

## NOTICE OF MEETING

# EMERGENCY SERVICES SPECIAL COMMITTEE

I hereby give notice that a Meeting of the Emergency Services Special Committee will be held on:-

**DATE:**            Tuesday,            6 December 2005                            **TIME:**                    9.30 am

**VENUE:**            Civil Defence Headquarters, 7 Elcoat Avenue, Henderson, Waitakere City

to consider the business as set out herein and to take any necessary action connected therewith.

30 November 2005

Charlie Inggs  
**DEMOCRACY AND GOVERNANCE  
TEAM MANAGER**

Telephone (09) 836 8000 extn 8854

### **MEMBERSHIP:**

Councillors	DQ	Battersby, JP (Chairperson)
	WW	Flaunty, QSM, JP (Deputy Chairperson)
	PJ	Booth, OBE
	RP	Dallow, QPM, JP

Mayor RA Harvey, QSO, JP (ex officio)  
Deputy Mayor CA Stone (ex officio)

(Quorum 2 members)

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(The reports and recommendations contained in all agendas are reports and recommendations only and are not to be construed, in any way, as Council policy until adopted.)

**AGENDA FOR A MEETING OF THE EMERGENCY SERVICES SPECIAL COMMITTEE TO BE HELD IN THE CIVIL DEFENCE HEADQUARTERS, 7 ELCOAT AVENUE, HENDERSON, WAITAKERE CITY, ON TUESDAY, 6 DECEMBER 2005 COMMENCING AT 9.30 AM**

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**1 APOLOGIES**



**2 URGENT BUSINESS**

Section 46A(7) of the Local Government Official Information and Meetings Act 1987 provides that where an item of business is not on the agenda, it may only be dealt with at the meeting if:

- (i) the Committee by resolution so decides; and
- (ii) the Chairperson has explained at the beginning of the meeting (when open to the public) that the item will be raised for discussion and decision, why the item is not on the agenda, and why it cannot be delayed until a subsequent meeting.

The Committee may make a decision on a matter determined to be urgent.

**NOTE:** Urgent Business need not be dealt with now and may be delayed until later in the meeting.



**3 CONFIRMATION OF MINUTES**

Meeting Minutes - Tuesday, 4 October 2005

**RECOMMENDATION**

That the minutes of the Meeting of the Emergency Services Special Committee held on Tuesday, 4 October 2005, as circulated, be taken as read and now be confirmed.



**4 PRESENTATION - BY MICROBIOLOGIST KEN SHORTRIDGE AVIAN FLU PANDEMIC THREAT**

With the approval of the Chairperson, provision is made for Microbiologist Ken Shortridge to give a presentation to brief the Committee on the Hong Kong experience in dealing with Avian Flu Pandemic Threats.

A1-A4 A brief introduction as reported in the South China Morning Post, Hong Kong's Premier English language newspaper is attached as Annexure A1 to A4.

## RECOMMENDATION

That the presentation by Microbiologist Ken Shortridge - Avian Flue Pandemic Threat report be received.

Report prepared by: Charlie Inggs, Committee Secretary: Emergency Services Special Committee.



## 5 OVERVIEW OF CIVIL DEFENCE EMERGENCY MANAGEMENT ACTIVITY

### PURPOSE OF THE REPORT

The purpose of this report is to give the Emergency Services Special Committee an overview of Civil Defence Emergency Management activity since the last report, and future planned activity.

### BACKGROUND

The Civil Defence Emergency Management (CDEM) Act 2002 introduced a new framework for Civil Defence and Emergency Management in New Zealand. The legislation has established a regional basis for the leadership of emergency management with the establishment of Civil Defence Emergency Management Groups (CDEMG), and Co-ordinating Executive Groups (CEG) to support them. Alongside this regional framework there is still a strong responsibility for local emergency management that lies with District/City Councils. The basis for this management is summarised within the "4R's" of emergency management namely Reduction, Readiness, Response and Recovery.

**Reduction** - Identifying and analysing long terms risks to human life and property from natural or man made hazards: taking steps to eliminate these risks where practicable, and where not, reducing the likelihood and the magnitude of their impact.

**Readiness** - Developing operational systems and capabilities before an emergency happens. These include self help and response programmes for the general public, as well as specific programmes for emergency services, utilities and other agencies.

**Response** - Actions taken immediately before, during or directly after an emergency, to save lives and property, as well as help communities to recover.

**Recovery** - Activities beginning after initial impact has been stabilised and extending until the community's capacity for self help has been restored.

Rural Fire is an integral element of the City's Civil Defence Emergency Management response organisation, although generally involved on a daily basis in dealing with fire events. In this regard they work in the same way as the volunteer forces of the New Zealand Fire Service but under the auspices of the Waitakere Rural Fire Authority. In an emergency, Rural Fire Forces become an element of the overall Civil Defence Emergency Management response and would be tasked accordingly by the Local Controller.

Since December 2003 Council has undertaken a programme aimed specifically at ensuring that Council provides for the future development requirements of its Civil Defence Emergency Management organisation. In line with the requirements of the Civil Defence Emergency Management Act 2002, local plans and supporting Standard Operating Procedures have been rewritten based on the requirements of the draft Group Plan, which under the requirements of the Civil Defence Emergency Management Act 2002 were formally approved for use at the May 2005 meeting of the Civil Defence Emergency Management Groups. At that time, the current requirement for any declaration of a state of emergency within Waitakere City to be made under the provisions of the Civil Defence Act 1983 ceased and the new Waitakere City Civil Defence Emergency Management Plan and supporting documents were officially recognised and implemented.

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## ISSUES

### 1. New Emergency Reporting Centre

Council decided, at its meeting of 31 August, 2005, to undertake further work with a view to proceeding with a replacement Emergency Operations Centre at the 7 Elcoat Avenue site.

It is intended to commence work on a feasibility report on this project in the immediate future. This will be a further development of an initial scoping exercise already conducted. Further work will also be undertaken on arrangements for temporary accommodation for staff should approval be given to build a new Headquarters and Emergency Operations Centre at the current location.

Further work will also be required for the development of a Memorandum of Understanding with the New Zealand Fire Service. It is emphasised that there are already excellent working relationships in place and that there has not been any lessening of established relations as a result of the decision to discontinue the co-location proposal.

A5-A16

Since the last meeting, Councils Special Projects Engineer has developed a Project Charter as attached at pages A5 to A16 to this report. The Project Charter contains the following headings: project goal, background, issues, stakeholders, reporting and communications, risk analysis, scope and methodology, programme and budget/funding. The main aim of the charter document is to set out the understanding of the project as it currently stands, identify who is to be involved in the project and what role they will have, set out how the project team will interact with each other and the relevant Committees and finally set out a high level timeline and high level budget estimate.

The Director: Corporate and Civic Services has commissioned Architectus Bowes Clifford Thomson Limited to develop a preliminary design for completion by mid March 2006. Once the preliminary design is completed, the outcome will be reported accordingly with a view to gaining Council approval to proceed with the project for the construction of a new headquarters and Emergency Operations Centre at the current location.

A draft Memorandum of Understanding has been completed and circulated to the Chief Fire Officer Waitakere Fire District for comment. There is general agreement of the content and once the wording is agreed by the Legal Services Manager a formal signing can be carried out. This is unlikely to occur until early in the New Year.

## 2. Pandemic Planning

Committee Members are well aware of all the publicity and concern by health authorities world wide of the future possibility of an avian bird influenza pandemic and the potentially horrific consequences. Within New Zealand, there has been a huge amount of planning undertaken particularly by the Ministry of Health and Ministry of Economic Development whose work has been made public for planning at all levels throughout the country. Locally there has been a considerable amount of liaison between the Waitemata District Health Board Pandemic Planning Manager Dr Jocelyn Peach and Principal Health Officer Dr. Lannes Johnson with Council's Chief Executive Officer and Manager Emergency Management for internal planning and joint coordination purposes. This has resulted in the development of a pandemic planning guide for Council business continuity and emergency management purposes.

A17-A48

Committee Members will also be aware from publicity, of the likely consequences of any outbreak and the affect it would have on the Council's ability to provide levels of essential services to the community. In a worst case scenario, planning would be based on having at least half of all staff being absent from work at home or through illness, and the added possibility that a number of staff will also die. While there is no guarantee when a pandemic will occur, the reality is that it will happen and preparation is being taken now to ensure the event is well managed. A copy of the planning guide developed for council use is attached on pages A17 to A48 to this report. The appendices to the guide that deals with the various scenarios for national response particularly highlight the levels of response that will be required.

Planning for burials is also being undertaken. Provision for a mass grave situation is underway regarding available space at both the Waikumete and Swanson Cemeteries which will be required for regional as well as local purposes, should mass burials be required, some cremations may be permitted.

In addition to local planning, the Manager Emergency Management is also the Auckland Region's Civil Defence Emergency Management representative to the Ministry of Civil Defence Emergency Management for overall Civil Defence Emergency Management planning throughout the Region. Primary responsibility for the management of a pandemic rests with the Ministry of Health as the lead authority. Any outbreak however, would likely result in either a declaration of regional emergency or a national emergency. The Ministry of Health would still manage the health response but the overall coordination would be under the umbrella of Civil Defence Emergency Management. The primary Civil Defence Emergency Management activities will be logistical support, transportation and communications.

The level of planning and coordination undertaken to date has been quite extensive and appreciation of the scope of the likely affects upon Council is now well understood. One item that still has to be resolved is the provision of personal protection equipment and cleaning equipment across Council. Without necessarily going overboard, there is a requirement to buy in stocks of some equipment as a contingency measure. To not do so would seriously compromise personal safety as there would not be a guarantee of stocks being available through panic buying in the event of an outbreak.

It is appreciated that the Mayor requires that an update be given to Council on preparations and planning to date by means of a presentation. This had been planned to occur at the December full Council meeting but due to the specific agenda for that meeting and time constraints plus staff absence, it is now planned to take place in the early New Year in the form of a workshop. An interim report, however, has been prepared for the December meeting of the Financial and Operational Performance Committee.

### 3. Staff Activity

Current activity being undertaken by Emergency Management staff and Council management with Civil Defence Emergency Management responsibilities is as follows:

#### National

- Continued membership on the Project Rapid Advisory Working Group - this project was officially launched through a series of presentations during August 2005 and training packages are now available for use.
- Subject matter expert for Project Rapid training packages.
- Auckland Regional Civil Defence Emergency Management representative to the Ministry of Civil Defence Emergency Management for pandemic planning.

#### Regional

- Local Government Urban Search and Rescue and General Rescue Co-ordinator.
- Member of the Welfare Advisory Group.
- Member of the Regional Rural Fire Incident Management Team.
- Member on the Group Training and Professional Development Working Team.
- Warning Systems Development Group.
- Provision of assistance as directing staff for regional training activities.
- End of year Group Exercise sponsor representative.
- Chair of the Co-ordinating Executive Groups
- Deputy Chair of the Civil Defence Emergency Management Groups.
- Group Controller.

#### Local

- Welfare Centre and Volunteer Expansion radio communications network upgrade.
- Project Move Working Party.
- Cross Council Hazards Working Group.
- Child Safe Working Group.
- North West Emergency Management Committee Chair.

- Waitakere Welfare Advisory Group.
- Initial Response Unit (New Zealand Rescue Team 3) training and development.
- Ongoing staff professional development courses and training.
- Monthly Co-ordinated Incident Management Systems Training Courses.
- New Zealand Qualifications Authority Unit standard training and assessment.
- Rural Fire management, training and organisation.

During the reporting period there have been several achievements of note as follows:

- A Civil Defence Emergency Management Controllers Initial course was conducted at Manukau City on 27-28 October for which the Manager Emergency Management was the overall coordinator. Emergency Management Officer K Nuttall attended the course as a student.
- Two level two Co-ordinated Incidents Management Systems courses have been conducted for personnel from within the North West Emergency Management Zone. Staff have also participated as directing staff for a Group level 4 Co-ordinated Incidents Management Systems course.
- Widespread distribution and promotion of the new emergency planning pamphlet for households.
- A considerable number of presentations to schools and community groups.
- Completion of all outstanding areas following the Radio Management Spectrum audit of the organisations Radio Communications Network.
- A new training programme has commenced for new rescue team volunteers following a recent recruitment programme.

The Principal Rural Fire Officer (PRFO), has returned to work on a 24 hours a week basis while still recovering from the second operation on his broken leg. While still reliant on the use of crutches, the Principal Rural Fire Officer hopes to be able to reduce this dependency before the end of the year.

#### **4. Initial Response Unit**

As indicated above, a recruiting programme has been carried out to attract new members with spectacular results. Some 15 people are currently undergoing an induction programme. This number will however have to be culled on completion of the first three months induction period but is hoped to be able to retain all volunteers in some other areas of voluntary services.

A six hour night time training exercise was carried out at the old Southdown freezing works in conjunction with the North Shore City Initial Response Unit.

Heavy workloads have further delayed making application to the West Auckland Trusts for the purchase of a new equipment vehicle as previously approved. It is now the intention to pursue this activity in the early New Year.

#### **CONCLUSION**

2005 has been an extremely busy year for all staff from a local level perspective and Civil Defence Emergency Management Group coordination activity. While well resourced under normal staffing levels compared to other like Councils, there is only so much that can be achieved at any given time. This said, the efforts of both Emergency Management Officers and the clerical assistant are commended during what has been a

very testing and varied year. This is all the more so given the relative inexperience of both officers being in their first year of employment. The volunteer rescue team continues to grow in numbers and experience. Emergency Operations Centre staffing and capability plus the overall welfare response capability, remains strong as does the overall capability of the Rural Fire Forces.

### **RECOMMENDATION**

That the Overview of Civil Defence Emergency Management Activity report be received.

Report prepared by: Bill Morley, Manager: Emergency Management Service.



## **6 REVIEW OF BYLAW NO. 6 (1990) FIRE PREVENTION AND RURAL FIRE REPORT**

### **PURPOSE OF THE REPORT**

The purpose of this report is to recommend the review of Bylaw No.6 (1990) Fire Prevention, in particular as it relates to campfires and private bonfires during the period of Guy Fawkes' type activities.

This report also includes comment relating to activity undertaken by the Rural Fire Forces during the reporting period.

### **BACKGROUND**

Under Rural Fire Legislation, Waitakere City Council is the Waitakere Rural Fire Authority for the rural area of this city and has responsibilities which include.

- a. Fire preparedness, fire prevention, fire suppression and the necessary training and equipping of the volunteer Rural Fire Forces in order that they can carry out these roles.
- b. Producing a Local Rural Fire Plan.
- c. Authorising and monitoring open, restricted, and prohibited fire seasons for the Waitakere Rural Fire District.
- d. Meeting the requirements of the National Rural Fire Code of Management Practice for Council's Rural Fire risk factor.

By contractual arrangements, and through the services of the Principal Rural Fire Officer, the Waitakere Rural Fire Authority provides rural fire services to North Shore City Council. Oversight of all services rests with the Manager, Emergency Management, within the Corporate and Civic Services directorate.

### **STRATEGIC CONTEXT**

Waitakere City Council is deemed to be the Waitakere Rural Fire Authority pursuant to section 7(2) of the Forest and Rural Fires Act 1977. Rural Fire contributes towards Council's strategic framework in that it contributes to community well being by enhancing community preparedness for the risk of wildfire by educating communities in fire safety, managing the fire risk, and responding to and suppressing any fires which may occur.

Rural Fire also contributes to the Green Network through providing protection of the Waitakere Ranges from fire hazards. Rural Fire resources are also available to provide assistance to communities in other emergency events.

## ISSUES

A49-A59

Fire Prevention Bylaw Waitakere City Bylaw No 6 1990, Fire Prevention Bylaw, copy attached at A49 to A59 sets conditions and standards for fires in the open air. The Local Government Act 2002 requires the Council to review all of its bylaws prior to 30 June 2008. The Council, through the Planning and Regulatory Committee, has adopted a programme to review all of the Council's bylaws during 2005 and 2006. The Fire Prevention Bylaw is scheduled for review during the 2006 calendar year.

The question of the lighting of bonfires and fireworks to celebrate the occasion of Guy Fawkes night has raised numerous enquiries over the years, this year being no exception. Both Council and the Fire Service have received a number of calls from members of the public regarding bonfires. The date 5 November is within the usual timeframe of the rural "Open Fire" season, so any such fire cannot be authorised by a standard Fire Permit. No permits are issued within the urban districts of the City, so a "permit" mechanism is not an option to govern and control Guy Fawkes night activities.

Queries from the public regarding bonfires around Guy Fawkes night are dealt with by providing fire safety advice, and explaining that Council's permission cannot be given for a fire after dark due to the provisions of the bylaw (clause 4.1 (a)). However callers are advised that providing the fire is supervised, considered safe and persons attending behave in a proper manner, the chances of a prosecution for breach of the bylaw are slight.

This section of the Bylaw is not therefore enforced. Guy Fawkes night activities, by their specific nature, require darkness to fulfil their full potential. The requirement of the Bylaw regarding the prohibition of fires after sunset effectively prohibits the full enjoyment of the celebration to be reached. Guy Fawkes' night is a celebration enjoyed by a vast number of both adults and children throughout the City, which is inhibited to a pointless level by the fire control conditions of the Bylaw which prevents any activity involving fire to occur after dark.

A second aspect affected by Bylaw No 6 involves the use of "Boy Scouts and Girl Guides" type campfires. Throughout the year requests are made for Fire Permits by a number of organisations wanting permission to light campfires in the evening. These requests come from properly organised and responsible agencies, who wish to light a campfire in approved purpose built areas within their own campgrounds. Regulars include Holdfast Camp, Piha, Bergan Field Camp on West Coast Road and the Te Henga Youth Camp, where supervised school groups often attend weekend camps. It would be of benefit to enable officers to inspect the proposed sites, provide fire safety advice, set conditions and allow Council's permission to be given.

It can be argued that the sale of fireworks should be banned altogether for safety reasons, but until this is legislated, the public will continue to have bonfires and discharge fireworks accordingly.

Clause 4 of the current Fire Prevention Bylaw entitled 'Fires in Open Air' is not actively enforced around the time of Guy Fawkes and does not recognise public demand for bonfires and campfires at times of celebration of special events. This part of the Bylaw could clearly benefit from a review if the Bylaw is to be relevant and appropriate. It is therefore recommended that these observations are referred by this Committee to the Planning and Regulatory Committee for their consideration, when this Bylaw is reviewed, as part of the statutory review process pursuant to the Local Government Act 2002.

## Rural Fire Activity Overview

### (a) Rural Fire Regulations

The revised Rural Fire Regulations have been promulgated and are now in force, with a number of areas being affected. A major change is in the timing and content of the Rural Fire Plan. The new Plan is not reviewed by the National Rural Fire Authority unless and until a claim is made on the Rural Fire Fund. At such time the Plan will be reviewed and the claim may be adjusted dependant on the result of the review. Other changes affect the level of skill required to meet compliance in a wide range of the support positions of any incident management teams, and the base skills of a Rural Fire Officer. Programs are being developed to ensure that those affected will receive the specific training for their role as soon as possible.

### (b) Operations

No major fires were attended over the winter season. Crews attended a number of non-fire incidents throughout the district and performed well.

The unit at Arataki has been re-organised; equipment has been distributed to a number of strategic locations throughout the Parklands area and in future will be responded as individual units.

On-going co-operation and operational integration with the New Zealand Fire Service is at a high level, helped by the enhanced capability of our crews, thanks to The Trust's assistance in providing both equipment and protective clothing.

Aside from the possibility of problems from the threat of Bird Flu, for which planning is currently underway, crews are well prepared for the coming fire season.

### (c) Training

On-station maintenance training has been ongoing throughout the winter period. A number of specialist courses are programmed for the period prior to Christmas. Two 3285 courses, a Co-ordinated Incident Management System Level 2, and a Pump Operator's course were held during November. Three dedicated courses required under the new Rural Fire Regulations for nominated Rural Fire Officer are also programmed.

## RESOURCES

Resource levels are good and all stations are ready for the forthcoming fire season. Appliances and equipment have been assessed over the winter period and are adequate for future use. The Ford appliance ex Arataki, has been decommissioned and is being prepared for disposal.

## CONCLUSION

The current practice of illegal bonfires during the Guy Fawkes period requires an amendment to Bylaw 6 in order to legalise the practice and to ensure that Council is not compromised by turning a blind eye to the existence of such fires while knowing it is against the regulations, as laid down. A system of one off permits for controlled campfires after dark also needs to be included in the amendment.

All Rural Fire Forces remain fully equipped and staffed and are to be congratulated on their ongoing dedication and service to Waitakere City.

### **RECOMMENDATIONS**

1. That the Review of Bylaw No. 6 (1990) Fire Prevention and Rural Fire Report be received.
2. That the Emergency Services Special Committee notes the observations regarding the relevance of Section 4.1(a) of Bylaw No. 6 1990 "Fire Prevention Bylaw" and requests that those concerns be considered by the Planning and Regulatory Committee when this Bylaw is reviewed in the general bylaw review programme.

Report prepared by: Peter Barber, Principal Rural Fire Officer and Bill Morley, Manager: Emergency Management.

