



**Belfast City Council**

<b>Report to:</b>	Strategic Policy & Resources Committee
<b>Subject:</b>	City Hall: Virement of Revenue Expenditure to Finance Development of Emergency Co-ordination Room
<b>Date:</b>	14 March 2008
<b>Reporting Officer:</b>	Gerry Millar....., <a href="#">Director of Improvement, ext. 6217</a>
<b>Contact Officer:</b>	Suzanne Wylie, Head of Environmental Health, ext. 3281 Michael Stanley....., <a href="#">CIT Project Management Unit, ext. 3483</a>

**Relevant Background Information**

Members will recall that at its meeting on 26 February the Committee agreed to defer consideration of the relocation of the emergency room to enable a report providing details on how the Health and Environmental Services Department proposed to finance the proposal to be submitted.

The matter was discussed ~~at the meeting of~~ the Health & Environmental Services Committee ~~at its meeting on 5 March when it was decided~~ to refer the matter to this meeting of the Strategic Policy & Resources Committee, to which the members of the Health & Environmental Services Committee have been invited, ~~to enable further information to be provided.~~

Members ~~of the Health and Environmental Services Committee~~ asked for the following information to be ~~included~~~~considered further~~:

- rationale for the emergency room proposal;
- cost estimate analysis;
- history of funding applications;
- examination of potential financial support from other emergency services.

**Key Issues**

A fully functional multi-agency emergency control centre is needed to enable the Council to fulfil the co-ordination role expected of it in the Civil Contingencies Framework. The need for such a facility was highlighted during the response to the flooding in June 2007.

Rationale

There is a strong case to be made for the provision of a much more functional emergency management centre in the City Hall which will enable the Council to more ~~adequately effectively~~ perform its responsibilities ~~under the Civil Contingencies Framework. These responsibilities include in~~ co-ordinating ~~emergency planning both planning for emergencies~~ and the response of a range of agencies in actual emergency situations, such as happened during the flooding in Belfast in June 2007.

The current emergency management arrangements in the City Hall consist of a very small room

in the basement which can accommodate a maximum of around 8 people at any one time. This means that once the Emergency Management Team (Chief Officers and Emergency Planning staff) are in the room along with some support staff to log ~~everything-all decisions that is happening~~ and to receive and make telephone calls, email and faxes, the room is extremely crowded and noisy. There is also no room for any other agencies to attend and provide a link back to their organisations. The City Hall basement itself is also susceptible to flooding.

The current facilities are far below the standard of those provided in some much smaller local authorities in Great Britain and, as demonstrated in the recent flooding response, would not be able to be used for a prolonged period should the Council face a much more protracted emergency with a more widespread recovery operation to support local residents and communities.

In addition, best practice would show that emergency responses are most effectively co-ordinated when there is co-location of a liaison person from some of the other key responding agencies, most notably, the Police. This then would enable linkages with the control rooms and response teams of other agencies ~~such as the PSNI and the Fire and Rescue Service~~. The PSNI ~~is has been asked~~ to provide £100,000 funding as a contribution to ensure that this room can provide facilities for their organisation and the necessary secure communication linkages which would allow this to happen (agreement is subject to confirmation from the NIO).

There is now an opportunity to include the development of a new multi-agency control centre in the redevelopment of the City Hall. A full Business-business case is attached at Appendix A which gives a full rationale for providing the centre and shows-details the facilities needed, the proposed layout and estimated costs. It should be noted that the advantage of such a facility being located in the City Hall was borne out during the flooding in that the Chief Officers, Heads of Service and other responding staff could access this quickly at various crucial times, leaving a core to direct, make decisions and communicate both internally and externally. ~~There is also potential~~ it will also be possible to use some of these spaces for meeting rooms, conference and training facilities at times when they are not being used for emergency response or exercises.

#### Cost estimate analysis

The estimated cost for the provision of the emergency room, based on the outline proposals included in the Business Case, is:

Building works	£215,000
Mechanical Services installation	£95,000
Electrical Services installation	£70,000
Audio/visual <u>and communications</u> equipment / <u>furniture</u>	<u>£70,000</u>
Total estimate	<u>£450,000</u>

#### History of Funding Applications

~~s 2006£60,000, training and provision of some equipment for the back up room in Duncrue. Earlier in 2007, a group of agencies came together to identify ways of accessing potential NIO capital funding which was thought to be available from the sale of government property, to fund some much needed public safety projects such as this. However this money was later earmarked by the Treasury for other larger capital schemes.~~

~~The PSNI has agreed, in principle (subject to confirmation), to provide an amount of An application for £100,000 towards the cost of the project has now been made to the NIO via the PSNI. This money would cover additional works needed for police secure communications, equipment, etc. The PSNI has been working in partnership with the Council on this proposal and final agreement is expected during this month.- H&ES to provide further info.~~

The DOE Local Government Division has, since 2006, provided limited funding to district councils to carry out emergency planning activities. This funding amounted to £60,000 last year and was

used to support salaries, training and provision of some equipment for the back up facility at Duncrue. Indications are that similar levels of funding will be available in the incoming financial year for these ongoing costs, but that no additional money will be available for capital work.

#### Examination of Potential Financial Support from other Emergency Services

Discussion with other Emergency Services is ongoing and a verbal update on this aspect will be provided at the meeting.

### **Resource Implications**

#### **Financial**

The Health and Environmental Services Department is currently forecasting a revenue under-spend of £350,000 in two main areas of expenditure.

As the opening of Park Road Recycling Centre had been planned for April 2007, a full year's running costs for the centre had been included in the 2007/08 revenue estimates. However, as the opening of the centre did not occur until August 2007, only 8 months running costs will have actually been incurred during 2007/08 and there is therefore a forecast under-spend of £100,000 in the revenue budget for the centre for the 2007/08 financial year. The full annual running costs of the centre were included in the 2008/09 revenue estimates.

The review and utilisation of the Vehicle Fleet by Cleansing Services and Fleet Management resulted in planned savings being included in the 2007/08 efficiency programme. This review work continued after the 2007/08 revenue estimates were prepared and has resulted in further unplanned savings resulting in an under-spend of £250,000 in transport costs being forecast for the end of 2007/08. The impact of these savings has been taken into account when preparing the 2008/09 revenue estimates.

It is proposed that the £350,000 under-spend be vired to partly finance the proposed Emergency Co-ordination Room works in the City Hall which will provide a direct benefit for ~~the Health and Environmental Services Department~~Council in its emergency co-ordination role. The balance of £100,000 of funding for the Emergency Co-ordination Room is to be secured from the PSNI.

The proposal to vire the revenue expenditure is subject to the Strategic Policy and Resources Committee agreeing the variation to the City Hall contract.

### **Recommendations**

It is recommended that the Committee considers the information provided within this report with a view to granting permission:

1. to vire £350,000 of revenue expenditure from the 2007/08 Health and Environmental Services revenue estimates to fund the additional Emergency Co-ordination Room works in the City Hall;
- and
2. to ~~the~~ incorporate the additional Emergency Co-ordination Room works as a variation to the City Hall Major Works contract.

### **Documents Attached**

Appendix A – Business Case



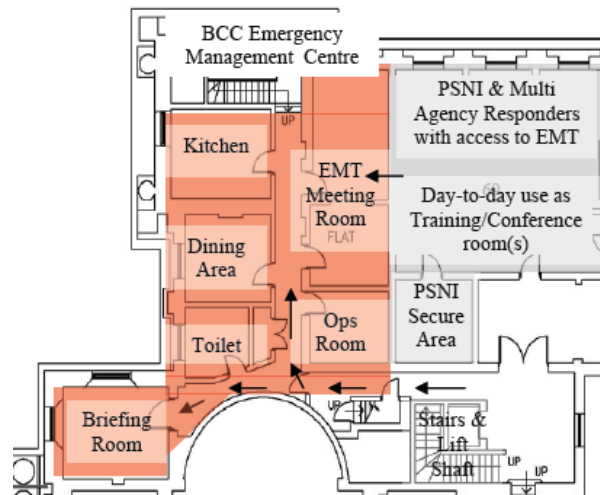
**Appendix A  
Business Case**

<b>Project Title:</b>	<b>Belfast City Emergency Management Centre</b>
<b>Lead Agency:</b>	<b>Belfast City Council</b>
<b>Contact Officers:</b>	<b>Suzanne Wylie (90320202 ext. 3281)</b> Davy Neill (90320202 ext. 3519)
<b>Partners Agencies</b>	PSNI, Belfast Resilience
<b>Total Costs</b>	<b>£450,000</b>
<b>Brief description:</b>	<p>It is proposed that funding be made available to support the development of a multi-agency Emergency Management Centre in the City Hall.</p> <p>Belfast City Hall is currently under renovation and it is proposed that this opportunity is taken to include the development of this centre in these plans.</p> <p>The total costs of the project are estimated at £450,000. The Council is being asked to contribute £350,000 of these costs and the PSNI is to contribute a further £100,000 to upgrade the centre to the specification required for secure communications, linkages to other PSNI control centres, etc.</p>
<b>Background:</b>	<p>District Councils in Northern Ireland, particularly Belfast City Council have developed their emergency management role significantly over the past few years. One of the main responsibilities for the Council is the co-ordination of the responding agencies in an emergency such as during the flooding in Belfast on 12<sup>th</sup> June 2007.</p> <p>There is a growing expectation from Government Departments, Emergency Services and other responding agencies that District Councils will co-ordinate the response to emergencies, particularly in the recovery phase. This responsibility is clearly indicated in the NI Civil Contingencies Framework and in the DOE LGD circular 07/06. It will soon become a statutory requirement for Councils in new legislation which is currently being signed off at a Ministerial level.</p> <p>The Belfast Resilience Forum which Belfast City Council is heavily involved in has recently published a Community Risk Register. This document demonstrates that the citizens of Belfast are no less exposed to major risks than citizens of e.g. Liverpool, Cardiff, Edinburgh. Therefore it is only right that responders in Belfast have equivalent emergency management facilities as in other GB cities and towns.</p> <p>Emergency management arrangements in Belfast City Council are currently provided in the form of a small Emergency Management Room in the basement of Belfast City Hall and a backup room in a Portacabin at the Council's Waste Management Complex, Duncrue. These are small facilities that are barely adequate for Council emergency management and have no provisions to facilitate partner agencies, particularly the PSNI, in a multi-agency emergency response.</p> <p>The recent flooding emergency in June 2007 demonstrated that the current facilities whilst very useful would not cope with a large scale prolonged</p>

	<p>emergency. Benchmarking for emergency management provisions is demonstrated by Local Authorities in other parts of the UK where the large majority of Councils have multi-agency provisions within Council buildings.</p> <p>Council approval will be required for the proposed facilities in the City Hall. These will involve a fairly sizeable footprint on the second floor south-east corner of the building, see below.</p>
<b>Project Objectives:</b>	<p>The aim of this scheme is to provide an improved emergency management centre which will support key stakeholders in providing a coordinated and effective response to emergency situations. This will enable the Council to much more effectively perform its role in co-ordinating emergency planning and response and to oversee the provision of adequate support to the communities affected.</p>
<b>Benefits:</b>	<p>An Emergency Management Centre located within Belfast City Hall would help to realise a number of recommendations that have been discussed at various multi-agency emergency exercises and debrief meetings, i.e:</p> <ul style="list-style-type: none"> <li>• By providing this facility it would bring Belfast into line with emergency management arrangements in towns and cities in other parts of the UK;</li> <li>• The current facilities are barely adequate for BCC response alone. These would not be adequate for a sustained emergency such as the level of flooding which occurred in GB or for a ‘Buncefield’ type incident in the Harbour Estate.</li> <li>• A new multi-agency facility would help to satisfy the requirements of the Northern Ireland Civil Contingencies Framework from a Council, PSNI and other partner agency’s perspective.</li> <li>• A multi-agency facility such as this would continue to develop relationships between partner organisations at all levels.</li> <li>• The community would perceive the proposed facilities as something that would be to their benefit in an emergency.</li> <li>• The handover from PSNI to Council would be much more efficient, where PSNI co-ordinate during the response phase and handover to Council for the recovery phase.</li> <li>• Government would have a single point of contact for information and situational awareness during emergencies in the Belfast area.</li> <li>• Agencies would be able to send liaison officers to a single control room facility to work as a single multi-agency emergency management team.</li> <li>• The facilities could potentially be used to generate some revenue from training events and emergency exercises run by Council or hired out to other organisations.</li> </ul> <p>Notably, this type of facility would be a first for any Council building in Northern Ireland and will benefit the citizens of Belfast in terms of community safety and humanitarian welfare in times of crisis. Moreover, the emergency management centre could also be used to host multi-agency training and emergency exercises to further strengthen the work of the local Belfast Resilience Forum.</p>
<b>Required Specification</b>	<p>The facilities required for a Multiagency Emergency <a href="#">Management Centre</a> in the City Hall are included in the specification below.</p> <p>The draft proposal outlined below is for the ‘flat’ area in the 2<sup>nd</sup> floor south east corner of the City Hall and also incorporates Room 69 in the 2<sup>nd</sup> floor south corridor.</p> <p>The large office room (Room 69) would be converted into a multi-agency</p>

control room. When the centre is not in use most of the rooms can be used as meeting rooms and training and conference facilities.

This would be similar to arrangements set up by George Best Belfast City Airport for major emergencies involving aircraft. PSNI hope to provide network connectivity to this area of the City Hall for their computer systems and CCTV feeds as they have done at City Airport, subject to a successful survey and recommendations by PSNI Security staff.



## Proposed Works

### Structural and Decorative

1. General structural alterations associated with creation of the proposed emergency co-ordination room-centre (various interconnecting rooms)
2. Create a doorway from Room 69 (PSNI & Multi-Agency) into existing office labelled EMT Meeting Room
3. Remove wall between Flat Office and store labelled EMT Meeting Room
4. Create a doorway from store labelled Ops Room into EMT Meeting Room
5. Create a doorway between existing kitchen and room labelled Dining area (currently used for pass photos)
6. Modify the doorway from Room 69 into the Secure room
7. Paint and decorate all areas including corridor
8. Install new floor vinyl in the kitchen area and toilet
9. Install new carpet tiles in Room 69, EMT Meeting room, Ops room, dining area, briefing room and PSNI Secure Area

### Electrical Services

1. Standby Power – All areas will need to be covered by standby power from the City Hall generator.
2. UPS – An Uninterruptible Power Supply will be required to support IT equipment until the generator takes over.
3. Sockets – Multiple sockets will be required in all areas. See plan
4. Lighting – Modern diffused lighting compliant with Display Screen regulations (DSE) will be required.
5. TV Sockets cabled to digital antenna required in all rooms except toilet

### Mechanical Services

1. Installation of toilet facilities
2. Refurbishment of existing kitchen area
3. Plumbing and wastes installation

	<ol style="list-style-type: none"> <li>4. Air Conditioning units will be required in Room 69 and the adjoining briefing and Operations Rooms</li> <li>5. Water coolers</li> <li>6. LPHW heating installation.</li> </ol> <p><b>Audio / Video</b></p> <ol style="list-style-type: none"> <li>1. Install existing data projector and Smartboard in EMT Briefing room</li> <li>2. Install existing Plasma screen in EMT briefing room</li> <li>3. Install new Smartboard and associated data projector in Room 69</li> <li>4. Install new ceiling mounted data projector in Room 69</li> <li>5. Install new large plasma screen(s) in Room 69 with computer VGA audio/video hookups</li> <li>6. Potential for Police CCTV links and additional plasma screen(s) TBA</li> </ol> <p><b>Communications</b></p> <ol style="list-style-type: none"> <li>1. <u>Video Conferencing</u> - Install video conferencing facilities in the EMT Briefing Room.</li> <li>2. <u>Telephone Lines</u> - Transfer all existing Emergency Room telephone lines and extensions to the new Ops Room and EMT Briefing Room</li> <li>3. <u>Fax Lines</u> - Transfer all existing Fax lines to the new Ops Room</li> <li>4. <u>Satellite Phone</u> - Re-route Satellite phone antenna cable from existing Emergency Room in the basement to the new Ops Room</li> <li>5. <u>RAYNET Radio</u> - Install antenna and co-axial cable for RAYNET radio</li> <li>6. <u>Additional lines for multi-agency partners</u> - Install up to 20 additional new direct exchange lines (voice) and BCC data network connections for multi-agency partners in Room 69</li> <li>7. <u>Secure Cabling and Network sockets</u> – For PSNI IT requirements, assuming network connections for 2-4 computers and telephones</li> </ol> <p><b>Furniture</b></p> <ol style="list-style-type: none"> <li>1. <u>EMT Briefing Room</u> - Install new (narrow) conference table and chairs.</li> <li>2. <u>Room 69</u> – Install desk arrays and chairs that can be moved to perimeter of the room during emergencies to line up with data and telephone sockets.</li> <li>3. <u>Dining Room</u> – Table and chairs for dining area</li> </ol> <p><b>IT</b></p> <ol style="list-style-type: none"> <li>1. <u>New Accounts</u> - Provide up to 20 new functional accounts Emergencyroom10 to Emergencyroom30</li> <li>2. <u>New PCs</u> - Provide 6 new tower PCs for BCC use and a further 20 laptops for multi-agency use</li> <li>3. <u>Server</u> - Provide dedicated server space for emergency management use</li> </ol>
<b>Evaluation:</b>	<p>The new facilities will be assessed following training events, tests, exercises and real incidents. Participants will be asked to provide feedback using evaluation forms or to take part in exercise and incident debriefs.</p> <p>Reports on the facilities and recommendations for improvements will be provided to PSNI, Government and participating agencies following these events.</p>
<b>Governance Arrangements:</b>	<p>A multi-agency approach is required for emergency response in line with the principles set out in the NI Civil Contingencies Framework. There is a shared understanding that emergencies cannot be addressed by a single agency</p> <p>Emergency planning in other parts of the UK is based on the work of Local Resilience Forums and this is mirrored by the Belfast Resilience Forum. Belfast City Council along with the PSNI are lead organisations in Belfast</p>



	<p>Resilience and have recruited some 40+ organisations to work in partnership with them. Belfast Resilience will provide the framework to enable this facility to work in practice.</p> <p>The Belfast Resilience Forum is overseen by a steering group that provides strategic direction and is chaired by ACC Duncan McCausland, PSNI. Belfast City Council is represented at steering group level by Director Willie Francey. Key organisations will require Belfast City Council to act as the lead agency for the project in consultation with PSNI.</p> <p>As lead agency Belfast City Council will take responsibility for management and operational readiness of the facilities including capitalisation and depreciation charges.</p> <p>An operational steering group with PSNI representation will be established to oversee the design and implementation of the works.</p> <p>Agreements and guidance will be produced in the form of an Emergency Management Centre multi-agency plan to identify working relationships, roles and responsibilities of all key stakeholders.</p>																											
<p><b>Timescale &amp; Costs:</b></p>	<p>The Belfast City Council emergency planning team has provided consultants with an outline proposal for the new Emergency Management Centre and has received estimated costs. The following table shows an estimated break down of costs and timescales.</p> <p>The contract for the City Hall refurbishment is for two years and it is anticipated that the new Emergency Management Centre would not be available for use until the end of 2009. There would be no additional tendering costs involved in adding the work to the existing contract. Consultancy fees would however be charged by the design team for this additional aspect of the work. The Council considers this as a capital charge.</p> <p>Subject to Council approval, any revenue costs will be met by the Council, apart from those associated with additional security measures required by the PSNI.</p>																											
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<b>Approval</b>	Council approval is now needed to enable a variation in the contract and for expenditure of any costs which fall outside the scope of the capital bid.
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