

# **Rural Fire Management**

## **Activity Management Plan**

### **Long Term Plan 2015–2025**

21 October 2014

## Quality Assurance Statement

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# 1 Key Issues for the Rural Fire Management Activity

The NZ Fire Commission is the governing board for the NZ Fire Service and the National Rural Fire Authority (NRFA).

The NZ Fire Service is the primary responder to all fires, including fires in rural areas. For rural fires, the intention of the Council as a Rural Fire Authority is to return NZFS resources to their primary area of responsibility within the Urban Fire District within one hour. Where the NZ Fire Service continues its involvement beyond one hour, it will charge the Rural Fire Authority for fire suppression costs beyond the first hour.

Rural Fire Authorities (RFAs) have statutory responsibility to prepare for, respond to and suppress wildfires safely. The NRFA supports the RFAs to effectively manage their operational response to rural fire incidents. This includes meeting direct response fire fighting costs through the NRFA grants scheme with Rural Fire Authorities meeting the first \$1,000 and 5% of the fire suppression costs.

The Christchurch City Council is a Rural Fire Authority and has a statutory obligation to undertake activities for the protection of life and property from wildfires within that part of the Council's area gazetted as a Rural Fire District.

Council owns and manages a fleet of fire appliances, tankers, smoke chasers and fire trailers and also maintains facilities and fire equipment. It also maintains a pool of qualified and competent fire fighting personnel (staff, volunteers and contractors).

From 1 July 2011 to 30 June 2014 the Christchurch Rural Fire Authority has responded to 55 rural fires, 8 of which were outside the Council's district. A MOU exists between the Canterbury Rural Fire Authorities to provide support to each other for fire suppression activities.

A public awareness programme is targeted at enabling communities and individuals to make informed decisions about personal safety and property protection to reduce the likelihood of potential harm or damage during vegetation fire events.

## 1.1 Community Outcomes

Everything that the Council does in its day-to-day work is focused on achieving community outcomes. All activities outlined in this plan aim to deliver the results required to achieve these outcomes, contribute to Council strategies and meet legislative requirements. Likewise, all Council capital and operating expenditure is directed towards a level of service that moves the community closer to these outcomes now or at some future point.

The effective management of Rural Fire Management for Christchurch means achieving the community outcomes that:

- Risks from natural hazards including earthquakes, flooding, tsunami and rock fall are minimised
- Injuries and risks to public health are minimised
- Landscapes and natural features are protected and enhanced
- Existing ecosystems and indigenous biodiversity are protected
- Sites and places of significance to tangata whenua are protected

Section 4 shows how these outcomes flow down into and influence the Council's activities and levels of service in relation to Rural Fire Management.

## 1.2 Effects of growth, demand and sustainability

Describe how our population growth and demand effects the decisions Council will make in delivering services to ensure that they are sustainable and will meet the needs of the people of Christchurch into the future.

### Population Growth:

The Christchurch City population is expected to grow by around 23,000 between 2015 and 2025, and by

60,000 people between 2015 and 2056<sup>1</sup> (Approx 45 years). A larger population means more people at risk from hazards and during emergencies, particularly where these occur in areas of rural/urban interface such as the Port Hills. An increased population is also likely to result in increased utilisation of recreational areas within the rural jurisdiction, increasing the risk profile in terms of potential causes of fires as well as potentially increasing the number of people threatened or impacted by the damaging effects of vegetation fires.

Projected growth in population in Culturally and Linguistically Diverse Communities may result in communications becoming more difficult, particularly where these relate to what activities are acceptable. Certain cultural activities involving fire will need to be considered in future planning for both the rural and urban areas.

The City has had positive net migration for each month over more than the last year. Much of this is driven by the migration of construction workers to participate in the rebuild. Particularly strong inward migration has been seen from the Philippines, the United Kingdom and Ireland. For migrants coming from the United Kingdom and Ireland the general awareness and knowledge about the natural hazards that exist in New Zealand is likely to be low, and this was manifest recently with a significant fire in South Canterbury started by migrant workers from the Christchurch rebuild. This influx into the city potentially increases the risk profile within recreational areas in terms of the potential causes of vegetation fires, as well as more people exposed to the associated risks.

The number of people over the age of 80 years is expected to double from 16,500 in 2015 to over 30,00 in 2036 and continue to grow to around 50,000 in 2056. As a percentage of the total population this is an increase from 4% to 11%. After 2046 one in 10 people is expected to be over 80 years of age. Older people are generally more vulnerable and less able to take care of themselves in emergencies. While this may not have a direct impact in terms of rural fire risk profiles, considerations will need to be made where concentrations of elderly population are threatened by the spread or emissions from vegetation fires in the rural environment.

A number of significant observed trends in small rural communities will impact on the ability to provide effective rural fire management in these areas, especially on Banks Peninsula. These include a perceived increase in the number of urban dwellers buying properties within rural areas to either retire to or for short-term accommodation. These people do not necessarily have the experience or skills to effectively manage fire risk and therefore there have been incidences where they have been directly responsible for potentially damaging fires or emergency call-outs. Conversely, a number of experienced rural landowners are leaving the area to take up other opportunities, effectively reducing the pool of competent people participating in Voluntary Rural Fire Forces. The ageing population and a dwindling pool of young replacements is further exacerbating the strain on existing rural fire parties.

The number of people in volunteer work in the city has decreased by 5% since 2006, from 102,000 to 97,500 in 2013. This is consistent with a long term trend in reduced volunteerism. The Rural Fire Management Activity relies of the participation of volunteers. A continuation of this long-term trend means that recruiting and retaining volunteers for rural fire purposes is likely to continually get more difficult.

### **Demand:**

The Wildfire Threat Analysis undertaken for Canterbury, in 2010/11, identified that parts of the Christchurch City Council Rural Fire District has being recognised as having a very high wildfire threat risk-profile, especially along the Port Hills and the coastal strip in the north-east. Changes in land-use and intensity in parts of Banks Peninsula is likely to increase this calculated wildfire threat. The demand for rural fire management is therefore likely to increase as a consequence of trends in climate change, changing vegetation profiles and increasing population pressures.

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<sup>1</sup> Market Economics Christchurch Household Growth Model March 2014, extended beyond 2041 using the Medium Projection produced by Statistics New Zealand according to assumptions agreed to by Christchurch City Council based SNZ sub-national population projections 2006 base, released October 2012.

In its Climate Smart Strategy, the Council follows New Zealand Government advice about anticipated changes for Christchurch and is meeting legal obligations placed on the Council to consider the impacts of climate change.

Following this advice, our community within the next 90 years must prepare for:

- a. 100 centimetre rise in sea-level;
- b. a temperature increase of 2 degrees Celsius; and
- c. changes in rainfall and extreme weather events.

Of particular significance to rural fire management is the rising global temperature and potential increase in frequency of extreme weather events such as strong dry winds and drought conditions. While the extent and realised impacts of these changes in terms of the hazardscape are currently uncertain, it is likely that both temperature rises and the increased frequency of adverse weather events will result in an increased demand for effective rural fire management.

Other issues which impact fire management within rural areas are absentee owners, depopulation due to Red Zoning (Port Hills), the establishment of businesses within the rural district, increasing development in some areas at the rural/urban interface with associated increasing pressure on water supply, and increasing recreational demand. These all contribute to the risk profile and need to be considered in the development of policy and procedures which give effect to the 4R's of emergency management.

### **Sustainability:**

The Local Government Act 2002 requires local authorities to take a sustainable development approach while conducting its business. Sustainable development is the fundamental philosophy that is embraced in Council's Vision, Mission and Objectives, and that shapes the community outcomes. The levels of service and the performance measures that flow from these inherently incorporate the achievement of sustainable outcomes.

The Council's policy defines Sustainability as - *a dynamic process of continual improvement that enables all people, now and in the future, to have quality of life, in ways that protect and enhance the Earth's life supporting systems.*

The primary legislative function of the Council as a Rural Fire Authority is to protect life and property. The underlying purpose of all fire management activities is to minimise the impact to communities and contribute to the sustainability of businesses through reducing the incidence and consequence of rural fires. During the response phase of an emergency situation, sustainability issues remain an important consideration but will at times be of lower priority than the protection of life and property. Environmental values, including the provision of life-supporting services such as drinking water catchments, are considered within strategic and tactical planning processes for rural fire management so as to sustain the critical role these play in personal well-being and quality of life. The process of continual improvement is realised through the maintenance and continued review of industry standards for training delivery, equipment and decision-making processes, with both domestic and international best practice considered for adoption.



### 1.3 Key Challenges and Opportunities for Rural Fire Management

In working towards the community outcomes and influenced by population growth and demand, Council faces the challenge of making decisions that prioritise resources to deliver the best mix of services at the right level and in a sustainable way. The key challenges and opportunities that have been priorities by Council are below in Table 1-1

**Table 1-1 Key Issues**

Key Issue	Discussion
<b>Formation of an Enlarged Rural Fire Authority</b>	<p>The National Rural Fire Authority Strategy Plan includes an objective to have fewer than 30 Rural Fire Authorities by the end of 2014. The objective is to encourage Rural Fire Authorities to merge into larger but better resourced Authorities. Currently, it is voluntary for Rural Fire Authorities to merge but the NZ Fire Commission have made it clear that within 12 months of the review of the Fire Service Act it will be compulsory to establish Enlarged Rural Fire Authorities.</p> <p>Investigations have been on-going over the past three years of the benefits of establishing an Enlarged Rural Fire Authority for Hurunui DC, Waimakariri DC, Ashley Rural Fire District, Christchurch CC, Selwyn DC and the Department of Conservation. The benefits will include a single Fire Plan, sharing of emergency management resources, a single point of contact for fire management, dedicated administrative effort, and improved governance through a Board or Joint Committee.</p> <p>Financial contributions will not exceed the current budget provisions for each of the parties noted above i.e. a cost-neutral model with a goal to deliver cost-efficiencies.</p> <p>Every endeavour is being made for this Enlarged Rural Fire Authority to be established by 1 July 2015 based on a shared service model.</p>
<b>Climate change impacts</b>	<p>Projections suggest that higher air temperatures and increasing frequency of extreme events are likely consequences of climate change. This is likely to put additional demand on fire management staff across the 4R's of emergency management:</p> <ul style="list-style-type: none"> <li>• Reduction – consideration will need to be given to additional mitigations that reduce the likelihood and consequence of future fires. This may include new policies around fuel reduction, as well as increased efforts at public awareness and education.</li> <li>• Readiness – likely to result in increased demands for personnel, equipment and facilities to support fire management activities.</li> <li>• Response – the number and extent of rural fire emergencies is likely to increase as a consequence of strong wind events and increased incidence of drought conditions. This will put additional strain on fire-fighting resources and may impact on other areas of business.</li> <li>• Recovery – the increased potential for fires is likely to result in increased recovery issues at both the community and environmental level.</li> </ul>
<b>Urban development in rural areas</b>	<p>Continued urban spread along the rural/urban interface provides both a challenge and an opportunity. While on the one hand it increases the potential sources of ignition for rural fires and possible points of conflict between neighbouring land users, there is also a likely reduction in overall vegetation fire threat (at least in the short-medium term) as new buildings are less likely to burn. Similar, while an increasing population reduces detection times in the event of fire outbreak, increased population and associated infrastructure in an area increases the values that are threatened.</p> <p>As urban development extends into the rural fire district, adjustments to the gazetted fire district boundary will need to be undertaken by the NZ Fire Service.</p>
<b>Provision of training and maintenance of currency for fire management staff</b>	<p>The Council is in the fortunate position of having staff, contractors and volunteers to call on for fire-fighting operations. However, each of these has associated issues in terms of ensuring that fire-fighters receive appropriate levels of training to role in accordance with National Standards set by the National Rural Fire Authority (NRFA).</p> <p>Competing demands on staff, contractors, and volunteers' time often results in non-participation in rural fire training and exercising.</p> <p>A change from the current Urban Parks contractor (CCL) would mean a significant increase in training requirements to ensure a new contractor's staff would be able to respond to any rural fire.</p>
<b>Attracting and retaining volunteers</b>	<p>Volunteers are an important part of the Council fire management capability and provide an integral link into the communities in which they live. There are issues around attracting them for reasons of competing personal demands.</p> <p>Once volunteers are recruited, the challenge will be training, maintaining currency and retention.</p>

Key Issue	Discussion
<b>Maintaining adequate resources and facilities to support rural fire management</b>	<p>The Council currently manages fire depots at 11 different locations, with further equipment stored in facilities at 5 additional locations. Eight of the fire depots are located on Banks Peninsula and are in varying states of repair. At least one of the facilities require significant work to ensure code compliance following the earthquakes.</p> <p>A review of the existing location and resourcing levels of the Banks Peninsula Rural Fire Parties is needed to ensure that there is adequate capability in key strategic locations. This may result in a reduction in the number of locations where the Council maintains fire resources but the level of resourcing may need to be enhanced. Currently all depots have at least a fire trailer, with 3 locations also having some form of fire-fighting vehicle (Little River, Le Bons and Duvauchelle). Consideration needs to be given to the need to retain trailers or consider replacing with smoke-chasers (utilities with deck-mounted water tanks and fire-fighting pumps) or primary response vehicles (specialist rural fire appliances or tankers).</p>
<b>Uncertainty of the Duvauchelle Rural Fire Depot</b>	<p>A draft options report on future ownership of the Duvauchelle yard has been prepared by the property Consultancy Team. The recommendation is that this facility be transferred into joint ownership by Regional Parks and Rural Fire, who will share responsibility for future repair, maintenance and operating costs. While this retains an important facility to support rural fire management within the community, there are significant associated costs, especially around the strengthening requirements to get the building up to code compliance post earthquakes. Further investigation is needed into the implications of this proposal. This may need to be addressed through Council's Annual Plan process.</p>

## 2 Proposed changes to activity

Table 2-1 summarises the proposed changes for the management of the Rural Fire Management activity since the Three Year Plan 2013-16 Activity Management Plan.

**Table 2-1 Proposed changes to activity**

Key Change	Reason	Level of significance? What investigations are needed?	Options for consultation and engagement
Targets for delivery of training to Voluntary Rural Fire Force members in accordance with National Training Standards have been reduced. This follows on from an approved request to change this LOS during 2013/14 in response to a change in the National Standard.	<p>The National Rural Fire Authority has changed the National Training Standard which has required a shift in operational focus for training volunteers. This will see a greater reliance on in-house training which will take time to facilitate. The limited available time for volunteers to attend the required training also means that it will take longer than anticipated to ensure uptake of the new standard.</p> <p>Budgets for training delivery of volunteers has been reduced to reflect the reduced target for this LoS.</p> <p>The changes in National Standard compliance do not pose the same problems for staff and contractors and therefore the targets have remained unchanged for paid personnel.</p>	<p>Training requirements for existing volunteers need to be considered in accordance with the revised National Training Standards to determine the specific training needs. Training effort needs to be targeted at achieving the standard for Basic Fire Fighter, Pump Operator and Crew Leader.</p> <p>Training delivery is best achieved through existing staff with training delivery qualifications, which will be subject to competing work demands.</p> <p>In order to meet requirements of the National Rural Fire Authority for training, a 70% target of compliance across roles and work-forces is required during 3-yearly audits. This needs to be established as the long-term goal, but given difficulties in arranging suitable times for volunteer training this target will take a number of years to realise. Accordingly, the proposed target for 6.7.3 be reduced from 70% each year to 50% (2015-16), 55% (2016-17) and 60% (2017/18)</p>	<ul style="list-style-type: none"> <li>- Training needs discussed with Voluntary Rural Fire Forces at Annual General Meetings</li> <li>- Engagement with Community Boards to support Council training endeavours and to ensure that Council requirements are realistic and achievable</li> </ul>

Key Change	Reason	Level of significance? What investigations are needed?	Options for consultation and engagement
<p>Budget cap has been met through savings associated with:</p> <ul style="list-style-type: none"> <li>• Service contracts costs associated with fire fighting.</li> <li>• Hire equipment</li> <li>• Reduction in volunteer expenses (training).</li> </ul> <p>There has been no need to lower the levels of service.</p>			
There are no other key changes for the Rural Fire activity.			

### 3 Activity description

#### 3.1 Focusing on what we want to achieve

Council undertakes activities in order to deliver on the community outcomes for Christchurch. The outcomes that relate most directly to the management of the city's Rural Fire Management are that:

- Risks from natural hazards are minimised including earthquakes, flooding, tsunami and rock fall are minimised
- Injuries and risks to public health are minimised
- Landscapes and natural features are protected and enhanced
- Existing ecosystems and indigenous biodiversity are protected
- Sites and places of significance to tangata whenua are protected

#### 3.2 How we will know we are achieving the outcomes

We will know we are achieving the above outcomes when we see the following results:

- **The incidence and consequence of rural fires is reduced** through the contribution of public education and the management of rural fire permits.
- **Rural fire fighting readiness and fire response capability is maintained.** The training of fire fighting personnel enables an effective response.
- **Emergency responders and members of the public are protected from harm caused by vegetation fires** as a result of prompt and effective action by trained and competent fire-fighting personnel.
- **Landscape and natural features within the Council's rural fire jurisdiction are protected** through prevention and quick response by personnel.
- **The natural values of landscapes are protected** through prevention and quick response measures.
- **Ecosystems, sites and habitats are protected** through prevention and quick response measures.
- **Sites of significance to tangata whenua are protected** through prevention and quick response measures.

The activities that follow in section 4 and the levels of service within them are all linked to the above results to ensure Councils stays focused on moving towards the community outcomes. This link aims to confirm why we are doing the activities – that they will realistically move us closer to our goals – and that service delivery remains relevant to strategic direction.

#### 3.3 What services we provide

This activity includes the following services:

- Rural fire reduction, readiness, response and recovery (including within the Christchurch City Council area and rural fire management support for other Canterbury Rural Fire Authorities)
- Training of rural fire response personnel including Voluntary Rural Fire Force members

Assets are replaced according to long range assessments of asset condition and an evaluation of wildfire threat factors. Investment and maintenance of assets is driven by review of conditions but underpinned by NRFA Standards for equipment.

Other primary drivers for asset replacement are:

- Outputs of the Strategic Tactical Management Planning process;
- Maintaining core assets so as to deliver response capability.

Grant assistance may be available through the National Rural Fire Authority to support strategic asset purchases. This amount is variable and is based upon values published annually by the NRFA. CCC will bid for this grant assistance for asset replacement funding based on asset values and CCC needs.

Maintain engagement with communities regarding rural fire management issues, including ongoing consultation with relevant Community Boards.

The CCC Rural Fire Authority will need to meet any new audit requirements or standards adopted by the National Rural Fire Authority.

### 3.4 3.4 Benefits and Funding Sources

#### 3.4.1 Who Benefits?

Who benefits?	
Individual	
Identifiable part of the community	
Whole community	

Key:
Full
Majority
Some

#### 3.4.2 Who pays?

Funding - Fees / User Charges	Other revenue Grants & Subsidies	General rate	Targeted rate
4%	0%	96%	0%
		Full	

Note, Funding Split % is derived from the 'Summary of Cost for Activity' ( section 13).

Key:		Typically
Full	All or almost all the cost is funded from that source. If the comment is made in the general or targeted rate columns it does not preclude making minor charges for the service but indicates that the charges are a negligible part of the fund.	95%+
Majority	The majority of the activity is funded from this source.	50%+
Some	Some revenue is derived from this source.	<50%

Does this Activity generate surplus funds that can be applied to other areas? **No**

### 3.5 Our key customers

Customers include the rural community and visitors to rural areas, those people living in residential areas adjacent to rural land, Emergency Services, Forest Owners, Environment Canterbury, Canterbury Rural Fire Authorities/Districts, Department of Conservation and the New Zealand Fire Service Commission acting through the National Rural Fire Authority.

Additional customers include all those residing or operating within the Urban Fire Districts, as manifest through advice and implementation support for the Christchurch City Council Urban Fire Safety Bylaw.

### 3.6 Key legislation and Council strategies

Forest and Rural Fires Act 1977 and Regulations 2005; Fire Service Act 1975; Health and Safety in Employment Act 1992; Christchurch City Council Urban Fire Safety Bylaw 2007; National Rural Fire Authority Strategic Plan, policies, and guidelines.

## 4 Levels of service and performance measures

Table 4-1 summarises the levels of service and performance measures for the Rural Fire Management activity. Shaded rows are the levels of service and performance measures to be included in the Long Term Plan. Non-shaded rows are non-LTP management level measures, agreed with and reported to Council but not included as part of the community consulted document.

**Table 4-1 Levels of Services & Performance Measures**

Performance Standards Levels of Service  (we provide)		Results  (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10  2024/25
						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
Rural Fire Reduction, Readiness, Response and Recovery									
2.7.1	Reduce the incidence and consequence of damage causing fires through implementation of the policies and procedures contained within a statutory Fire Plan  (An approved and operative Rural Fire Plan is in place)	Rural fire is managed to protect strategic natural and cultural assets and manage and protect public safety	The Rural Fire Plan is a statutory document that sets out the organisational policies and procedures for reduction, readiness, response, and recovery as they relate to rural fires. The Plan also provides information for the Principal Rural Fire Officer and Rural Fire Officers on the effective management of rural fire within Christchurch City Council's area. This Rural Fire Plan is required to be approved by the Council as the Fire Authority. Standards set by the National Rural fire Authority in accordance with legislation require that the fire plan be reviewed every 2 years for the Readiness and Response sections, and every 5 years for the Reduction and Recovery sections.	At all times	The Forest & Rural Fires Act (the Act) requires a written Rural Fire Plan be in place that meets the Forest and Rural Fire Regulations and the National Rural Fire Authority's (NRFA's) requirements.  All Rural Fire Authorities have an operative Rural Fire Plan in place.	Rural Fire Plan is reviewed in accordance with legislative requirements (Readiness & Response sections)	N/A	Rural Fire Plan is reviewed in accordance with legislative requirements (Readiness & Response sections)	Rural Fire Plan is reviewed in accordance with legislative requirements (Readiness & Response sections in 2019/20, 2021/22 and 2023/24 and the Reduction & recovery sections in 2019/20)

Performance Standards Levels of Service (we provide)		Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10 2024/25
						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
2.7.2	<p>Reduce the incidence and consequence of damage causing fires through implementation of the policies and procedures contained within a statutory Fire Plan.</p> <p>(Respond to requests from NZ Fire Service requests for firefighting resources (personnel and equipment))</p>		<p>The Council needs to maintain adequate capacity to respond to NZ Fire Service requests for fire fighting resources (personnel and equipment) within a timely fashion.</p> <p>The Fire Service is the primary responders to all fires, including fires in rural areas. The NZ Fire Service will immediately notify the Rural Fire Authority of a fire in the Fire Authority's area. A call for assistance will be initiated by the NZ Fire Service if they require additional resources. The 30 minute response time is measured from the time the NZ Fire Service call for assistance and is the time to initiate our response. Rural fire appliances and equipment are strategically placed at sites throughout the Council's area to be able to respond efficiently into rural areas.</p>	<p><i>Response turnout initiated within 30 minutes from NZ Fire Service call for assistance.</i></p>	<p><i>The Act requires the Council to respond to rural fires and carry out fire control measures.</i></p> <p><i>Waimakariri DC: response initiated within 60 minutes.</i></p> <p><i>Dept of Conservation and Selwyn DC: response initiated within 30 minutes.</i></p> <p><i>Ashburton DC: response initiated within 10 minutes</i></p>	<p>Response turnout initiated within 30 minutes from NZ Fire Service call for assistance.</p>	<p>Response turnout initiated within 30 minutes from NZ Fire Service call for assistance.</p>	<p>Response turnout initiated within 30 minutes from NZ Fire Service call for assistance.</p>	<p>Response turnout initiated within 30 minutes from NZ Fire Service call for assistance.</p>



Performance Standards Levels of Service (we provide)		Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10 2024/25
						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
2.7.3	Reduce the incidence and consequence of damage causing fires through implementation of the policies and procedures contained within a statutory Fire Plan  (Issue fire permits)		<p><i>The PRFO will monitor the fire season status and impose either a restricted or prohibited fire season based on defined triggers within the Fire Plan. Fire permits are required during times of imposed fire restrictions to ensure requested burning is able to be done in a safe environment and at a safe time.</i></p> <p><i>Inspections undertaken by qualified Rural Fire Officers prior to the issuing of a fire permit enables determination of if it is safe for the member of the public to light a fire in the open and where necessary set appropriate conditions. From time to time an additional inspection is required due to specific conditions not being adequate at the time of the initial inspection.</i></p> <p><i>The 3 day timeframe may not be achievable where fire permits are to be issued for residents living in remote parts of Banks Peninsula. In such cases there will be an undertaking to issue within 5 working days.</i></p> <p><i>100% LOS is not always achievable due to some instances where the applicant fails to meet safety requirements and the permit is declined. In these cases an additional inspection is required prior to the permit being issued.</i></p>	<p>2013/14: 96.7% (29 of 30).</p> <p>(Target: 90% within 3 working days).</p> <p>2012/13: 100% within 3 working days</p> <p>2011/12: 99% within 3 working days</p> <p>2010/11: 100% within 3 working days</p> <p>2009/10: 100% within 3 working days</p>	<i>The Act requires in the case of a restricted season that any permit issued for an open fire in rural areas be recorded in writing, noting any conditions which shall apply.</i>	At least 90% of fire permits issued within 3 working days.	At least 90% of fire permits issued within 3 working days.	At least 90% of fire permits issued within 3 working days.	At least 90% of fire permits issued within 3 working days.

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						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
2.7.4	Reduce the incidence and consequence of damage causing fires through implementation of the policies and procedures contained within a statutory Fire Plan		<p><i>The NRFA's standards regarding equipment requires that pumps are run and personal protective and waterway equipment is inspected every quarter, and that an annual inspection of all equipment is undertaken.</i></p> <p><i>The Council has equipment located at 16 sites around the City and on Banks Peninsula. It is necessary to visit each location to test and check equipment quarterly.</i></p> <p><i>All equipment is returned to the required standard after use, or removed from service until such time as it can be maintained to the required compliance levels.</i></p> <p><i>Failure to comply with these standards could result in the NRFA not reimbursing Fire Authorities those fire fighting costs they are eligible to recover.</i></p> <p><i>The Council is externally audited by NRFA to ensure their standards are met.</i></p>	<p><i>Annual inspection of all equipment is undertaken in accordance with audit requirements..</i></p> <p><i>Quarterly inspections of pumps and personal protective equipment and waterway equipment is undertaken.</i></p> <p><i>Corrective action is undertaken where equipment fails to meet audit standards.</i></p>	<p><i>The Forest and Rural Fires Act states that "every Fire Authority must comply with the standards set by the NRFA."</i></p> <p><i>All Fire Authorities endeavour to meet the NRFA's standards.</i></p>	Inspection of equipment is undertaken on a quarterly basis as specified by the National Rural Fire Authority standards.	Inspection of equipment is undertaken on a quarterly basis as specified by the National Rural Fire Authority standards.	Inspection of equipment is undertaken on a quarterly basis as specified by the National Rural Fire Authority standards.	Inspection of equipment is undertaken on a quarterly basis as specified by the National Rural Fire Authority standards.

Performance Standards Levels of Service (we provide)		Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10 2024/25
						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
2.7.5	Increase community awareness and preparedness regarding rural fires through public education  (Fire equipment meets the National Rural Fire Authority's (NRFA's) audit standards).	Reduced incidence and consequence of management of inappropriate rural fire protects strategic natural and cultural values and life safety.	<p><i>The CCC Rural Fire Authority's Fire Plan states that a public education programme aimed at changing people's behaviour through awareness and knowledge is on-going through provision of information. This targets provision of key messages at strategic times throughout the year. The rural fire communication plan forms part of the statutory Fire Plan.</i></p> <p><i>The intent of the communication plan is to raise community awareness around the risk and consequence of rural fires. This is to enable communities and individuals to make an informed decision about personal safety and property protection, so as to reduce the likelihood of potential harm or damage during vegetation fire events.</i></p> <p><i>Public notification and signage relating to fire seasons will be included within the communication plan.</i></p> <p><i>Include a question in the annual resident survey to determine the level of awareness around the need to obtain fire permits. This needs to target property owners within the rural fire district.</i></p>	<p><i>Public notice in the daily newspaper prior to fire season change.</i></p> <p><i>Signage changed within 7 days of any fire season change.</i></p>	<p><i>All Fire Authorities are to erect signage in accordance with statutory requirements.</i></p>	2.7.5.1  Public notice in the daily newspaper prior to fire season change.	2.7.5.1  Public notice in the daily newspaper prior to fire season change.	2.7.5.1  Public notice in the daily newspaper prior to fire season change.	2.7.5.1  Public notice in the daily newspaper prior to fire season change.
						2.7.5.2  Signage changed within 7 days of any fire season change.	2.7.5.2  Signage changed within 7 days of any fire season change.	2.7.5.2  Signage changed within 7 days of any fire season change.	2.7.5.2  Signage changed within 7 days of any fire season change.

Performance Standards Levels of Service  (we provide)	Results  (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10  2024/25
					Year 1	Year 2	Year 3	
					2015/16	2016/17	2017/18	
Training of rural fire response personnel including voluntary rural fire force members								

Performance Standards Levels of Service (we provide)		Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10  2024/25
						Year 1	Year 2	Year 3	
						2015/16	2016/17	2017/18	
2.7.6	Enhance the professional development and competency of personnel involved in rural fire through participation in training and exercises.	Efficient management of rural fire fighting capability reduces fire consequences and increases protection of social and natural values and life safety	<p>Currently, there are approximately 200 personnel involved in rural fire fighting (including volunteers).</p> <p>The NRFA set minimum training standards for the rural fire roles of Crew Leader, Pump Operator, Basic Fire Fighter, and Fire Ground Entry. All fire fighters are to meet the minimum standards prior to going onto the fire ground. Furthermore, all personnel involved with rural fire are required to maintain competency to the relevant training standard, either through participation in exercises or attendance at an actual fire within two years of gaining the standard.</p> <p>Failure to comply with these standards could result in the NRFA not reimbursing Fire Authorities those fire fighting costs they are eligible to recover.</p> <p>The NRFA now requires Volunteer Rural Fire Force members to become basic fire fighters, which requires them to obtain two additional training unit standards compared to the single unit standard previously required to achieve minimum fire ground entry. This will take considerable time and commitment on the part of volunteers to achieve.</p>	<p>2013/14: 100% 2012/13: 100% 2011/12: 100% 2010/11: 100% 2009/10: 100%</p> <p>2013/14: 25% (22) Target: amended due the year from at least 50% to at least 30% due to change in national training requirements.</p> <p>2012/13: 64% (58) 2011/12: 80% (67) 2010/11: 40%+ (89) 2009/10: 34% (38)</p>	<p>The Forest and Rural Fires Act states that "every Fire Authority must comply with the standards set by the NRFA."</p> <p>Auckland Council Percentage of rural fire fighters that meet national training standards – current baseline 87%</p>	<p>2.7.6.1 95% of paid personnel meet the relevant training standards for their role</p> <p>2.7.6.2 At least 45% Voluntary Rural Fire Force members have obtained the "Basic Fire Fighter" national training standards</p>	<p>2.7.6.1 95% of paid personnel meet the relevant training standards for their role</p> <p>2.7.6.2 At least 55% Voluntary Rural Fire Force members have obtained the "Basic Fire Fighter" national training standards</p>	<p>2.7.6.1 95% of paid personnel meet the relevant training standards for their role</p> <p>2.7.6.2 At least 60% Voluntary Rural Fire Force members have obtained the "Basic Fire Fighter" national training standards</p>	<p>2.7.6.1 95% of paid personnel meet the relevant training standards for their role</p> <p>2.7.6.2 At least 70% Voluntary Rural Fire Force members have obtained the "Basic Fire Fighter" national training standards</p>

## 5 Review of cost effectiveness - regulatory functions and service delivery

The Local Government Act requires local authorities to review the cost effectiveness of current arrangements for delivering its services and regulatory functions

A review need not be undertaken if

- Delivery is governed by legislation, contract or other binding agreement that cannot be reasonably altered in the next two years.
- The benefits to be gained do not justify the cost of the review.

A review must be undertaken

- In conjunction with the consideration of any significant change to service levels
- Within two years before the expiry of any legislation, contract or other binding agreement affecting the service
- Not later than 6 years after any previous review.

A review must consider each of options 1 to 9 in the table below. Option 10 is discretionary.

Governance	Funding	Delivery	Option
CCC	CCC	CCC	1
CCC	CCC	CCO (CCC sole shareholder)	2
		CCO (CCC one of several shareholders)	3
		Other local authority	4
		Other person or agency	5
Joint Committee / Shared Governance	Joint Committee / Shared Governance	CCO (CCC sole shareholder)	6
		CCO (CCC one of several shareholders)	7
		Other local authority	8
		Other person or agency	9
Other arrangement	Other arrangement	CCC or other arrangement	10

**Service:**

Current Arrangements			
Governance	Funding	Delivery	Estimated Cost

Arrangements that cannot reasonably be changed in next two years			
Governed by Legislation	Contract or binding agreement	Not cost effective to review	Option

**Service:**

Current Arrangements			
Governance	Funding	Delivery	Estimated Cost

Review of options			
Option	Date of Last Review	Findings	Estimated Cost

## 6 Long Term Infrastructure Strategy

### 6.1 *Issues, principles and implications*

The Rural Fire activity does not require an infrastructure strategy.



## 7 Review of cost-effectiveness - infrastructure delivery

The Rural Fire activity does not require an infrastructure strategy.

## 8 Significant Effects

The significant negative and significant positive effects are listed below in Tables 8-1 and 8-2 respectively.

**Table 8-1 Significant Negative Effects**

Geotechnical issues post earthquake compromising the safety of fire management activities	<p>Implementation of work safety procedures around fire response into the Port Hills and Banks Peninsula, including decision support processes around rules of engagement.</p> <p>Involved in the development of maps to inform first responders of known geotechnical risks in and around the Port Hills.</p> <p>Reinforcement of safety procedures through training and effective briefings.</p>
Increased fire risk associated with climate change	Continuous review of fire management strategies, policies and procedures to ensure that environmental changes are factored into planning processes.
Changing audit requirements imposed by external agencies	<p>Actively participate in consultation processes regarding proposed review of National Standards.</p> <p>Ensure that fire management strategies, policies and procedures are amended to conform with new standards, with early adoption recommended provided sufficient budgetary provision is available to do so.</p>
Condition of rural fire facilities, especially on Banks Peninsula.	<p>Manage replacement and maintenance through operational and capital funding strands.</p> <p>Submit grant applications to the National Rural Fire Authority to partially fund replacement of fire depots associated with Voluntary Rural Fire Forces.</p>

**Table 8-2 Significant Positive Effects**

<b>Safety of emergency responders</b>	<p>Council promotes safe emergency response operations through the provision of training and the provision and maintenance of adequate fire fighting equipment (including personal protective equipment).</p> <p>Existing policies and procedures for fire management maintain a strong focus on responder safety.</p>
<b>Public safety</b>	Fire management activities are targeted around reducing the impact of potentially damaging rural fires, including reducing the potential for harm through prevention or prompt and effective suppression.
<b>Protection afforded to property, commercial, cultural and environmental values</b>	Strategic/Tactical Fire Management Plans have been developed to identify key values at risk of the spread of rural fires, with mitigations recommended to afford protection both before and during rural fire incidents

## 8.1 Assumptions

Council has made a number of assumptions in preparing the Activity Management Plan. These are discussed in detail in Appendix Q. Table 8-3 lists the most significant assumptions and uncertainties that underline the approach taken for this activity.

**Table 8-3 Major Assumptions**

Assumption Type	Assumption	Discussion
<b>Timing of capital projects.</b>	That capital projects will be undertaken when planned.	The risk of the timing of projects changing is high due to factors like All-of-Government policy changes, finalisation of cost sharing arrangements (NZFS co-location), funding and land availability. Some of these are outside the control of Council, but where feasible it endeavours to mitigate these issues by undertaking the consultation, investigation and design phases sufficiently in advance of the construction phase. If delays are to occur, some projects may have moderate effects on the level of service.
<b>Funding of capital projects.</b>	That the projects identified for subsidies from the NRFA will receive subsidy at the anticipated levels.	The risk of Council not receiving project subsidy is high for large projects such as vehicle replacement and facility builds due to the current NRFA criteria. If subsidies are not secured it may have significant effect on the levels of service as projects may be deferred due to lack of funding.
<b>Changes in legislation and policy, and financial assistance.</b>	That there will be no major changes in legislation or policy.	The risk of major change is high due to the changing nature of the government and politics. If major changes occur it is likely to have an impact on the required expenditure. Council has not mitigated the effect of this.

## 9 Risk Management

This approach includes risk management at an organisational level (Level 1). The treatment measures and outcomes of the organisational level risk management are included within the LTP.

**Table 9-1 Significant Risks and Control Measures**

<b>Emergency Responder safety</b>	Comprehensive Health and Safety Plan, Hazard Register maintained, staff trained and regular briefed on HSE issues	Continuous review and updating of HSE policies and procedures	HIGH
<b>Public safety:</b> significant rural fire event	Emergency services response supported by rural fire in accordance with Council policy and procedures	Review Fire Plan and maintain response arrangements and agreements	HIGH
<b>Damage to property, cultural or environmental values:</b> significant damage due to inadequate emergency response to rural fire event	Prioritisation of emergency response in accordance with policy. Planning and development of strategies takes into consideration current knowledge of key values at risk.	Review of Strategic/Tactical Fire Management Plan and implementation of recommended mitigations where adequate budget provision.	HIGH
<b>Failure to meet external audit requirements</b>	Policies and procedures developed and implemented to comply with National Standards	Review and new development to ensure National Standards met	
<b>Failure to recover fire suppression costs</b>	Compliance with administrative and reporting requirements of the NRFA for Rural Fire Fighting Fund Claims.	Maintain emphasis on reporting requirements and provide adequate training to facilitate compliance.	
<b>Inadequate insurance to cover fire suppression costs in forest areas</b>	Insurance arrangements in place	Re-evaluate annually based on area of forest cover	
<b>Critical staffing shortages</b>	Internal arrangements for staffing maintained with other functional units. Arrangements and agreements in place with other service providers/contractors.	Strengthen internal arrangements through improved awareness of consequences. Consider options for developing redundancy for key functional roles.	

## 10 Improvement Plan

The Rural Fire activity does not require an Improvement Plan.

## 11 Operations, Maintenance and Renewals Strategy

### 11.1 Operations and Maintenance

The Christchurch City Council Rural Fire Authority achieves delivery of its objectives through a combination of staff, contractors and volunteers. In particular, provision of emergency response capability comes from all three sources or personnel, including via arrangement with the NZ Fire Service. In terms of maintenance, where this is minor it is undertaken by staff through internal arrangements. Otherwise, contractors are engaged to perform maintenance of plant and facilities where required.

A Service Level Agreement exists with City Care Limited for the provision of fire-fighters and emergency fleet management.

### 11.2 Renewals

Asset renewal and replacement is considered based on the effective working life and a plan has been determined for fleet through consultation with appropriate internal staff. Condition reports are completed regularly for significant assets to determine their current state, with renewal undertaken where deemed necessary for reasons of imminent failure or where the cost of maintenance becomes uneconomical. Criticality of assets is considered during renewals planning with higher levels of condition monitoring applied to assets where the risk of failure of critical assets is sufficiently high while low criticality assets are renewed on a reactive basis. In the interests of cost effectiveness, if a condition report suggests that the life of an asset can be extended beyond the predetermined age then this will be actioned.

A review of assets on Banks Peninsula needs to be undertaken in consultation with key staff and Community Boards to determine future needs, especially regarding the location and type of facility and associated equipment.

## 12 Key Projects

Table 12-1 details the key capital and renewal work programmed for years 2015 to 2025.

**Table 12-1 Key Projects**

Project Name	Description	Year 1 (\$)	Year 2(\$)	Year 3 (\$)	Years 4-10 (\$)	Project Driver
	For details of the capital works relating to this activity refer to the draft Capital Programme, draft Long Term Plan, volume 1					

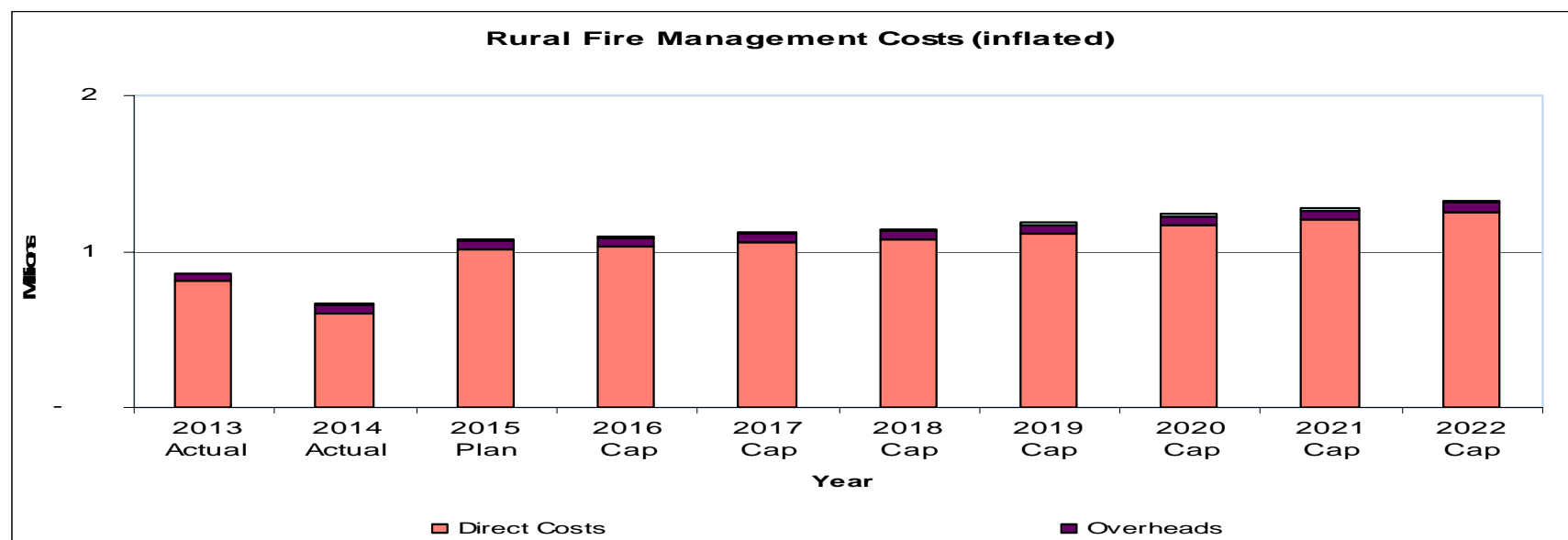
Note: G = Growth, LoS = Levels of Service, R = Renewal

## 13 Summary of Cost for Activity

Figure 13-1 Summary of Cost for Activity

RESILIENT COMMUNITIES - RURAL FIRE MANAGEMENT					Funding splits exclude EQ Costs from all calculations				
Funding Caps in 2015/16 Dollars									
	2014/15 Annual Plan	2015/16	2016/17	2017/18	Funding - User Charges	Other revenue	General rate	Targeted rate	Period of Benefit (years) Comments
	000's								
<b>Operational Budget</b>									
Reduction, Readiness & Response (RFF)	761	775	769	760					
Training Personnel and Volunteers (RFF)	254	260	258	253					
<b>Activity Costs before Overheads</b>	<b>1,014</b>	<b>1,035</b>	<b>1,026</b>	<b>1,014</b>					
Earthquake Response Costs	-	-	-	-					
Corporate Overhead	54	54	53	50					
Depreciation	6	7	9	12					
Interest	-	-	-	-					
<b>Total Activity Cost</b>	<b>1,075</b>	<b>1,096</b>	<b>1,089</b>	<b>1,075</b>	16% Some	0%	84% Majority		
<b>Funded By:</b>									
Fees and Charges	168	173	173	173					
Grants and Subsidies	-	-	-	-					
Earthquake Recoveries	-	-	-	-					
<b>Total Operational Revenue</b>	<b>168</b>	<b>173</b>	<b>173</b>	<b>173</b>					
<b>Net Cost of Service</b>	<b>907</b>	<b>923</b>	<b>916</b>	<b>903</b>					
<b>Funded by:</b>									
<b>Rates</b>	<b>907</b>	<b>923</b>	<b>916</b>	<b>903</b>					
<b>Earthquake Borrowing</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>					
<b>Capital Expenditure</b>	<b>907</b>	<b>923</b>	<b>916</b>	<b>903</b>					
Earthquake Rebuild									
Renewals and Replacements									
Improved Levels of Service									
Additional Demand									

Figure 13-2 Rural Fire Costs (inflated)



Rural Fire Management Costs (inflated)

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Direct Costs	814,178	601,975	1,014,380	1,035,428	1,057,214	1,075,674	1,116,927	1,166,392	1,205,351	1,253,269
Overheads	45,706	54,541	54,361	53,579	54,655	52,955	55,436	58,247	57,711	59,195
Depreciation	2,045	12,117	5,967	6,996	9,670	12,230	13,554	13,586	13,905	13,041
Debt Servicing	-	-	-	-	-	-	-	-	-	-
Earthquake Resp	-	-	-	-	-	-	-	-	-	-
	861,929	668,633	1,074,708	1,096,003	1,121,538	1,140,860	1,185,918	1,238,226	1,276,968	1,325,504