

ROTHERHAM BOROUGH COUNCIL – REPORT TO CABINET

1.	Meeting:	Cabinet
2.	Date:	22nd September, 2010
3.	Title:	Proposed Emergency Planning Shared Service with Sheffield City Council
4.	Directorate:	Environment and Development Services

5. Summary

Proposed shared service provision with Sheffield City Council for Emergency Planning and Business Continuity.

The proposals laid out in this report have been agreed with the Sheffield City Council's Executive Management Team (EMT) and also their Leadership Team (EMT and Cabinet Members). It is proposed that a final report be placed before their Cabinet on Wednesday 22 September 2010.

6. Recommendations:

- **Cabinet agrees that Rotherham MBC and Sheffield City Council develop and implement a shared service for Emergency Planning.**
- **That the Director of Asset Management implements the proposals and reports the progress to Cabinet on a six weekly basis until implementation is subsequently achieved.**
- **That the potential savings and improvements are noted.**

7. Proposals and Details

7.1 Background

As Cabinet will be aware, Emergency planning is the general term for the work that the Government, local authorities, the emergency services, health services and partners all do in preparing plans and procedures for dealing with and recovering from any emergency or major incident that has an impact on the emergency services or the community.

Under the **Civil Contingencies Act 2004** local authorities and other Category 1 responders such as the emergency services and NHS bodies have a statutory duty to:

- **Assess the risk** of emergencies or major incidents occurring and use this to inform contingency planning.
- Put in place **robust emergency plans and recovery arrangements**.
- Put in place arrangements to make **information available to the public** about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency or major incident.
- **Share information and co-operation** with other local responders to enhance co-ordination, co-operation and efficiency.
- Put in place **Business Continuity Management arrangements**. Local authorities must: 'maintain plans to ensure that they can continue to perform their functions in the event of an emergency or major incident, as far as is reasonably practicable'.
- Provide **advice and assistance to businesses and voluntary organisations** about Business Continuity Management (*local authorities only from May 2006*).

In March 2007 Rotherham Metropolitan Borough Council was awarded Beacon status for the provision of this service with a rating of 'outstanding'.

In November 2009 the council was approached by the Deputy Chief Executive of Sheffield City Council to explore arrangements for a Shared Service and if agreed this council's Emergency and Safety Manager would manage the service.

This project involves Rotherham MBC and Sheffield City Council joining together to form a shared Emergency Planning Team which delivers an equal service to the residents of both Rotherham and Sheffield. This project is therefore, fundamentally, about the transformation from the current state where authorities have separate emergency planning functions and arrangements – to a future state where there is a shared service in place.

The principal driver of this initiative will be to achieve greater effectiveness and efficiency in the delivery of services to the Rotherham and Sheffield communities and is not primarily driven by budget savings. However under this option Rotherham MBC budget requirement would reduce.

In December 2009 the manager of Sheffield Emergency Planning Team retired and at the request of Sheffield City Council, Rotherham MBC's Director of Asset Management put in place arrangements whereby Rotherham's Emergency and Safety Manager would act as interim manager of Sheffield's activities and carry out a review which has ultimately developed into this report.

7.2 Statement of Objective (*Expected outcome*)

The main objective and expectancy of the shared service will be to:

- Assist Sheffield City Council to improve its performance and resilience hence improve its emergency response capability for the benefit of the Sheffield community.
- Enhance the status of Rotherham MBC and the provision of services to the Rotherham community as a whole.
- Assist in the development of overall preparedness by creating stronger management links with South Yorkshire Emergency Services and Category 1 and 2 emergency responders generally and in doing so:
 - Strengthen the purpose and capability of the Local Resilience Forum (*South Yorkshire Group*) and the Regional Resilience Forum.
 - Enable stronger and higher performing relationships to be developed with Government Regional Office, Central Government, adjacent local authorities and Government agencies.
 - Give greater influence to local, regional and national policy.
- Provide a significant budget savings for Rotherham MBC.

It is expected that the overall service and performance will be of greater benefit to the Rotherham and Sheffield communities than two stand alone services.

7.3 Benefits

The main key benefits associated from a shared service proposal for Rotherham MBC would be:

- **Greater influence** locally, regionally and nationally.
- **Increased resources and cost saving for Rotherham MBC.** Subject to the relative contribution of each authority being confirmed, it is predicted that Rotherham MBC could invest less in this service (compared to previous

years) and achieve at least the existing level of performance. In addition the council will have a greater level of shared resource to apply to a given individual emergency situation.

- Close cross border working and joint response to incidents.

7.4 Organisation (*Range of options*)

There is a spectrum of potential ways of organising the combined service and these have been identified as follows:

- Rotherham MBC assumes all responsibility and authority for the combined services accountable to a joint committee or similar arrangement.
- A joint Member Committee consisting of two Cabinet Members from each council be formed and the relevant Rotherham MBC Director (Director of Asset Management) being the first in line to report to the committee, the second in line being the Director of Modern Governance, Sheffield City Council.
- Current political reporting structures remain the same with Rotherham MBC assuming the Chief Officer and Operational Management and service delivery responsibility.
- Rotherham MBC runs the operational aspects of the service for both authorities with the Head of Combined Operation reporting to Rotherham and Sheffield Chief Officers and Political Governance arrangements.
- Rotherham MBC provides an ongoing series of rolling consultancies at Sheffield City Council's request.

7.5 Response Capacity and Preparedness (*Performance matching*)

Sheffield City Council have decided to increase their investment in Emergency Planning and Business Continuity related services. This will then yield an increase in performance in a number of areas:

- To create a more formal arrangement for initial emergency response including the establishment of Forward Liaison Officers to match current Rotherham MBC practice.
- To increase the size of the Emergency Planning organisation to that comparable to other core cities whilst at the same time being able to take advantage of the synergies generated through the partnership with Rotherham MBC.
- Sheffield City Council are implementing a plan of capability and response improvements which are being overseen by the Rotherham Emergency and Safety Manager and these include the creation of an improved Operations Room and the integration of it with ICT again similar to Rotherham MBC practice.

- The creation of secondary, Directorate Control Rooms and training of key officers.

In short, to match Sheffield City Council with Rotherham MBC practices to bring about improvements and synergies of both authorities.

Business Continuity – There are many opportunities to develop Sheffield City Council’s external Business Continuity ability by developing a programme of engagement with business, industry and the voluntary sectors.

7.6 Political Environment (Governance)

To ensure equal representation of both councils a joint committee approach will have to be agreed and formulated. The following proposal is recommend:

- Two Cabinet Members from each authority with a rotating chair, Rotherham MBC being the first.
- That the Director of Asset Management, Rotherham MBC be the Chief Officer designated to advise the committee in the first, third and fifth year of the shared service being in place and the Director of Modern Governance, Sheffield City Council designated on the second and fourth year.

7.7 Proposed Team Structure

The new structure, which encompasses all the existing staff from both Rotherham MBC and Sheffield City Council, is shown at **Appendix 1**. No additional staff have been added.

7.8 Further Activities

Once the principal of a shared service has been formally approved by both councils then a range of activities will have to be undertaken and these are listed below:

- Securing the agreement of both authorities to the specifics of the new arrangement which will include the budget as defined at paragraph 8 over a fixed minimum period of five years.
- Agreeing senior representation at national, regional and local multi-agency meetings which, in principle, has been agreed as Rotherham MBC leading on the first, third and fifth year with Sheffield leading on the second and fourth.
- Finding suitable accommodation for both Emergency Planning Teams and this Council’s Health and Safety Team.
- Addressing the human resources implications of the transformation – including negotiations with trade union representatives. This is linked to defining the legal option (below).

- Addressing legal implications of the new arrangement, including governance, insurance (*each insures itself as now*) and procurement. In terms of legal liabilities each to undertake to not sue the other, agreement to be annexed to the completed business case.
- Arranging back office support for finance, HR, legal, performance, programme management, ICT and procurement.
- Agreement of a robust business plan.

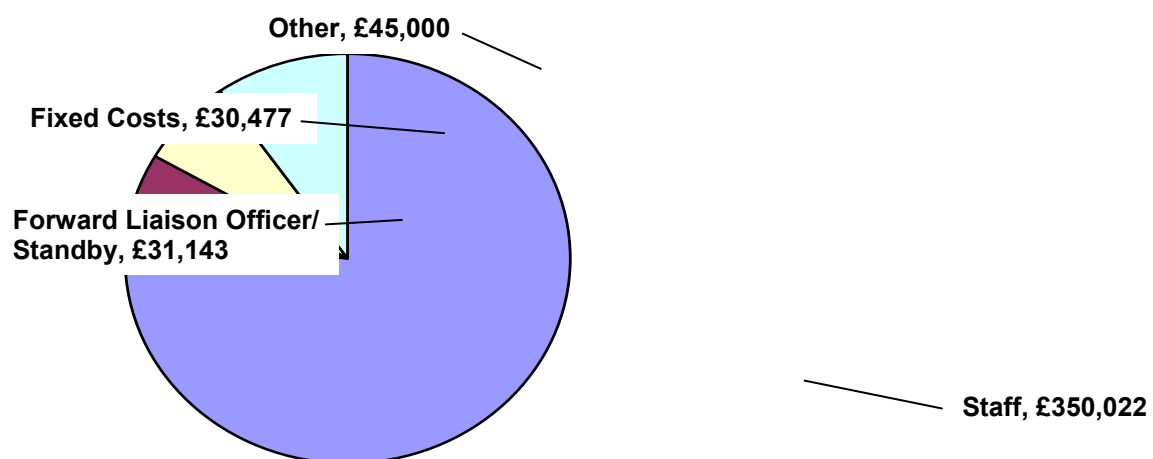
These issues will be addressed during the project phase; October 2010 to January 2011 once the shared service proposal has been formally agreed by both councils. The project will be lead by the Emergency and Safety Manager, Rotherham MBC.

8. Finance

The total cost of the shared service will be **£456,642** each year divided between Rotherham MBC and Sheffield City Council.

The contribution of both authorities is based on the relative populations of both areas. This means that Sheffield City Council would pay approximately **68%** of the cost and therefore would have to contribute approximately **£309,583** to this service each year. Accordingly Rotherham MBC would pay **32%** with a contribution of **£147,059** thereby making a saving of approximately **£100k** to previous budget allocations for Rotherham's Emergency Planning function.

A breakdown of these costs are illustrated below:



Technical notes:

- **Staffing** – Assumed grades take into account existing staff in both Rotherham MBC and Sheffield City Council. Only 95% of the cost of the Emergency and Safety Manager is allocated to the shared service. This is to reflect the health and safety element of this role within Rotherham MBC.

- **Forward Liaison Officer standby arrangements** – This covers having a duty Forward Liaison Officer on call for each authority at the existing rate of £26.24 per shift (9 shifts a week), £236 a week. The total of £31,143 includes the on costs of 26.8% (National Insurance and Super Annuation etc).
- **Fixed costs** – All ICT known costs.
- **Other** – Contribution to the South Yorkshire Local Resilience Forum Secretariat, Strategic Co-ordinating Group Incident Management System (Vector Command), routine running costs, training, stationery, equipment and publications etc.

The funding of the shared service, if agreed, will be underpinned by a five-year legal contractual agreement between Rotherham MBC and Sheffield City Council.

It is envisaged that the service shall have its own cost code centre managed by the principal manager (Head of Operations) and for the accountable Director to report to Member Committee.

9. Risk and Uncertainties

As with any major change to service delivery there are of course initial risks and these, together with proposed treatment, is set out below:

Risk 1	Impact: HIGH	Likelihood: LOW
<p>Description: There is a risk that new Elected Members in either Rotherham Metropolitan Borough Council or Sheffield City Council, may wish to disband the shared service arrangement before these arrangements have come to fruition. This would result in the project costs associated with these arrangements being wasted. In addition it would also result in a deterioration of the team's relationship amongst internal and external stakeholders.</p>		
<p>Mitigation Plans: Five year minimum term contractual agreement to be in place between the two authorities. This will ensure the stability of the arrangement in, at least, the medium term.</p> <p>Proactive engagement with all Members throughout the process.</p>		
Risk 2	Impact: MEDIUM	Likelihood: MEDIUM
<p>Description: Dissatisfaction with the shared service arrangement, with the risk that staff in the Emergency Planning Teams of Rotherham MBC and/or Sheffield City Council may choose to leave – resulting in a loss of talent, knowledge and experience.</p>		
<p>Mitigation Plans: Careful management and involvement of existing staff to help create a sense of ownership over the whole project. However, beyond this, the risk will have to be accepted.</p>		

Risk 3	Impact: HIGH	Likelihood: MEDIUM
Description: Future budget pressures and the risk that one party may wish to reduce their contribution to the shared service arrangement. This would result in uneven funding and a shortfall in the service budget.		
Mitigation Plans: Five year minimum term contractual agreement.		
Risk 4	Impact: LOW	Likelihood: MEDIUM
Description: Misapprehension over the purpose of the shared service and the risk that the media may portray the service as Sheffield “handing over” emergency planning to Rotherham MBC – rather than two areas working together to provide a better service. This could result in significant reputational damage for Sheffield City Council.		
Mitigation Plans: Communications teams from both authorities to be engaged early in the process to ensure proactive and positive media engagement.		
Risk 5	Impact: HIGH	Likelihood: LOW
Description: The risk of individual officers “reverting to previous roles” in the event of an incident happening in both Rotherham and Sheffield. This would result in poor performance for both Rotherham and Sheffield residents.		
Mitigation Plans: The shared service will have clear systems and processes in place to ensure that this does not occur. An annual plan will set out how the resources of the shared service will be allocated – this will be subject to the approval of members and senior managers from both authorities.		
Risk 6	Impact: MEDIUM	Likelihood: MEDIUM
Description: Realisation of benefits. There is a risk that the benefits noted above are not realised. This may be, for example, because key stakeholders continue to interact with both teams as if there has been no transformation.		
Mitigation Plans: Measurable benefits of the project to be included in the annual plan of the shared service. As soon as the shared service is approved, an extensive period of consultation with key stakeholder will begin (with the support of communications professionals).		
Risk 7	Impact: HIGH	Likelihood: MEDIUM
Description: The charges and costs associated with ICT and accommodation provision which will be dependant on where the team is located when becoming a shared service.		
Mitigation Plans: The associated costs be met equally by each council when identified during the project phase (October 2010-January 2011).		

Future risks that a shared service with Sheffield City Council will present that are not currently applicable to Rotherham MBC are as follows:

- Planning for the Olympic Games and World Cup.
- Work associated with the Core Cities planning.
- Increased public events planning.
- Increased requirement for dam inundation planning for high risk dams (Sheffield has 9 of the top national 100 with none in Rotherham).
- City centre Chemical, Biological, Radiation and Nuclear (CBRN) planning.
- Additional number of dignitary visits.

10. Policy and Performance Agenda Implications

It is explicitly recognised that the key driver behind a shared service arrangement is the desire to achieve an excellent cost effective service that will benefit the communities of Rotherham and Sheffield.

To achieve this are the following principal service delivery objectives and performance indicators:

- **Community Strategy and Corporate Plan (2005-2010)** detailing the vision and direction, together with a programme of work for the council over the five years 2005 to 2010. Asset Management and ultimately Emergency and Safety Team policies, strategies and plans link into these documents.
- **Asset Management Service Plan for 2009/2012** integrating the emergency themes and objectives from the Community Strategy and Corporate Plan, setting out the overall contribution that the Asset Management Service, within Environment and Development Service will make to achieving the council's vision.
- **Emergency and Safety Team Action Plan 2010/2011** produced on an annual basis to reflect the evolving priorities of the team in order to contribute to the strategic objectives detailed in the Asset Management Service Plan.
- **Performance Management.** The Emergency and Safety Team's performance is regularly and closely monitored through the achievement of both local and national performance indicators together with meeting the criteria laid out in the Civil Contingencies Act 2004 and regular National Capability Surveys.

11. Background Papers and Consultation

Civil Contingencies Act 2004 (Contingency Planning) Regulations 2005.

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