

10. REVIEW OF COUNCIL'S CIVIL DEFENCE EMERGENCY MANAGEMENT ARRANGEMENTS

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PURPOSE OF REPORT

1. The purpose of this report is to request the Council to consider proposed changes to existing civil defence emergency management (CDEM) arrangements, in particular those civil defence functions Environment Canterbury currently undertakes on behalf of this Council.

EXECUTIVE SUMMARY

2. A review of the Council's existing civil defence emergency management (CDEM) arrangements, particularly those contracted to Environment Canterbury, was undertaken by Streamliners Consulting Ltd in August 2005.
3. A service level agreement is currently in place between this Council and Environment Canterbury. This Service Level Agreement requires Environment Canterbury to provide for the following:
 - A fully operational emergency operations centre (EOC);
 - A minimum of three trained and equipped rescue response teams that meet the national urban search and rescue standards;
 - A radio telephone network that provides communication between the City EOC, Area Headquarters (11), Engineers Headquarters, Rescue Headquarters, and the Rescue Report Centre;
 - CDEM training of volunteers;
 - A public education programme to increase the public's awareness on how to prepare and respond to an emergency.
4. As a result of the review, it is proposed that:
 - The City EOC be relocated to the Civic Offices;
 - Council staff be recruited and trained to undertake functions within the City EOC;
 - The necessary rescue equipment be acquired;
 - A change to a Council ward based structure be implemented for CDEM delivery throughout the city;
 - An electronic messaging system be implemented;
 - Emergency radio telephone requirements be reviewed.

FINANCIAL AND LEGAL CONSIDERATIONS

5. For the 2004/05 financial year Environment Canterbury incurred expenditure of \$747,100 in order to meet the targets set in the CCC CDEM Service Level Agreement. This expenditure is funded by this Council (\$646,900) with the exception of a subsidy from the Ministry of Civil Defence & Emergency Management (\$98,200).
6. The total CDEM budget provision for 2005/06 amounts to \$813,260. This includes \$648,961 in relation to the CDEM Service Level Agreement undertaken by Environment Canterbury and \$164,299 in relation to the Council's internal CDEM budget provision. No increase of the current operational budget provision (excluding inflation factors) is forecast for 2006/07 as a result of bringing 'in-house' those CDEM functions currently contracted to Environment Canterbury. However, it is possible that capital expenditure budget provision will be required for 2006/07. Budget provision of approximately \$70,000 may be required to purchase an emergency radio telephone network. An analysis of the existing system and the capability the City EOC will require will be undertaken during 2005/06. Such a network will be required in the event of land-line and cellphone networks not being operational following an emergency. Capital expenditure could also be required in 2006/07 to acquire, from Environment Canterbury, the rescue equipment of the four Christchurch rescue teams. It is thought that the current book value of this rescue equipment is approximately \$135,000.

7. Budget provision for the Canterbury CDEM Group, including the Canterbury Emergency Management Office is rated separately by Environment Canterbury. The Canterbury CDEM Group's costs are recovered as a separate rate by Environment Canterbury from all ratepayers within the Canterbury CDEM Group area. Christchurch ratepayers meet approximately 62% of the group's costs. Bringing "in-house" those CDEM function currently contracted to Environment Canterbury will have little, if any, impact on the Canterbury CDEM Group's budget.
8. The Council's Legal Services Unit has reviewed the current CDEM Service Level Agreement in place between Environment Canterbury and this Council and has advised there is no issue with terminating the current service level agreement when it expires on 30 June 2006.

STAFF RECOMMENDATIONS

It is recommended:

- (a) That the information be received.
- (b) That the current Civil Defence Emergency Management Service Level Agreement with Environment Canterbury not be renewed from 30 June 2006.
- (c) That staff take the necessary steps to ensure statutory CDEM obligations are met by CCC staff from 30 June 2006.

BACKGROUND ON THE REVIEW OF COUNCIL'S EXISTING CIVIL DEFENCE EMERGENCY MANAGEMENT ARRANGEMENTS

9. A review of the Council's civil defence emergency management arrangements was undertaken in May 2001. Following that review the Council recommended that:
 - (a) Environment Canterbury continue to undertake the civil defence functions for Christchurch City Council as per the Civil Defence Act 1983, and that proposed in the Civil Defence Emergency Management Bill.
 - (b) The Christchurch City Council and Environment Canterbury develop a formal service level agreement for the delivery of the civil defence functions as required under the Civil Defence Act 1983 and Civil Defence Emergency Management Bill.
 - (c) The arrangements are reviewed again in three to four years' time when the Canterbury Civil Defence Emergency Management Group has been established and running for a reasonable period of time.
10. The Civil Defence Emergency Management (CDEM) Act 2002 requires all local authorities to have in place an appropriate organisational structure with suitably trained and competent personnel for effective civil defence emergency management in its area.
11. This Council has contracted Environment Canterbury, since 1988, to undertake many of its CDEM functions. These functions relate mainly to the provision of an emergency operations centre from which civil defence emergencies are managed, personnel to operate the emergency operations centre, and training of community volunteers.
12. With the Canterbury Civil Defence Emergency Management (CDEM) Group formally established in April 2004 and in line with the Council's resolution above, an independent review of the existing CDEM arrangements was been undertaken in August 2005. Expressions of interest were sought from four external consultants with Streamliners Consulting Ltd being engaged.
13. The review focused on the following matters:
 - The benefits/disadvantages of the existing co-location of the Group Emergency Coordination Centre (ECC) and the City Emergency Operations Centre (EOC);
 - Whether accountabilities are clear and how structures could be improved to ensure clear roles and responsibilities;
 - The sustainability of the existing CDEM area structure within the city;
 - CDEM training.
14. The City's EOC is currently co-located with the Canterbury CDEM Group ECC in Environment Canterbury's Kilmore Street building i.e. both emergency centres utilise the same office and resources. The primary function of the Group ECC is to monitor and support emergencies being managed by each EOC within the Canterbury territorial authorities' area, and to coordinate resources required within each districts. The primary function of the City EOC is to respond to any emergency within the city that requires a significant multi-agency response. Following recent civil defence exercises questions have been raised as to whether the emergency centre, at Kilmore Street, is large enough to accommodate those involved in responding to an emergency affecting Christchurch and also those involved in coordinating a Canterbury region-wide emergency. An evaluation report produced following last year's civil defence exercise recommended that the Group ECC and City EOC be separated. Furthermore, confusion is caused in that some personnel within this joint emergency centre are required to perform roles for the City EOC and other times for the Group ECC. It is considered that by bringing those CDEM functions that Environment Canterbury currently undertakes in-house roles, responsibilities and accountabilities will be improved.

15. The city is currently is divided into 11 civil defence areas with an Area Headquarters located within each of these areas at the state co-ed high schools plus an central city Area Headquarters located within the Civic Offices. The primary functions undertaken at the Area Headquarters include the gathering and disseminating information, and community welfare i.e. coordinating of emergency accommodation, catering, clothing, and evacuee support. The Area Headquarters and Sector Posts (located at state primary schools) are currently resourced by community volunteers. It is proposed to realign the existing civil defence areas based on Council ward boundaries and to involve staff at the Service Centres (and other Council facilities, if necessary) to supplement the activities being undertaken by the community volunteers. Retention of volunteers has been identified as a problem over recent years. The use of Service Centres as Area Headquarters will have distinct advantages over the current system in that the Service Centre staff have a working knowledge of the area, established IT and communications to receive/send messages from the City EOC; Service Centre staff will be more accountable and can have more responsibility e.g. budget delegation.
16. It is proposed not to renew the current service level agreement with Environment Canterbury which expires on 30 June 2006. The training of staff, relocation of the EOC and realignment of the existing civil defence areas will need to be completed by 30 June 2006 – a target date that the consultant has suggested is achievable.
17. In summary, the outcome of the review is for:
 - The City EOC to be relocated to the Civic Offices;
 - Council staff to be recruited and trained to undertake functions within the City EOC;
 - Acquire necessary rescue equipment;
 - Change to a Council ward based structure for CDEM delivery throughout the city;
 - Implement an electronic messaging system;
 - Review emergency radio telephone requirements.
18. The consultant was required to meet with civil defence and emergency management personnel from Environment Canterbury, NZ Police, NZ Fire Service, St John Ambulance, Ministry of Civil Defence and Emergency Management, Community Public Health, Banks Peninsula District Council, and the chair of the Canterbury CDEM Coordinating Executive Group as part of the review process.
19. A copy of Streamliners Consulting Ltd's 'Executive Summary' is attached.

OPTIONS

20. Options available are as follows:
 - (a) Maintain the status quo i.e. continue to contract Environment Canterbury to undertake those CDEM functions currently provide under the ECan/CCC CDEM Service Level Agreement.
 - (b) The Council City Council delivers CDEM obligations ourselves.
21. Arguments for maintaining the status quo include:
 - Fewer liaison personnel from Emergency Services and partner agencies required;
 - High degree of rapport between ECC and EOC staff;
 - Purpose built emergency management building.
22. Arguments for Christchurch City Council deliver:
 - Greater ownership by the Council of an important local government function;
 - Council staff are better placed to perform the CDEM functions because of their knowledge of the city;
 - Previous exercises have identified a need to separate the ECC and the EOC due to the dual role staff have when the ECC & EOC are co-located;
 - Provide clarification of roles and responsibilities between the two centres.

PREFERRED OPTION

23. The preferred option is for 'in-house' delivery of civil defence emergency management.

ASSESSMENT OF OPTIONS

The Preferred Option

24. The preferred option will give the Council the opportunity to build upon the civil defence emergency management structure that Environment Canterbury has developed over the years. This Council's staff have an intimate knowledge of the city, the Council's systems, procedures and resources required to make timely decisions, thus enabling them to better serve the needs of the residents and business in the event of a civil defence emergency.
25. Although Council staff will need to be trained staff on specific EOC roles in order to satisfy the requirements of the CDEM Act i.e. to be "suitably trained and competent", this is not seen as a major issue.
26. By restructuring the existing civil defence structure and utilising Service Centres (or possibly other Council facilities) as Area Headquarters this would immediately improve communications between the City EOC as Service Centres already have access to the Council's IT systems, meaning they would be able to access or pass on information directly to and from the City EOC.

Maintain the Status Quo (If Not Preferred Option)

27. As mentioned above, problems have been identified by having the Group ECC and the City EOC co-located. The consultant advised that very early in the review process that those he spoke with all considered that the Group ECC/City EOC separation was required for each to be more effective.
28. Under the existing civil defence structure both Engineers Headquarters and Rescue Headquarters are located within the Civic Offices and those working in these areas feel isolated and under-represented within the EOC currently.