



**Auckland Council
Community Facilities**

HEALTH, SAFETY & WELLBEING

Doc No: ACFA0010519



**Auckland Council
Firearms Audit Report
April/May 2019**

WE LOOK AFTER OUR **SAFETY & WELLBEING**



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Executive Summary

In the light of the terrorist attack that occurred in Christchurch on 15 March 2019, the Government ordered a review of the New Zealand Firearms laws. Auckland Council in response ordered a full firearms audit to assure that all Auckland Council owned firearms are stored, used and maintained as per Legislation and Industry Best Practices.

Between 29 April and 17 May 2019, the Health, Safety and Wellbeing team from Auckland Council Community Facilities Department executed a Firearms Audit at Auckland Council managed sites including ^{s6(b) Endanger the safety of any person}
s6(b) Endanger the safety of any person

The audit found that most of the Auckland Council owned firearms were compliant to new firearms legislation that came into effect on 12 April 2019. Five shotguns were, however, found to be illegal under the new legislation due to the size of the tube magazine attached to the firearms. These firearms will be discarded in accordance with the NZ Police instructions when these become available. In the meantime, as per instructions from NZ Police, these firearms are labelled "Do Not Use" and are secured in their respective site's gun safes at the following ^{s6(b) Endanger the sa}
s6(b) Endanger the safety of any person

In terms of ammunition and general storage of firearms most of the Auckland Council storage arrangements were compliant, four sites however did not store ammunition as per current legislation and are therefore non-compliant.

Audit Team

^{s7(2)(a) Privacy}, Health & Safety Manager Community Facilities (ex-military with foreign weapons - and Police Special Weapons Ammunition and Techniques (SWAT) training,)

^{s7(2)(a) Privacy}, Health & Safety Lead – Operations and Maintenance (ex-military, NZ Firearms License)

^{s7(2)(a) Privacy}, Health & Safety Lead – Project Delivery (ex-military with foreign weapons - and Police Special Weapons Ammunition and Techniques (SWAT) training, NZ Firearms License)

^{s7(2)(a) Privacy} Health and Safety Lead - Audits



Scope and Limitations

Inclusive in the scope of the Auckland Council Firearms Audit 2019, was the inspection and assessment of the storage and management of all Auckland Council owned firearms, within the Auckland Council region. The areas identified and included in the scope were: s6(b) Endanger the safety of any person

Out of scope for this audit was the consideration of procedures for firearms not belonging to Auckland Council, but may be brought on to, and used, on Auckland Council land by employees or contractors for whatever reason.

Since no comprehensive register of Auckland Council owned firearms existed at the onset of the audit, the audit was limited to what the staff at the various locations were willing to disclose for the purpose of the audit. It is not insinuated that any information or firearms were not disclosed, it is merely stating the limitation.

Methodology

The audits were undertaken by means of a best practice template developed by the audit team and then uploaded into an audit tool, iAuditor. This process ensured consistency in auditing through the application of set parameters for each site audited. The audits consisted of an interview with people (Auckland Council staff) knowledgeable in the management of firearms of that particular Auckland Council Business area. These included, to name a few, Managers, s6(b) Endanger the safety of any person, s6(b) Endanger the safety of any person members of the s6(b) Endanger the safety of any person, Health and Safety Representatives, etc. The interviews were followed by a physical inspection of the storage arrangements of the firearms and ammunition, and concluded with a physical inspection, pictures and information collection of each firearm on site.

In addition, firearms registers, procedures and other applicable information supplied by s6(b) Endanger the safety of any person were also included in the auditing (information gathering and analysis) process. Auckland Council procurement information were also requested, but the limited details captured, provided no valuable insights.



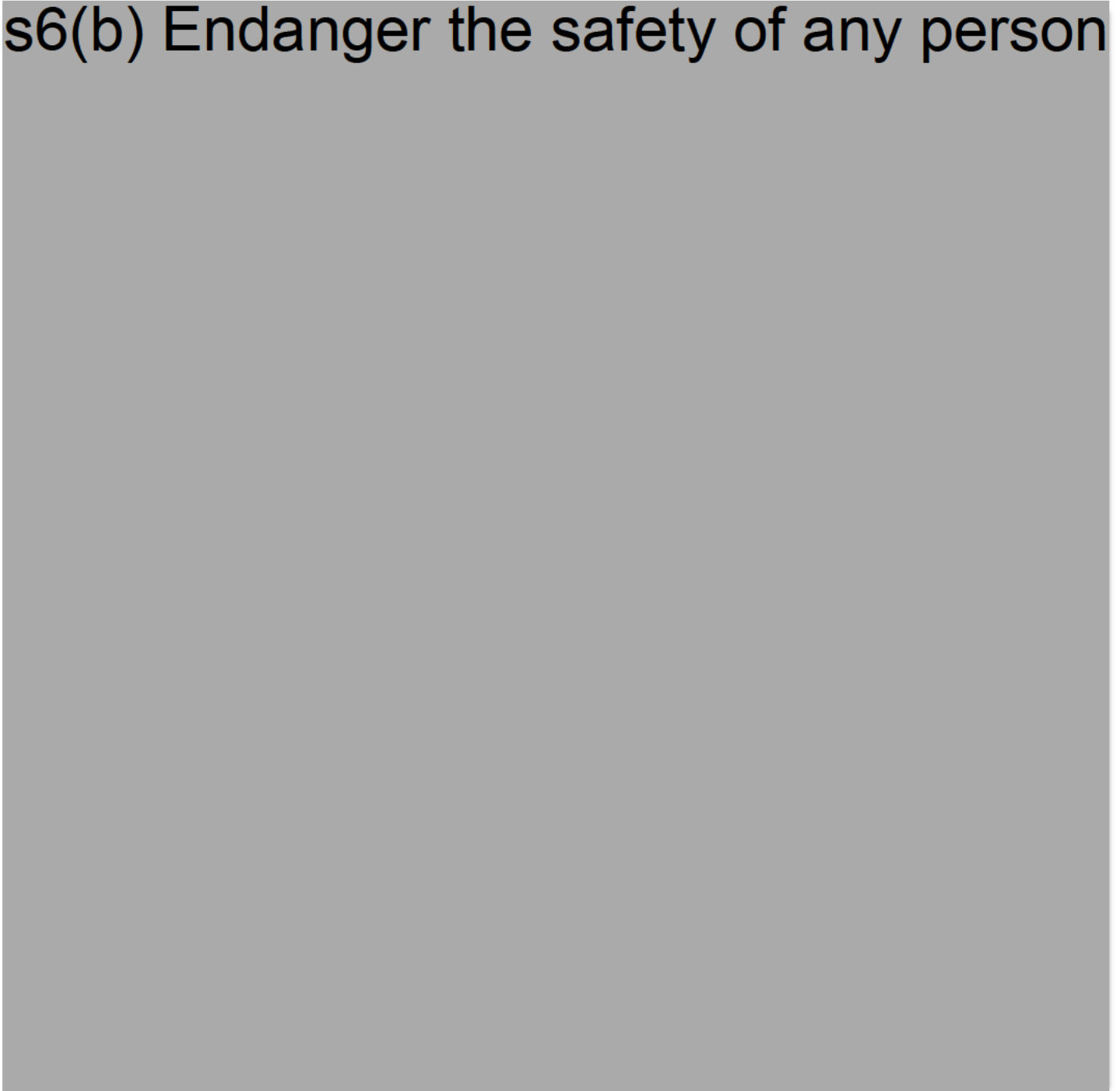
Audit Result Summary

Auckland Council - Firearms Audits broad overview								SAFE			
								NEED ATTENTION			
								AT RISK			
								ACTION			
Organisation	Region / Location	Audit Date	Audit Total Score	Firearm Storage	Ammo Storage	Ammo Record	Administration	Training	Maintenance	No of Firearms	Illegal Fire Arms on site
s6(b) Endanger the safety of any person											
										Total Fire Arms	62



Map of Audited Auckland s6(b) Endanger the safety of any person

s6(b) Endanger the safety of any person





New Firearms Laws – Actions required

From 12 April 2019, the New Zealand Firearms Legislation put five of the Auckland Council owned shotguns on the illegal list due to the size of the fitted tube magazines.

Source: <https://www.police.govt.nz/advice/firearms-and-safety/changes-firearms-law-prohibited-firearms/information-prohibited-firearms>

On a National level NZ Police instructed that all illegal firearms must be reported (the process is described on the link listed below) and securely stored and not used. Once the processes and actions have been finalised on a Government level, NZ Police will be in contact with the people who need to take action relating to illegal firearms.

66(b) Endanger the safety of any pers have been in contact with NZ Police and received instructions to label and secure the firearms in the site safes until further instructions provided.

Source: <https://www.police.govt.nz/advice/firearms-and-safety/changes-firearms-law-prohibited-firearms>

What “good” Firearms Management looks like

Taking into consideration New Zealand Firearms Legislation, accepted Industry best practices and general Health, Safety and Wellbeing standards, “good” firearms control and management would portray the following characteristics (this list is comprehensive, but not exhaustive):

- Firearms purchasing-, control- and management procedures are dictated and regulated by an overarching Firearms Policy and a central, detailed firearms register is kept of all owned firearms and their locations;
- Firearms stored in approved gun safes, secured to building structures, inside access-controlled offices or workshops, which are in turn alarm controlled;
- Ammunition is stored separately from the firearms in a safe or lockable container;
- Access codes or keys to gun safes and ammunition safes are controlled and all access actions are recorded in a register – Firearms sign-in/sign-out register, including purpose;
- Firearms use is authorised and records are kept of authorisations;
- Ammunition replenishments and expenditures are authorised and records kept of authorisations;
- Ammunition register is kept up to date with replenishments and/or expenditures;
- Firearms maintenance is planned and scheduled at specified frequencies;
- Current NZ Firearms License is required for all persons having access to firearms or ammunition storage;
- Internal vetting process and “need for use” is conducted in addition to the standard Police vetting process for the approval of a NZ Firearms License;
- Regular training of all vetted staff is scheduled, executed and records of training stored. Any staff not trained or considered incompetent as an outcome of the training, is not allowed access to the firearms;
- Secure transport practices of firearms are implemented by all users – in the form of lockable containers or securing firearms in vehicles;
- Disposing and replacement of firearms through authorisation only and all firearms registers updated accordingly.



Audit Findings

Firearms Policy

Applicability – All

The audit found that no overarching and comprehensive Auckland Council Firearms Policy exists, to provide guidelines and instructions to all sectors within Auckland Council where firearms are held and used. In some areas, local arrangements were implemented and managed well, such as at ^{s6(b) Endanger the safety of any person} and within ^{s6(b) Endanger the safety of any person}. The shortfall of not having an overarching policy in place, causes certain processes and management procedures to be inconsistent (and at risk) between locations.

Audit frequency

Applicability – All

No records or evidence were presented from any of the audited sites, indicating that previous internal or external firearms audits were conducted with regards to Auckland Council owned and/or manager firearms. This lack of overall monitoring of the firearms, especially for ^{s6(b) Endanger the safety of any person}, links in to and provides the root cause as to why the firearms registers that were presented, were only partially accurate.

Firearms storage

Applicability – All

The inspections of the various locations provided sufficient evidence that the firearms kept on site were securely stored, as per legal requirements and in line with good industry standards. The firearms were primarily secured in gun safes or gun racks, secured to building structures and locked in alarm-controlled buildings.

Applicability – ^{s6(b) Endanger the safety of any pers}

In isolated instances, firearms were either not stored in approved gun safes, secured to building structures and/or also not in alarmed or access-controlled buildings. The instances mentioned here are not legal compliance fails but highlighted elements compared to good industry standards.

Auckland Council Firearms Management

Applicability – ^{s6(b) Endanger the safety of any pers}

As part of the audit, documentation, such as purchase registers, firearms and ammunition registers, training registers, etc. were requested from various sources, such as procurement, people leaders and department managers. From the information received and reviewed, the general observation was that, for many areas, limited information was recorded and where it was recorded, it was not maintained over time and thus inaccurate. This led to inconsistencies picked up during the audit, especially on the firearms registers that were supplied, i.e. some registers indicated firearms that were not viewed on site or registers did not indicate the firearms actually stored on site. Procurement records did not reflect serial numbers or description of firearms therefore the information couldn't be used to verify the inventory.

Master list for all Auckland Council owned firearms

Applicability – All

The audit found that no master list (Firearms Register) exists for all the firearms owned by Auckland Council, which in turn, makes control and management impossible.

Within the limitations as mentioned above, a complete master list of all Auckland Council owned firearms and an ammunition register up to date at the time of the audit, are two of the outcomes from this audit.



Firearms Maintenance

Applicability – All

Most of the auditors are ex-military staff and even though the aim of this audit was not to impose a military standard inspection, it must be noted that some of the firearms were in poor state with respect to cleaning and general maintenance. s6(b) Endanger the safety of any person are commended for presenting their firearms in pristine condition and it is clear that the firearms are regularly cleaned (or at least after use).

No records were presented proving regular maintenance or serviceability checks by a qualified external armourer, which could put the users of the firearms at risk, especially when the firearms are getting older and not maintained well. It must be noted in this section that there are firearms currently in storage which have been marked as unserviceable and will need to be disposed of asap.

Need for firearms at all locations

Applicability – s6(b) Endanger the safety of any pers

s6(b) Endanger the safety of any person

Type and quantity of firearms on site

Applicability – s6(b) Endanger the safety of any pers

Linking into the element mentioned above it was noted and also concluded from some of the interviews with the staff, that the type of firearms they have on site does not necessarily match the purpose. s6(b) Endanger the safety of any person

From a perspective of putting down a big animal in the most humane way possible, this type of firearm and/or ammunition would not be suitable.

Ammunition

Applicability – s6(b) Endanger the safety of any pers

The ammunition storage at most of the sites were in line with legislation and industry best practices. There were isolated instances where ammunition was stored in the same safe as the firearms and not in a separate lockable container or not in a secured location with access control. It is a legal requirement for firearms and ammunition to have separate access controls in place, for example, firearms locked in a gun safe and ammunition stored in a separate safe. Some gun safes have a separately lockable compartment inside the safe. This is acceptable and legal for storing ammunition if the gun safe door key and the internal compartment keys are different and, it goes without saying, that the keys should then be stored in different locations.

s6(b) Endanger the safety of any person



Audit Recommendations

Firearms Policy

It is recommended that Auckland Council develop a comprehensive Firearms Policy that can be applied to all sectors within Auckland Council where firearms are held and used.

Audit frequency

Due to the high risk associated with firearms, it is recommended that an annual audit be conducted on all Auckland Council owned firearms.

Firearms and Ammunition storage

As far as complying to legislation goes, five shotguns were identified illegal according to the new legislation. These firearms were reported to NZ Police and the applicable s6(b) Endanger the safety of any person [redacted] are waiting on further instructions from the NZ Police on what actions to take.

All the sites but three, had their firearms stored in approved gun safes. Two sites made use of approved gun racks mounted against an internal wall s6(b) Endanger the safety of any person [redacted] and one site s6(b) Endanger the safety of any person [redacted] locked the firearms in a metal cabinet, also secured against a wall inside a cupboard. Even though these storage arrangements are all satisfying legal requirements, it is recommended, in line with good industry standards, that only approved gun safes are used for the storage of firearms due to the better access control and for keeping the firearms away from unnecessary exposure to elements such as dust and moisture.

Most storage arrangements were inside access controlled offices or workshops with alarm systems installed, which is exemplary of good industry standards. For the sites not having alarm-monitored access control, this is thus recommended. s6(b) Endanger the safety of any person [redacted]

NZ Police advocate [seven firearms safety rules](#). Rule 6 states: “You are required by law to have a safe and secure place to store your firearms at your premises. Store firearms and ammunition separately, out of the reach of children, out of view and in a secure room, rack or cabinet approved by your Arms Officer.” This rule continues with instructions to remove bolts from bolt-action rifles, remove magazines, etc. and lock these components away separately to the firearms.

From the quote above a legal issue is highlighted with respect to the storage arrangements of ammunition with relation to the firearms. s6(b) Endanger the safety of any person [redacted]

Firearms transported and/or stored away from Auckland Council sites

s6(b) Endanger the safety of any person [redacted]



s6(b) Endanger the safety of any person

[Redacted text block]

Auckland Council Firearms Management

To ensure consistency in the elements listed below, it is recommended that all Auckland Council owned firearms are managed and controlled by a single central function (manager) who oversees and authorises the following:

- vetting procedures for users of Auckland Council owned firearms;
- procurement of firearms, i.e. purchases, repairs, disposal and/or replacing or old firearms;
- standardising the storage arrangements – all firearms in approved gun safes secured to building structures and ammunition stored in separate safes in access-controlled spaces;
- firearms training procedures (as part of initial vetting and continuous training);
- overall firearms control – standardising signing in and -out procedures for official use;
- ammunition register management, i.e. purchase-, storage- and expenditure control;
- firearms maintenance procedures and frequencies;
- schedule and manage annual firearms audits.

Master list for all Auckland Council owned firearms

A Firearms Register of all Auckland Council owned firearms, and an Ammunition Register from the various locations, are two of the outcomes from this audit (*Appendix 1 and 2*). It is recommended that this *Master* Firearms Register be kept at a central location for control purposes and that the “Firearms Manager” maintain this list.

Firearms Maintenance

It is recommended that regular inspections (spot checks) be conducted on the Council owned firearms to ensure that the firearms are maintained and kept up to an acceptable standard.

Following this audit, it is recommended that all Auckland Council firearms are inspected (and services where applicable), by a qualified armourer. It is furthermore recommended that a maintenance schedule be implemented to have all the Auckland Council firearms serviced and checked by an external qualified armourer, at an annual frequency. It is envisioned that the “Firearms Manager” will be responsible to coordinate this process.

Need for firearms at all locations

s6(b) Endanger the safety of any person

[Redacted text block]

This could improve overall firearms control but also links into one of the other audit elements, secure transportation capabilities and procedures will have to be implemented and monitored.

To determine which site should be allocated firearms, it is recommended that each site does an immediate risk assessment and present a business case for the justification of why they require to have firearms on that site.



Type and quantity of firearms on site

s6(b) Endanger the safety of any person

Linking into the element mentioned above, it should also be noted in the business case, the type and the purpose of the firearms that are required.

s6(b) Endanger the safety of any person

The business case presentation is not recommended for s6(b) Endanger the safety of any person, as these two facilities have provided sufficient evidence to satisfy the requirements for the numbers and types of firearms they have under their control. It is, however, recommended that any firearms not in use or that are due for replacement and/or disposal be actioned.

A general recommendation is made that all outdated and/or unserviceable firearms are removed from sites as soon as possible and returned to sellers or to NZ Police for destruction. Examples of outdated firearms would be shotguns that are not able to shoot steel ammunition, instead of lead. New environmental regulations prohibit the use of lead ammunition.

Ammunition quantities

At some of the s6(b) Endanger the safety of any person the audit found that the amounts of ammunition stored on site, as is portrayed on the Ammunition Register (*Appendix 2*), was in excess of what would be considered a requirement under normal circumstances. It is thus recommended that minimal quantities of ammunition are stored on site and that ammunition for training purposes is purchased on or the day before the training and expended in total on the day of the training.

Tracking of assets

Firearms are not only restricted items that require additional control and management procedures to ensure compliance and safety around the storage and use of them, the Auckland Council owned firearms are also valuable assets. It follows that such high risks assets justify additional monitoring and even physical tracking.

s7(2)(i) Prejudice to negotiations

[Redacted content]

If a different system already exists within Auckland Council that can be utilised for this purpose, possibly with Property or ICT teams, it is recommended to have this implemented asap.



Conclusion

From the audit conducted over ^{§5(2)E} Auckland Council Managed sites where firearms are stored and used, a general conclusion can be made that the storage of ammunition by Auckland Council in some locations are currently illegal. In addition, 5 of the 62 firearms owned and managed by AC are illegal.

It must, however, be stated that various opportunities for good practice improvement exist, such as with overall firearms control and management, training requirements, drafting and implementation of administrative processes and procedures, general transport arrangements, the types, number and allocation of firearms and possibly the tracking of the assets.

The five illegal shotguns are managed and further instructions from NZ Police will dictate next actions to be taken in this regard.

The storage arrangements of the ammunition, being the only other legal issue, should be addressed asap. as per recommendations made in this report.

As further assistance to improve Auckland Councils' overall firearms management, a suggested Action Plan is included as an appendix (*Appendix C*) to this report.



Appendix 1 – Firearms Register

S/No	Business Type	Location	Firearms Description	Calibre	Make	Magazine	Supressed	Scoped	Serial Number	Storage Location	Alarmed	Comments
s6(b) Endanger the safety of any person												



S/No Business Type Location Firearms Description Calibre Make Magazine Supressed Scoped Serial Number Storage Location Alarmed Comments

s6(b) Endanger the safety of any person

Sites do not at present have any firearms on site

s6(b) Endanger the safety of any person

Auckland Council Firearms- / Ammunition Register (embedded):

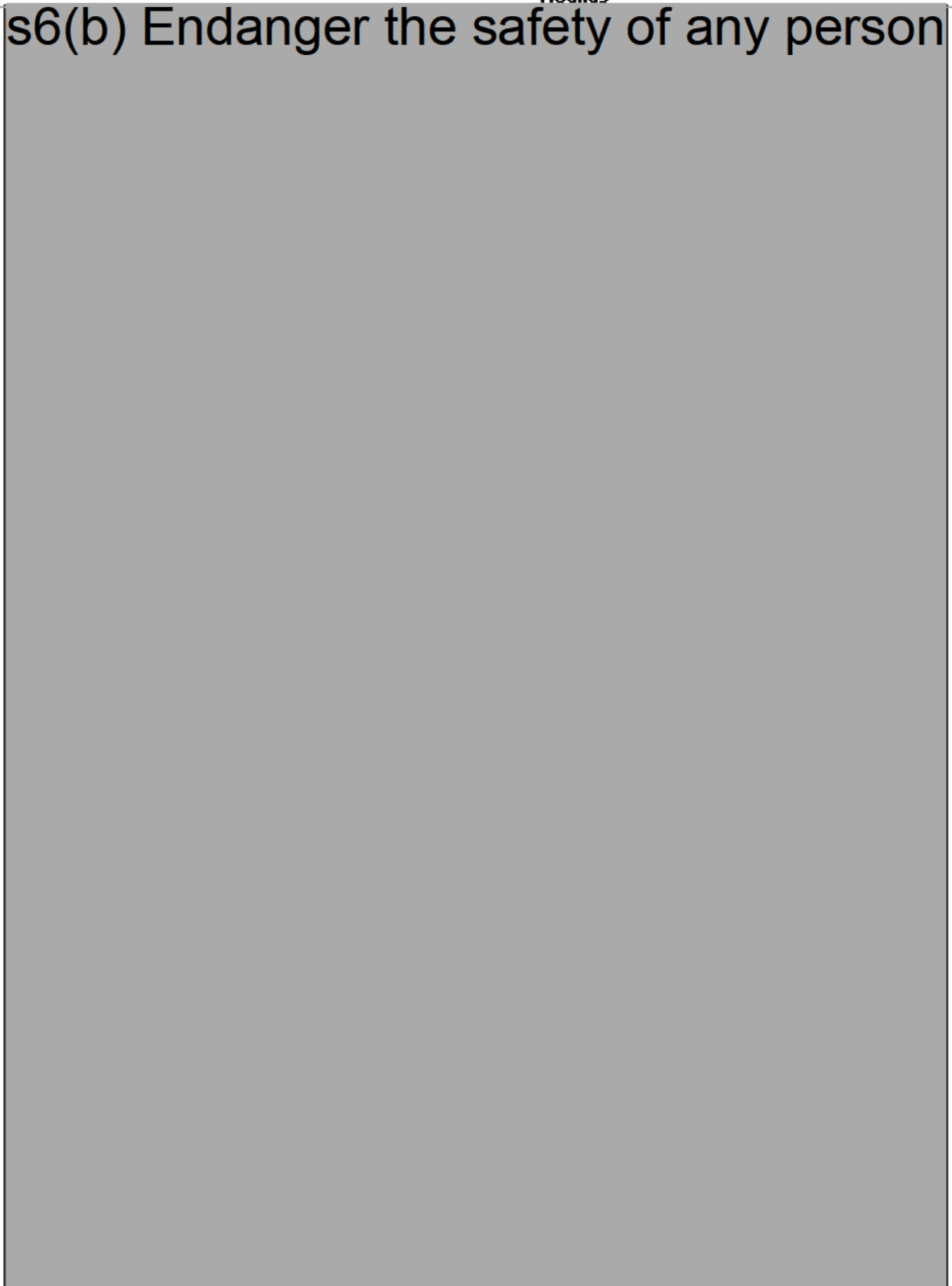
s6(b) Endanger the safety of any person



Appendix 2 – Ammunition Register

S/No	Business Type	Location	Calibre	Description	Quantity Rounds	Storage Location	Alarmed
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s6(b) Endanger the safety of any person





Appendix 3 – Action Plan

Action 1

Auckland Council to appoint a Manager/Function to take full control of all Auckland Council firearms and the general management thereof.

In the interim the CF HSW Manager to be mandated to manage these requirements until hand over to a manager appointed/mandated by Auckland Council. An immediate directive must come from this mandate that no firearms/ammunition to be moved/purchased/replaced or destroyed from current locations without informing the HSW manager CF. Primary reason for this is to keep the master registers current until hand over.

Action 2

The appointed Auckland Council Firearms Manager should draft and be responsible for an Auckland Council Firearms Policy, stipulating procedures for: (as a minimum)

- vetting users of Auckland Council owned firearms;
- procurement of firearms, i.e. purchases, repairs, disposal and/or replacing or old firearms;
- firearms training (as part of initial vetting and continuous training);
- overall firearms control – gaining authority for use and standardising signing in and -out procedures for official use;
- ammunition register management, i.e. purchase-, storage- and expenditure control;
- Establishing appropriate ammunition levels at each site.
- firearms maintenance and frequencies;
- firearms audits, i.e. frequencies and reviews.

Action 3

s6(b) Endanger the safety of any person to substantiate by means of business cases the need for firearms allocated to specific sites. All business units to determine and substantiate appropriate ammunition levels at each location.

Action 4

Storage facilities of all Auckland Council owned firearms should be standardised. The recommendation is that all firearms are stored in approved gun safes (not gun racks), secured to internal walls within an access-controlled office that is fitted with an alarm system. Where not yet standard practice, separate stand-alone safes should be sourced for the safe-keeping of ammunition.

Linking into the above, it is further recommended that where fire arms are to be transported in vehicles, appropriate storage arrangements be implemented. Lockable, vehicle-secured gun racks or gun boxes (safes) are recommended. This is in line with good industry standards, as legislation at present, states that, when firearms are transported, the vehicles are not to be left alone. Hence it makes much better sense to have secure storage arrangement for firearms transportation.