations representatives, previous Enlarged Rural Fire District Chairs Group and Fire and Emergency NZ Subject Matter Experts from the LAC pilot groups. This group will be continuously consulted and informed on the trial as it progresses, be responsible for reviewing trial outcomes and be used to workshop improvements, where specific issues or inefficiencies have been identified. The Reference Group will also be tasked with keeping their respective (national and local) stakeholder groups updated on trial progress and will act as a good medium for continued stakeholder engagement, at a national level, once we are ready to deploy LACs across the country.

Trial Approach

The trial will replicate where practical, real life processes that we would expect the LAC to perform post July 2018. These will be based on the draft detailed design and allow us to test a number of different business scenarios within a process. The intent of the trial is to test these processes to ensure that they are not only fit-for-purpose, but also easy for LAC members to perform, without being time intensive or requiring significant IT or other specialist skills, recognising that LAC members are likely to stem from a number of diverse groups, with varying skill sets. A series of business scenarios will be developed to allow us to test the end-to-end process, and assess the impacts on all participants in the process, as part of the trial planning. These will also include scenarios where things do not go as planned. For example, what happens when a LAC is unhappy with Fire and Emergency's response to their advice, what happens when the LAC is not functioning and meeting expectations under the Operating Principles etc.

An iterative design process will be adopted during the trial, involving the Reference Group in design and using the trial participants to test different design options, where appropriate, in order to land on the best solution. Where possible, we will try to trial refinements to process, during the trial period, to ensure these pan out as intended.

The trial will also enable the assessment of the people impacts of proposed design and the practicality and effectiveness of the proposed Fire and Emergency NZ engagement/relationship manager role, and the capability and capacity that is required in order to successfully support the LAC process nationally, in the future. There will

be no permanent changes to roles made as a result of the trial. Relevant unions and associations will be advised of any temporary impacts on existing jobs e.g. secretariat functions required to support the LAC trial.

At the conclusion of the trial, findings and recommendations will be documented and presented to the Board for consideration. It is envisaged that the LAC Detailed Design will also be finalised at this point and presented to the Board for approval.

DEPENDENCIES

Upstream Dependencies – One or more of the project deliverables is dependent on a deliverable from another project and is outlined in the table below.

Project	Deliverable	Is dependent on.....
Resilient Communities	Conduct LAC Trial	Detailed Design for LAC processes being drafted to a level of detail sufficient to trial
Resilient Communities	Conduct LAC Trial	High Level Design and Detailed Design for the local planning processes (including local risk modelling and local capability modelling being drafted to a level of detail sufficient to trial
Leadership in the Sector	Conduct LAC Trial	Link and align with overall engagement across the sector

Downstream Dependencies – Another project's deliverable is dependent on one or more of the project's deliverables, and is outlined in the table below.

Project	Deliverable	Creates a dependency for....
Resilient Communities	Findings and recommendations	Draft LAC Regulations -these may require updating following the trial
Resilient Communities	Findings and recommendations	Target Operating Model design - new functions required to support the LACs

COSTS

It is anticipated that the following direct costs will be incurred as a result of executing the trial. These will be funded through the Integration Programme, Stakeholder Engagement budget.

Cost Category	Cost Description	\$
LAC Interim Appointments	Remuneration - up to 8 people for max. 12 meetings over 3.5 months @ \$1,200/day	23,360
	Travel and accommodation @\$50 per member per meeting	6,400
	Public notifications	5,000
	Total Direct costs	\$ 34,760

Assumptions:

- Project resource costs will be funded from the Integration Programme budget. These will be used to plan and facilitate the trial including conducting stakeholder analysis with local leaders, developing a comprehensive stakeholder engagement plan, developing communications, documenting finding and recommendations etc.
- Stakeholder engagement activities and venue costs, travel and accommodation required to be undertaken by the project team and Reference Group will be funded by the Integration Programme, Stakeholder Engagement budget.
- Time and effort required for Area and Local Leaders to conduct stakeholder analysis, local community engagement, participating in Reference Group, communicating trial progress to stakeholders etc. will be absorbed by BAU.
- Time and effort required for members of the Reference Group to review trial progress and findings and collaborate on design for alternative solutions, will be absorbed by BAU and/or partner agencies from which those members are affiliated.

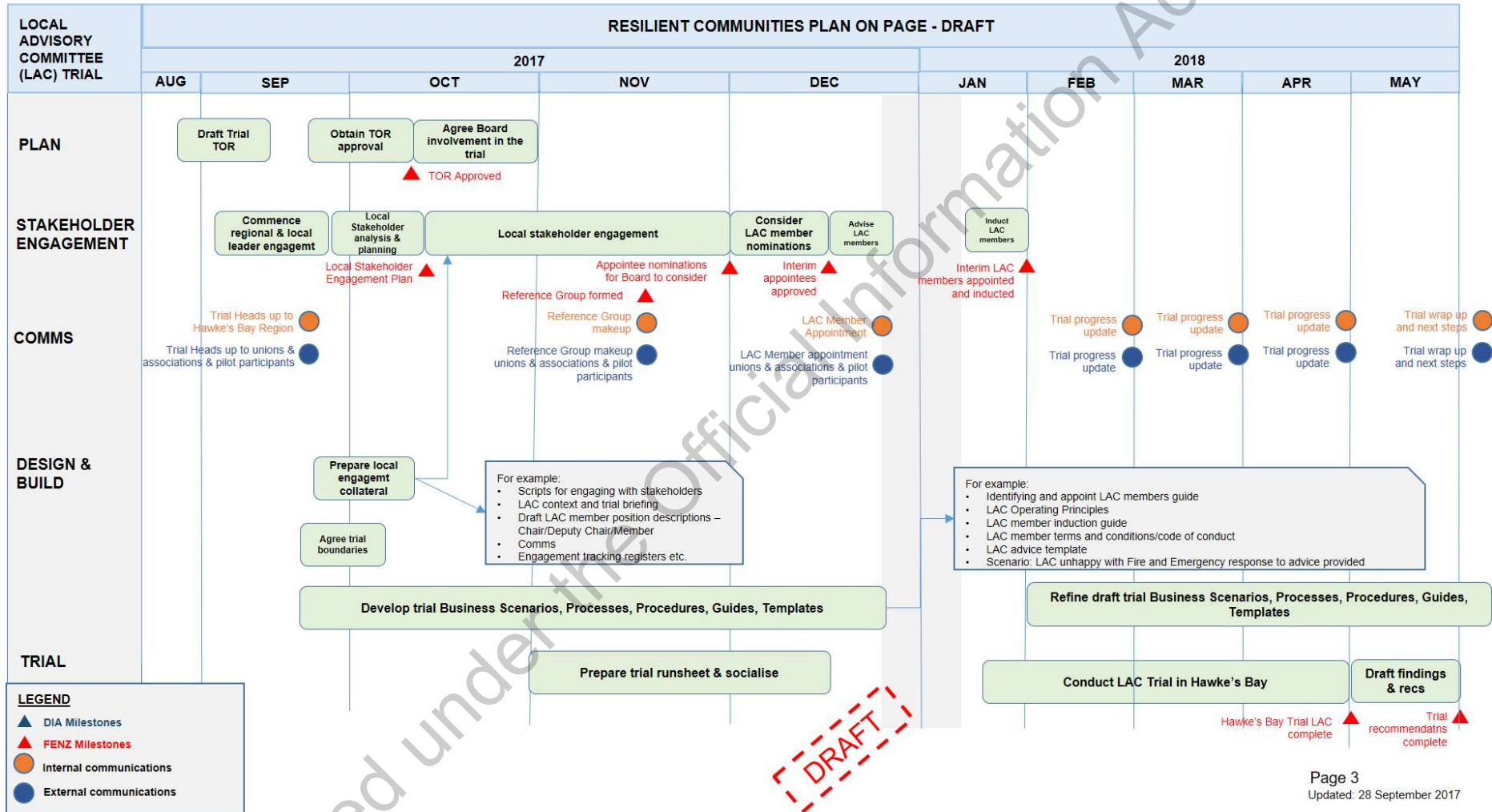
TRIAL DELIVERABLES

The table below summarises the key deliverables and activity that will have been completed by the end of the trial.

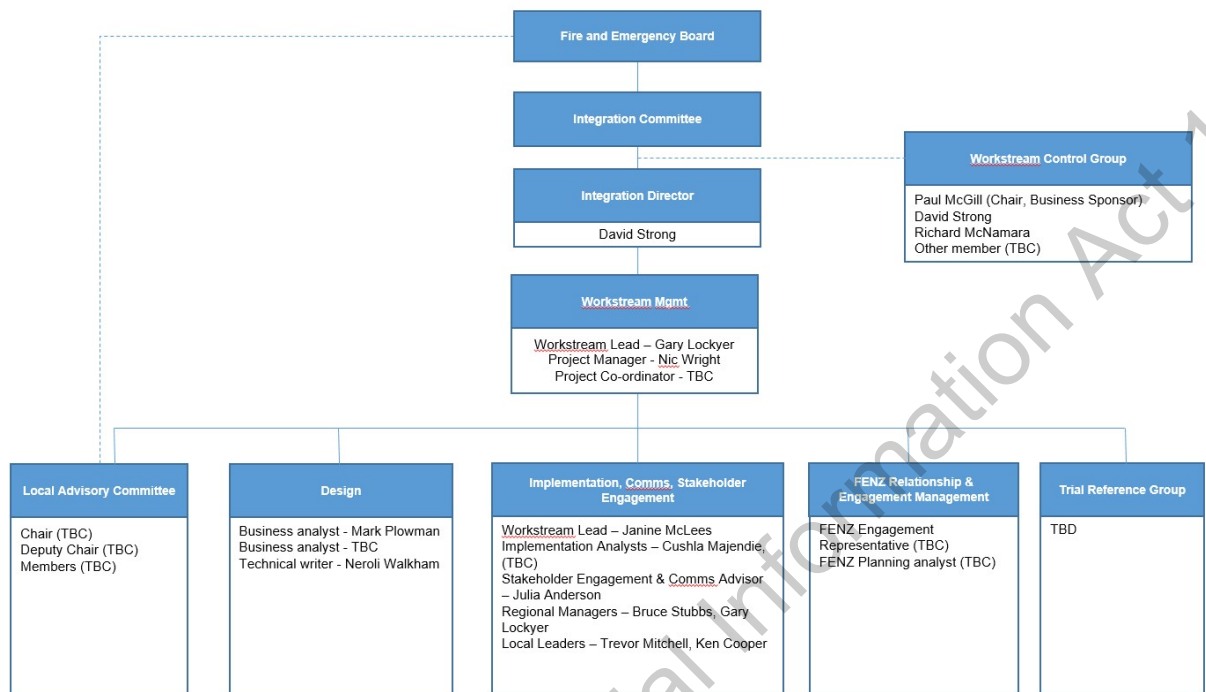
Table 1: Trial Deliverables

Deliverable	Description	Completion Date
	• Draft Terms of Reference – LAC Trial – Hawke's Bay	30/09/2017
	• Stakeholder analysis with regional and local leaders	06/10/2017
	• Communications and Stakeholder Engagement Plan for purposes of engaging and identifying potential nominations for LAC members	06/10/2017
	• Skills matrix for LAC member positions	13/10/2017
	• Final Terms of Reference – LAC Trial – Hawke's Bay (approved by the Board)	16/10/2017
	• Agreement on the Board's involvement in the trial	31/10/2017
	• Evaluation criteria for LAC member selection	03/11/2017
	• Trial Reference Group formed	18/11/2017
	• Local stakeholder engagement for the purposes of engaging and identifying potential nominations for LAC members	30/11/2017
	• LAC appointee nominations for Board consideration	30/11/2017
	• LAC appointee engagement artefacts – confidentiality, code of conduct, terms and conditions of engagement etc.	08/12/2017
	• Trial runsheet including meeting schedule, activities and specific business scenarios planned for testing at each meeting	15/12/2017
	• LAC interim appointees confirmed by the Board	18/12/2017
	• LAC interim appointees appointed and inducted	31/01/2018
	• Hawke's Bay LAC Trial complete	30/04/2018
	• Trial findings and recommendations	31/05/2018

PLAN ON A PAGE



TRIAL GOVERNANCE STRUCTURE



**Note, to be updated once Phase 2 governance arrangements are confirmed*

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LOCAL ADVISORY COMMITTEE TRIAL

R	Responsible
A	Accountable
S	Support
C	Consulted
I	Informed

	Board	Business Sponsor	Workstream Control Group	Integration Director	Workstream Lead	Project Manager	Design Team	Implementation, Stakeholder Engagement, Comms & Change Mgmt.	Regional Leaders	Local Leaders	LAC Members	FENZ Relationship & Engagement Person
Manage and run the trial		I	I	C	A	R	S	S	I	S	C	S
Deliver the trial outcomes	I	I	I	C	A	R	S	S		S	S	S
Manage trial logistics						A		R	C	C	I	I
Design trial processes and procedures					A	R	S	C	C	C		
Conduct stakeholder engagement	I	I	I	C	A	R		S	C	S		
Identify nominations for LAC members	I	I	I	C	A	R		S	C	S		
Appoint interim LAC members	A	I	I	C	C	R		S	C	C		
Establish & manage trial Reference Group		I	I		A	R		S	C	S		
Communicate trial progress	I	I	I	C	C	A	S	R	S	S	S	S
Report on trial outcomes	I	I	I	C	A	R	S	S	S	S	S	S

- R - Responsible** - who is responsible for carrying out the entrusted task?
- A - Accountable** (also Approver) - who is responsible for the whole task & what has been done?
- S - Support** - who provides support during the implementation of the activity / process / service?
- 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?

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RISK AND ISSUE MANAGEMENT

The table below includes an initial assessment of potential LAC trial risks.

#	Risk Title	Risk Description	Mitigation Plan	Residual Risk Rating
1.	Unsuccessful in getting local community interest groups to participate in the LAC trial for the required duration of the trial	If we are unable to get local community interest groups to participate in the LAC trial, then there is a risk that our detailed design will not fit for purpose or well suited to future LACs.	<ul style="list-style-type: none"> • Allow sufficient time up front to engage widely with stakeholders, actively promoting the local advisory committee’s value add to the community by providing local risks and issues advice to Fire and Emergency NZ, the importance of the role and ability to influence readiness, response and recovery, prior to calling for LAC nominations. • Ensure LAC member remuneration for the trial is commensurate with time invested. • Plan and map out trial activities in detail prior to the trial in order to set expectations around time commitments to LAC members upfront. 	Moderate
2.	Conflict of interest/ lack of confidentiality	If we don’t have appropriate controls and appointment processes in place, there is a risk that the integrity of the LAC and its credibility as critical advisor to Fire and Emergency NZ will be compromised.	<ul style="list-style-type: none"> • Design a robust selection, appointment and induction process that clearly sets out our expectations for impartiality, independence and confidentiality and contractually binds LAC member appointees to comply with this conditions. • Put in place review. • Build in ability to remove members who are not acting in accordance with expectations and the conditions of their appointment. • Implement appropriate controls to ensure that conditions are continuing to be met on an ongoing basis throughout the member’s term of appointment. 	Low
3.	Decisions are not made as a collective group,	If we don’t appoint the right representatives to the LAC, there is a	<ul style="list-style-type: none"> • Develop methods to ensure that LAC nominations are representative of the local community. 	Moderate

#	Risk Title	Risk Description	Mitigation Plan	Residual Risk Rating
	the voice of the individual overpowers committee/ special interest groups drive wrong focus/ industry vs community interest groups	risk that the voice of the individual members will overpower the committee and dilute the effectiveness and intent of the LAC.	<ul style="list-style-type: none"> Design a robust selection process, that also takes into account personality types and dynamics. Appoint a strong Chair that can manage committee dynamics effectively. Ensure LAC members are well briefed on their roles and responsibilities as members and their responsibility to represent the interest of the overall community. Build in ability to remove members who are not acting in the interests of the community. Observe behaviour and representation during the trial and use observations to build in controls to manage. 	
4.	Trial sets precedent for the permanent make up of future LAC for the Hawke's Bay area	There is a risk that external stakeholders and trial appointees perceive that the trial appointees will continue to operate the LAC ongoing as a permanent arrangement, post the trial, despite the detailed design and other LAC establishment activities having been implemented.	<ul style="list-style-type: none"> Ensure that trial appointees are engaged as interim appointments only. Appointments will be timebound for the period of the trial. 	Low
5.	Fail to get buy-in and engagement from trial participants	If we do not run a thorough, well planned and coordinated trial process, there is a risk that we will be not get buy in or effective contribution from trial participants and will be unsuccessful in achieving our trial outcomes.	<ul style="list-style-type: none"> Simulate as close as possible, all business scenarios that are likely to be required and/or encountered as part of operating the LAC. Ensure that business scenarios simulate the end to end business process wherever possible to flush out any inefficiencies or breakdowns in process and consult with stakeholders to design resolutions and/or improvements to the process design. 	High

#	Risk Title	Risk Description	Mitigation Plan	Residual Risk Rating
			<ul style="list-style-type: none"> • Conduct the trial over a long enough duration to ensure that all possible business processes and scenarios can be tested thoroughly. • Invest time upfront, to get everyone (stakeholders and trial participants) on the same page, so everyone is clear on the expectations of the trial and their responsibilities and contribution to the overall design. • Be agile - Listen to feedback, tweak processes and re-test throughout the trial. Be flexible and adaptable and build in review sessions to canvas and consider feedback. • Ensure we are as prepared as possible prior to the commencing the trial i.e. draft detailed design complete for the processes that we are trialling, draft templates, artefacts, guides etc. are complete and available, and a structured plan/daily runsheet of trial activities to be carried out by the trial LAC has been completed. 	
6.	The local planning framework is not agreed and ready to be tested during the trial period	If we cannot agree and put in place changes to the local planning framework before the trial commences, there is a risk that we will not be able to sufficiently test this critical responsibility of the LAC and by not being ready, we will create credibility issues with the trial participants.	<ul style="list-style-type: none"> • Prioritise local risk and capability and planning framework projects with the Resilient Communities workstream. Ensure this is the main effort, along with the LAC project in terms of workstream priorities. • Obtain Business sponsor backing so potential roadblocks or conflicts in priorities and/or resources are addressed and resolved in a timely manner. • Provide proxy risk inputs, that closely align with the proposed detailed design, for the LAC trial purposes if system/tool changes to risk tools cannot be implemented in time for the trial. 	Moderate

RESOURCING

It is expected that the following resource will be required in order to successfully deliver the LAC trial outcomes.

Named Resource	Role	Allocation
Nic Wright	Project Manager	40%
Mark Plowman	Business Analyst	20%
TBC	Business Analyst	40%
Neroli Walkham	Technical Writer	25%
Janine McLees	Implementation & Change Workstream Lead	10%
Cushla Majendie	Implementation Analyst	100%
Julia Anderson	Communications Advisor	40%
Sue Sherburd	Stakeholder Engagement Advisor	10%
Julia Saunders	Learning and Development Advisor	20%
TBC	SME	10%
TBC	SME	10%
Gary Lockyer	Regional Rural Manager, Region 3	As required
Bruce Stubbs	Fire Region Manager, Region 3	
Trevor Mitchell	Principal Rural Fire Officer, Hawke's Bay	As required
Ken Cooper	Area Manager, Hawke's Bay	
TBC	Fire and Emergency NZ Interim Engagement Representative	<50% during trial period
TBC	Fire and Emergency NZ Performance and Planning analyst	As required

APPENDIX 1: HIGH LEVEL LOCAL ADVISORY COMMITTEE PROJECT PLAN ON A PAGE

The timeline below outlines the key tasks and blocks of work for the Local Advisory Committee project, and how the trial fit within this.

