

## ISLE OF ANGLESEY COUNTY COUNCIL

<b>Report to</b>	<b>EXECUTIVE</b>
<b>Date</b>	<b>18 MARCH 2013</b>
<b>Subject</b>	<b>PROPOSED REGIONAL EMERGENCY PLANNING SERVICE</b>
<b>Portfolio Holder(s)</b>	<b>COUNCILLOR JOHN CHORLTON</b>
<b>Lead Officer(s)</b>	<b>CHIEF EXECUTIVE</b>
<b>Contact Officer</b>	<b>JIM WOODCOCK</b>
<b>Nature and reason for reporting Purpose of Report</b>	
<p>The report provides the final business case for the development of a Regional Emergency Planning Service, for approval.</p>	

### **A – Introduction / Background / Issues**

The Emergency Planning Service is a discrete but essential service. In North Wales the configuration is five separate service units with a shared service in Flintshire and Denbighshire. The total employer complement is 16.5 full time equivalent (FTE) with a combined budget (in scope of the review) of £722,000.

Local Authorities are category 1 responders as defined by the Civil Contingencies Act 2004. The act sets out the duties of local authorities and emergency services in preventing, preparing for and responding to emergencies. Duties include:-

- assessments of risks in the local authority area
- maintaining emergency plans
- business continuity arrangements
- liaising with other public services who are category one responders e.g. Police, Fire and Health Services
- advising businesses on business continuity arrangements.

The core functions of the service are: -

- assessing risk
- preparing plans (emergencies and business continuity)
- liaising with emergency services
- advising senior management on emergency planning
- training employees and volunteers on emergency procedures and plans
- planning resources for responding to an emergency.

Given growing responsibilities over recent years the services have come under strain. Resilience, and best use of resources are challenges to be met.

The key respondent partners are organised on a regional basis e.g. North Wales Police and the Fire and Rescue Service. The Emergency Planning Service lends itself to a collaborative model of working. The rationale for a collaborative model is further demonstrated by the Local Resilience Forum which assesses risks, prepares plans and reviews the operation of plans in real emergencies on a regional basis; the experience that major emergencies and climatic events can affect more than one county area simultaneously and the operation of mutual aid agreements for councils to assist each other in responding to emergencies.

The regional partners have identified the service as one for a convenient and effective collaboration model with the aims of improving prevention of and preparation for emergencies; standardisation of common policies and plans; having a more resilient service through the shared and flexible use of expertise and limited human resources.

The Chief Executives of the six councils commissioned the development and testing of a business case for a single service, with sub-regional teams, and an officer presence within each authority to ensure local expertise and knowledge and local service continuity.

The Welsh Government – Local Government Compact has since included emergency planning as a recommended regional collaborative service.

## **B - Considerations**

The business case (attached) proposes a regional service with: -

- a sub-regional service structure
- one hub led by a Regional Manager and the other by a Deputy Regional Manager
- an Emergency Planning Officer in each local authority
- common policies, processes and plans and shared resources in a single management structure.

The regional service would be commissioned and overseen by an operational board of commissioning officers. Periodic performance reports would be made to the constituent authorities for accountability.

The locally placed officer would be responsible for: -

- Engagement with managers, employees and elected members in their host authority
- Supporting risk identification locally
- Putting emergency plans into action
- Developing local business continuity plans

The sub-regional hub officers would:-

- deliver plans
- provide training
- develop and deliver test exercises
- work with the Local Resilience Forum
- provide administrative and management support.

The benefits of the proposals will be:-

- resilience and improved specialisation
- consistency
- sharing of best practice, capacity and capability
- better liaison with the LRF
- more capacity for working with service managers in each local authority.

The proposals suggest savings of up to £75,000 at around 10% of cost. Further savings may be possible from reduced duplication. Once the service is established consideration will have to be given to the potential of joint services with Police, Fire and Health.

The proposal needs to take account of the Compact agreement to:-

- establish a local authority shared service in 2013
- consider the establishment of a joint service serving, local authorities,

Police, Fire and other partners by September 2015.

The Welsh Local Government Association has offered £35k from the Improvement Fund to assist North Wales in the management of transition to a regional service. Flintshire County Council is acting as the lead authority for the project.

<b>C – Implications and Impacts</b>		
<b>1</b>	<b>Finance / Section 151</b>	The implementation of the service will be designed to be cost neutral to all partners and will endeavour to deliver savings to each of the partners in a range of a 5% - 10% reduction in gross costs regionally £35,000- £75,000 per annum.
<b>2</b>	<b>Legal / Monitoring Officer</b>	
<b>3</b>	<b>Human Resources</b>	<p>It is possible that a small number of employees may opt for early retirement or redundancy on a voluntary basis as a consequence of the re-organisation of this service.</p> <p>Any costs will be met from future savings.</p> <p>The new, regional service will be hosted and led by Flintshire.</p> <p>There may be some Human Resource impact in managing transfers and ensuring that advantageous terms and conditions of transferring or seconded staff are protected in the consultation process.</p> <p>The North Wales Police and Fire Services and the Betsi Cadwaladr University Health Boards have been consulted on this proposal.</p> <p>The Chief Executive of each of the six North Wales Local Authorities was consulted on the Business Case.</p> <p>The Business case was developed with the</p>

<b>C – Implications and Impacts</b>		
		<p>Heads of the Emergency Planning Services.</p> <p>The Business Case has been shared with the Public Service Leadership Group which oversees the national Compact.</p>
<b>4</b>	<b>Property Services</b> (see notes – separate document)	
<b>5</b>	<b>Information and Communications Technology (ICT)</b>	
<b>6</b>	<b>Equality</b> (see notes – separate document)	Improving the quality of Emergency Planning will have a positive impact on vulnerable groups in society by reducing the potential for loss of home, possessions and harm that arise from emergencies.
<b>7</b>	<b>Anti-poverty and Social</b> (see notes – separate document)	Improving the quality of Emergency Planning will have a positive impact on vulnerable groups in society by reducing the potential for loss of home, possessions and harm that arise from emergencies.
<b>8</b>	<b>Communication</b> (see notes – separate document)	
<b>9</b>	<b>Consultation</b> (see notes – separate document)	<p>There will be consultation with Trade Unions in each local authority on the implementation of the new service and potential TUPE transfers or secondments, with Trade Unions regionally and with each affected employee.</p> <p>Flintshire County Council will co-ordinate consultation with employees and trade unions.</p> <p>The North Wales Police and Fire Services and the Betsi Cadwaladr University Health Boards have been consulted on this proposal.</p> <p>The Chief Executive of each of the six North</p>

<b>C – Implications and Impacts</b>		
		<p>Wales Local Authorities was consulted on the Business Case.</p> <p>The Business case was developed with the Heads of the Emergency Planning Services.</p> <p>The Business Case has been shared with the Public Service Leadership Group which oversees the national Compact.</p>
<b>10</b>	<b>Economic</b>	
<b>11</b>	<b>Environmental</b> (see notes – separate document)	Preventing, managing and minimising the impact of emergencies will have a positive impact on the environment.
<b>12</b>	<b>Crime and Disorder</b> (see notes – separate document)	
<b>13</b>	<b>Outcome Agreements</b>	

<b>CH - Summary</b>

<b>D - Recommendation</b>
<p>That the Council adopts the final business plan to join a regional emergency planning service on the basis that:-</p> <ul style="list-style-type: none"> <li>the new service will be established on a cost neutral basis and will aim for annual savings of 5% – 10% on existing costs (£35-£75,000 per annum)</li> </ul>

- the service will be commissioned by a management board accountable to the constituent councils with regional oversight provided by the North Wales Safer Communities Board
- Flintshire will host the new service and lead the transition to the new service
- the cost of the new service will be recovered from the partners on the basis of population
- implementation will include transitional arrangements to ensure that no authority pays more than the current cost of the service
- the employment model will be decided as part of the transition plan
- current employees will be given prior consideration for posts in the new structure and the new service will be implemented in such a way as to maximise staff retention and redeployment.
- the Implementation Team will protect competition for the senior posts within the framework of prior consideration.
- each Local Authority will nominate to an Implementation Team. The Implementation Team to assist in the appointment of the temporary Project Manager.

Authority to approve the detailed transition arrangements to the new service and undertake all necessary tasks to establish the new service is delegated to the Deputy Chief Executive in consultation with the Portfolio /Cabinet Member.

The project works to the following timeline:-

- Councils agree to join a regional service by end March 2013
- commencement of briefing and consultation of staff on the business case and proposals – February 2013
- each Council to nominate to an Implementation Team by February 2013
- appoint a project manager to deliver the project by end March 2013
- appoint Regional Manager and Deputy by June/July 2013
- employment model agreed by June/July 2013

- creation of operational structure, operating processes, development of the detailed budget and identification of accommodation by September 2013
- development of Service Level Agreement and Partnership agreement by September 2013
- employee selection and confirmation of employment with the new entity made by September 2013
- new service operational from October 2013.

**Name of author of report**      **BETHAN JONES**  
**Job Title**                              **DEPUTY CHIEF EXECUTIVE**  
**Date**                                              **MARCH 2013**

**Appendices:**

A COLLABORATIVE APPROACH TO REGIONAL EMERGENCY PLANNING – FINAL BUSINESS CASE, JANUARY 2013

**Background papers**



# **A Collaborative Approach to Regional Emergency Planning**

**Final Business Case**

**January 2013**

## **1 BACKGROUND**

- 1.1 In September 2010, following some deliberation of the benefits of taking a more collaborative approach to the Emergency Planning Support function, the North Wales Chief Executives commissioned a piece of work to develop a collaborative model which would establish a single regional emergency planning service with two hubs, one led by a regional manager and the other led by a deputy, with a local presence in each authority.
- 1.2 Since that time, those involved with the Emergency Planning function have reviewed the business case and developed a model which would build on the current system and capitalise on benefits which might accrue by taking a more collaborative approach.
- 1.3 It is important to note also that the “Other Services Implementation Contract” in the Compact for Change agreed between Welsh Government and Welsh local government includes a commitment to regionalise the delivery of emergency planning service within 2 years and with other partners on a multi agency basis within 4 years where practicable.
- 1.4 This final business case lays out the business benefits which would accrue and outlines financial estimates for the implementation of the proposed solution.
- 1.5 Detailed financial analysis could only be undertaken once the project is in transition (e.g. detailed employee/employer exist costs).

## **2 EXECUTIVE SUMMARY**

- 2.1 The Emergency Planning Support function for local authorities in North Wales is currently provided by five stand alone Emergency Planning Units typically staffed by between 1.5 and 3 people with two authorities (Denbighshire and Flintshire) having a joint arrangement.

- 2.2 Across North Wales therefore, 16.5 FTEs are involved in the provision of Emergency Planning support at an overall cost of £885,000 representing a figure of £1.29 per head of population.
- 2.3 A self-appraisal of the current arrangements by the emergency planning community shows that current arrangements exhibit:-
- Duplication and repetition of tasks;
  - Lack of harmonisation and resilience;
  - Inconsistency of response (suggesting a lack of systematic dissemination of best practice); and
  - Lack of integration and inter operability.
- 2.4 Effort is being expended by staff employed in these units in developing plans and protocols which are effectively the same from authority to authority, and whilst individual detail and implementation methods may vary between authorities, greater collaboration would reduce duplication.

#### **Proposals contained in the business case**

- 2.5 The proposed model would create a single emergency planning support function for local authorities in North Wales formed around two hubs – one in the East and one in the West.
- 2.6 A Civil Contingency Officer would be located at each authority who would be responsible for:-
- general liaison of emergency planning and recovery planning;
  - supporting local authorities in risk identification;
  - ensuring that strategies, plans, and exercises developed by the hubs are converted into local action at local authority level; and
  - ensuring that local authorities develop their business continuity plans.
- 2.7 These individuals would be supported by officers/assistants located at the two hubs charged with developing plans in particular areas and ensuring that we promote best operating practice.
- 2.8 The service would be managed by a manager located at one sub-regional hub area and they would have a deputy who, in order to ease administration and facilitate the distribution of workload, would be located at the other hub area.
- 2.9 Commissioning the required service would need to remain with individual authorities (as they would still be responsible individually for

meeting their statutory duties) and the purpose of the new service would be to ensure that each authority was in the optimum state of readiness to cope with an emergency; thus each authority would be able to agree their requirements at an appropriately senior level.

2.10 The business case leaves the exact nature of the commissioning arrangements to the next stage in the process.

### **Business benefits**

2.11 The Emergency Planning Officer review identifies that there would be a number of advantages which would arise were we to change to a more collaborative model of delivery:-

- Improved resilience for partner councils due to the team's size (effectiveness);
- Improved focus of available resource by sharing specialist support and common tasks (efficiency);
- Ensuring greater consistency of response and dissemination of best practice amongst authorities (effectiveness); and
- Improved communication channels between the LRF individual authorities (effectiveness).

2.12 In the longer term there may also be some benefit both in effectiveness and efficiency in merging the secretariat of the North Wales Resilience Forum with the Unit. This has not been considered as part of this review as it was outside of its remit.

### **Financial benefits**

2.13 The proposed model would reduce the staffing complement from 16.5 to 14.

2.14 Whilst this may be a conservative estimate of the available reduction, no further savings are proposed before greater assurance of our readiness for emergencies.

2.15 Whilst more detailed costing will be required as part of the next stage e.g. on grading assumptions, it is estimated at this stage that that as a result of the reduced staffing and consequent gradings the ongoing saving from the model could be around £75,000 with a further £12,500 accruing after disturbance and protection arrangements had expired (estimated three years).

- 2.16 The distribution of the £75,000 saving if the cost of the new model were distributed according to population are shown below although the business case also offers an alternative financing model which ensures a cost neutral position for Flintshire.

	Current Budget *	Distribution of costs (**)	(Saving) / Cost
Conwy	133,760	106,010	(27,750)
Denbighshire (***)	104,460	93,030	(11,430)
Flintshire (***)	125,160	142,150	16,990
Gwynedd	138,200	112,510	(25,690)
Wrexham	134,970	127,640	(7,330)
Ynys Mon	85,330	65,540	(19,790)
<b>Total</b>	<b>721,880</b>	<b>646,880</b>	<b>(75,000)</b>

(\*) excluding recharges

(\*\*) following immediate savings of £75,000

(\*\*\*) Denbighshire's contribution assumed to meet the Flintshire support recharge 50:50

- 2.17 It is possible that a small number of employees may opt for early retirement or redundancy on a voluntary basis as a consequence of the re-organisation of this service. There will be some Human Resource impact in managing transfers and ensuring that advantageous terms and conditions of transferring staff are protected in the TUPE process.
- 2.18 Any costs will be met from future savings.

### 3 BACKGROUND INFORMATION ON THE EMERGENCY PLANNING FUNCTION

- 3.1 Local Authorities are category 1 responders as defined by the Civil Contingencies Act 2004. The act sets out the duties of local authorities and emergency services in preventing, preparing for and responding to emergencies. Duties include:-

- Assessments of risks in the local authority area
- Maintaining emergency plans
- Business continuity arrangements
- Liaising with other public services who are category one responders e.g. Police, Fire and Health Services
- Advising businesses on business continuity arrangements.

- 3.2 The Emergency Planning Support function for local authorities in North Wales is currently provided by five stand alone Emergency Planning Units typically staffed by between 1.5 and 3 people with two authorities' (Denbighshire and Flintshire) support function being provided under a joint arrangement.
- 3.3 The typical Emergency Planning support function involves an Emergency Planning manager with one or two assistants who endeavour to ensure that an authority has adequately planned ahead to prepare for the occurrence of an event, which would be classed as an emergency, along with the other statutory functions.
- 3.4 This entails detailed work on specific areas of activity (such as preparing plans, preparing exercises, mapping out resources etc) and will invariably involve ensuring that council services are themselves ready to respond in the event of an emergency, and facilitating individual service ability to do so.
- 3.5 It is not only local authorities which have duties under the Civil Contingencies Act – the emergency services; health organisations and environment agency are all category 1 responders and must co-operate to enhance the ability to respond to deal in an optimum way with an emergency.
- 3.6 To ensure coordination of emergency planning efforts by the category 1 responders, the North Wales Resilience Forum has been established on which local authorities have one representative (currently the Chief Executive at Conwy County Borough Council). The Forum aims to ensure a coordinated and integrated approach to collective emergency planning work.
- 3.7 The North Wales Resilience Forum is supported by a lower tier North Wales Co-ordinating Group which has a number of sub-groups looking at various issues (for example dealing with fatalities; training; recovery plans etc) and officers from local authority emergency planning units play a leading role in the activities of these sub-groups.
- 3.8 In the event of a major emergency, there is a process whereby co-ordination would be facilitated by a Strategic Co-ordinating Group (SCG) which would meet at the SCG Centre in Colwyn Bay. Each authority would be represented at this group at a senior level (usually a Chief Executive or Senior Director) supported by emergency planning unit staff from their own individual authorities.

- 3.9 The current staffing establishment of the emergency planning support function for local authorities across North Wales is shown in table 1.

**Table 1**  
**Emergency Planning establishments 2011/12**

	Manager	Assistants	Total
Conwy	1	2	3
Denbighshire	1	5	6
Flintshire			
Gwynedd	1	2	3
Wrexham	1	2	3
Ynys Mon	0.5	1	2
<b>Total</b>	<b>4.5</b>	<b>12</b>	<b>16.5</b>

- 3.10 The costs of the Emergency Planning Function are shown in table 2 below.

**Table 2**  
**Emergency Planning budgets 2011/12**

	Employees	Other	Recharges	Income	Total	Pop (*)	Per head **
Conwy	114,920	18,840	1,590		135,350	112,347	£1.20/£1.19
Denbighshire		137,390			137,390	98,589	£1.19/£0.92
Flintshire	200,430	32,300	65,850	(140,500)	158,080	150,637	
Gwynedd	121,270	16,930	29,060	-	167,260	119,227	£1.40/£1.16
Wrexham	103,420	31,550	28,800	-	163,770	135,263	£1.21/£1.00
Ynys Mon	78,670	6,660	38,130	-	123,460	69,460	£1.78/£1.23
<b>Total</b>	<b>618,710</b>	<b>243,670</b>	<b>163,430</b>	<b>(140,500)</b>	<b>885,310</b>	<b>685,523</b>	<b>£1.29/£1.05</b>

(\*) population figures used are the are used in the 2011/12 SSA for RSG distributional purposes

(\*\*) Lower figure excluding recharges

- 3.11 Across North Wales therefore, 16.5 FTEs are involved in the provision of Emergency Planning support at an overall cost of £885,000, representing a figure of £1.29 per head of population.

## 4 THE CASE FOR CHANGE

- 4.1 A view has been expressed by some senior officers that effort is being expended by staff employed in these units in developing plans and protocols which are effectively the same from authority to authority and whilst individual detail and implementation methods may vary between authorities, there seems to be an argument that greater collaboration could lead to reduced duplication.

- 4.2 Experience at Strategic Coordination Group level has highlighted instances when having six individual authorities, each with their own plans with varying responses to particular issues and each requiring their own support tasks to be undertaken 6 times, has not been effective nor efficient.
- 4.3 For example, at a Pandemic Flu exercise back in 2009 (Exercise Taliesin) a key question was asked during the exercise over local authority plans for educating children in the event that their schools were temporarily closed. Each of the senior officers present had to reference six different plans.
- 4.4 Experience at that exercise also highlighted that each authority having its own support function was inefficient and indeed during the exercise, authorities re-modelled the support function available on an ad-hoc basis in order to make better use of the support which individual authorities had brought with them.
- 4.5 More recently this has led to the development of a new process for local authority liaison arrangements which centres around greater a single liaison function if a Strategic Coordination Group were called and liaison support required. We are already following a collaborative approach in this defined area of activity.
- 4.6 To test the hypothesis that a more collaborative approach would be more effective and efficient, the Emergency Planning managers from the six authorities conducted a self-appraisal of the current arrangements and they were asked to identify in what way they considered a more collaborative approach would change the situation. The result of that appraisal is shown in Appendix 1.
- 4.7 The key issues identified in this appraisal are:-
- Duplication and repetition of tasks;
  - Lack of harmonisation and resilience;
  - Inconsistency of response (suggesting a lack of systematic dissemination of best practice); and
  - Lack of integration and inter operability.
- 4.8 It should be recognised that local authorities can be faced with many difficulties when it comes to emergency planning which are not necessarily constraints for other organisations.



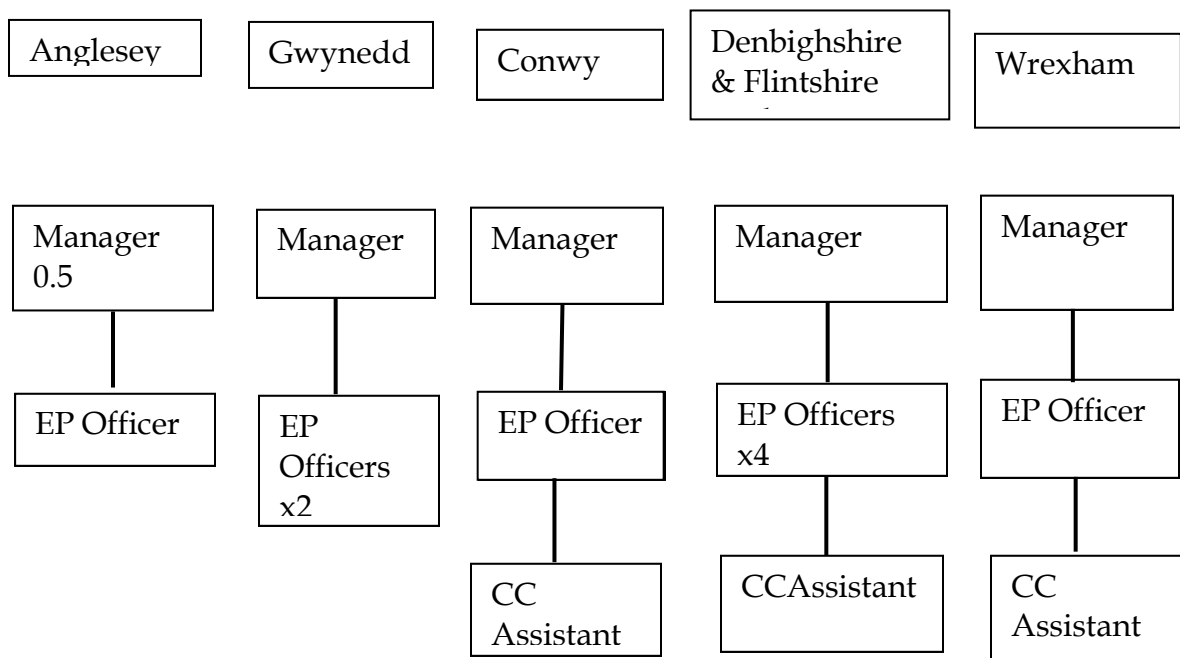
- 4.9 In particular, discussion with Emergency Planning managers highlighted the problem they face of the historical perception of the role of Emergency Planning function. Every one of the Emergency Planning managers identified to greater or lesser degrees the challenge of services owning emergency planning as part of business continuity.
- 4.10 There is also the challenge of immediacy. In times of increasing pressure on resources it is difficult to give priority to an issue which rarely, if ever, happens.
- 4.11 Authorities are embedding an empowering culture into their command and control culture which in itself can prove problematic.
- 4.12 The Emergency Planning Officer review suggests therefore that there would be a number of advantages from a collaborative model of delivery. These can be seen in Appendix 1. The main benefits are:-
- Improved resilience for partner councils due to the team's size. (effectiveness);
  - Improved focus of available resource by sharing specialist support and common tasks (efficiency);
  - Ensuring greater consistency of response and dissemination of best practice amongst authorities (effectiveness);
  - Improved communication channels between the LRF and individual authorities (effectiveness).

## 5 OPTIONS

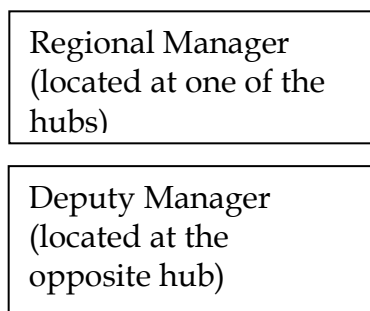
- 5.1 The key driver from the original commission was to make better use of the resource currently utilised for emergency planning.
- 5.2 This entails getting better results for the expenditure incurred or getting the same results for less resource (or a combination of both).
- 5.3 The Chief Executives considered 4 options:-
- Retain the existing provision;
  - Develop three emergency planning units pairing two neighbouring authorities;
  - Develop two emergency planning units each covering three local authorities; and
  - Develop a single regional group with outposted officers.

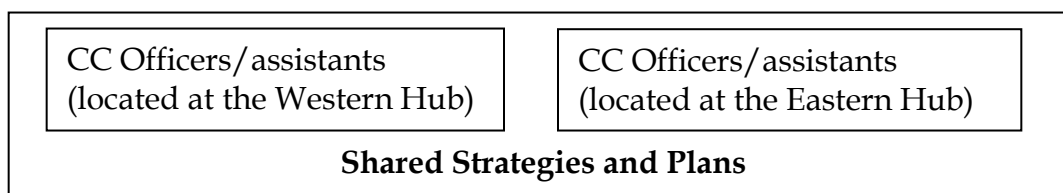
- 5.4 The paper considered by the Chief Executives contained an analysis of the strengths and weaknesses of the options.
- 5.5 Having considered the paper, the Chief Executives commissioned this business case to examine the viability of establishing a single regional service centred around two hubs – one for the East and one for the West with the manager of the service located in one area and the deputy in another.
- 5.6 This is effectively a hybrid of the last two options noted in 5.3 above and this business case centres completely on the commissioned option.
- 5.7 A summary of the proposed operating model and staffing structure for the new model is set out below.

**Current organisational chart**



**New Organisational Chart**





Anglesey	Gwynedd	Conwy	Flintshire	Denbighshire	Wrexham
Liaison officer	Liaison officer	Liaison officer	Liaison officer	Liaison officer	Liaison officer

5.8 The proposed model would locate a Civil Contingency Officer at each authority who would be responsible for:-

- General liaison for emergency planning and recovery planning;
- Supporting local authorities in risk identification;
- Ensuring that strategies, plans, and exercises developed by the hubs are converted into local action at local authority level; and
- Ensuring that local authorities developed their business continuity plans.

5.9 These individuals would be supported by officers/assistants located at the two hubs which would be charged with developing plans in particular areas and ensuring that we identify, and promote best practice.

5.10 All officers would be overseen by a regional manager located at one hub area and they would have a deputy who, in order to ease administration and facilitate the distribution of workload, would be located at the other hub area.

5.11 The general model would need to ensure that the linguistic characteristics of the service provided for Gwynedd and Ynys Mon Councils could be fully conducted in Welsh and a bilingual service would have to be available for all areas should they require such a service.

## 6 BENEFITS

6.1 The Emergency Planning Managers consider that the proposed model would have the potential to realise all of the benefits noted in 4.13 above.

- 6.2 It is clear to see the way in which the proposed model could lead to improved effectiveness in terms of resilience (due to a larger operating unit) and dissemination of best practice (as all authorities would be following the same practice).
- 6.3 In the longer term there may also be some benefit in effectiveness and efficiency from merging with the secretariat of the North Wales Resilience Forum.
- 6.4 It is clear to see how the new model could lead to efficiency savings by avoiding duplication.
- 6.5 The model would reduce the staffing complement from 16.5 to 14.
- 6.6 There is no doubt that reducing duplication should lead to a release of the staffing resource needed to fulfil current activities.
- 6.7 The staffing model is based on developing shared strategies and training through 4 FTEs. Taking into account that this activity is currently undertaken 5 times (assuming that Denbighshire and Flintshire's planning operations are already integrated) then one could raise an argument that this could potentially be reduced to 20% of the FTEs currently undertaking the work.
- 6.8 However, there will still be some degree of tailoring for individual authorities and coordination. Thus, on a superficial analysis a reduction of 2.5 FTEs is a realisable target.
- 6.9 Whilst we currently have a response capability across all authorities, there remains some question as to whether all authorities are implementing the actions and planning activities they should be doing in order to fully comply with best practice.
- 6.10 Initially therefore there could be some work in ensuring consistency of ability to respond across all authorities.
- 6.11 In the short term, therefore, the Emergency Planning Managers believe that the proposed reduction in resource implied by the new model should not be reduced further until such time as the new unit had managed to get all authorities up to speed and that only then should the new manager be charged with the aim of achieving further financial savings (as a longer term objective).

- 6.12 In essence this revolves around what the partner authorities want to achieve from this proposal – is it to ensure that the service is made more resilient and improved, or is it to get the current level of service at a reduced cost. This is a matter for each authority to determine but the EP Managers themselves recognise that there is some way to go before we can all be fully satisfied that our emergency readiness is as it could be.
- 6.13 There is some comparative data for a unit of this size. For example we are aware that in East Riding, they provide the EP support for 4 unitary authorities with an establishment of 14. However in Cleveland, they provide a service for 4 unitary authorities with an establishment of 10.

## **7 COSTS AND FINANCIAL BENEFITS**

- 7.1 Any change will involve ongoing financial costs and benefits along with one off costs of change.
- 7.2 In terms of hosting the new model, staff would need to be transferred to a host authority and the relevant pay grade for the posts would be dependent upon that authority's pay evaluation mechanism.
- 7.3 In order to inform the decision making process, the proposed model has been fed through a council job evaluation mechanism. Based on outline job descriptions it is estimated that as a result of the staffing and the consequent gradings the ongoing saving from the model could be around £75,000 with a further £12,500 accruing after disturbance and protection arrangements had expired (say after three years).
- 7.4 This assumes that no central recharges or other operating costs could be saved. It also assumes that there would be no additional unforeseen costs e.g. ICT or at least that these could be subsumed in other compensating savings which have not been taken into account.
- 7.5 As the loss of one or two staff rarely result in authorities being able to realise reductions in central support services any adjustments in these costs have been assumed to be effected at marginal cost (i.e. an authority hosting the function would only be recompensed for the marginal cost of any movements in posts).
- 7.6 The cost of change would depend greatly on the appointments made and any resultant redundancies.

- 7.7 An evaluation of the nature of the revised jobs suggests that whilst the post of manager and deputy manager would be appointed from the current pool of emergency planning managers, those who were unsuccessful could be offered posts in the hub, which would not be classed as suitable alternative employment and as such they could claim constructive dismissal.
- 7.8 Various permutations have been calculated and on the information available the upper range of this cost could be of the order of £175,000.
- 7.9 Distributing the reduced service cost on the basis of population (which is the basis for the distribution of this element of the RSG) would result in the following budgetary effects. An alternative is shown which ensures that no authority pays more than they currently do (the protection being distributed to other authorities based on population).

**Table 3**  
**Assumed immediate and longer term budgetary savings**

	Current Budget *	Distribution of costs (**)	(Saving) / Cost	Alternative
Conwy	133,760	106,010	(27,750)	(24,180)
Denbighshire (***)	104,460	93,030	(11,430)	(8,300)
Flintshire (***)	125,160	142,150	16,990	-
Gwynedd	138,200	112,510	(25,690)	(21,900)
Wrexham	134,970	127,640	(7,330)	(3,030)
Ynys Mon	85,330	65,540	(19,790)	(17,590)
<b>Total</b>	<b>721,880</b>	<b>646,880</b>	<b>(75,000)</b>	<b>(75,000)</b>

(\*) excluding recharges

(\*\*) following immediate savings of £75,000

(\*\*\*) Denbighshire's contribution assumed to meet the Flint support recharge 50:50

- 7.10 It is likely however that the first two years savings would be required to meet the one off costs of change, and the savings would only accrue from year 3 onwards.

## 8 GOVERNANCE

- 8.1 As the new Unit would be delivering a service to six authorities there would need to be a provision whereby those authorities were able to feed into the commissioning process and hold the unit to account for performance. Clear commissioning arrangements at the outset will be essential.

- 8.2 Under the current arrangements, the governance arrangements are of course direct and straightforward.
- 8.3 More often than not, the Emergency Planning Manager is answerable to a senior officer in an authority and will be subject to the usual commissioning and performance management arrangements for that authority.
- 8.4 The governance arrangements for the revised model would need to be somewhat more sophisticated, and yet would need to be commensurate to the size of the service.
- 8.5 Commissioning services would need to remain with individual authorities (as they would still be responsible individually for meeting their statutory duties) and the purpose of the Unit would be to ensure that each authority was in the optimum state of readiness to cope with an emergency and thus each authority would need to be able to discuss their requirements at an appropriately senior level.
- 8.6 The Manager of the Unit would need to be answerable to a senior officer in the host authority.
- 8.7 Accordingly, one possible model is one whereby the host authority agreed to provide the service to all other authorities (backed up by a formal service level agreement) with the senior officer in the host authority along with the regional manager meeting the other senior officers from the other authorities on a periodic basis to discuss requirements and performance could be an appropriate model. In particular, they would need to agree far enough beforehand the demands to be placed on the service and the consequent resource implications.
- 8.8 Some consideration would also need to be given in the service level agreement to the day to day lines of communication between various officers in the new unit and commissioning officers at local authority level along with the arrangements for cost sharing and scope for additional work to be carried out for an authority at an additional cost.
- 8.9 For example the governance process outlined above might need to be supplemented by less formal meetings between the manager or his deputy at local level as required.

## 9 IMPLEMENTATION TIMELINE

- 9.1 Following agreement of the proposal there will need to be a more detailed costing undertaken once a host authority is known; detailed job descriptions formulated and the appropriate manager and deputy appointed.
- 9.2 Thus there needs to be a decision based on the factors highlighted in this outline case before we can proceed further (or any further work defined in order to come to a decision).
- 9.3 The following timeline is proposed –

Commencement of briefing and consultation of staff on the business case and proposals.	February 2013
Each Council to nominate to an Implementation Team.	February 2013
Councils agree to join a regional service.	End of March 2013
Appoint a project manager to deliver the project.	End of March 2013
Appoint Regional Manager and Deputy.	June/July 2013
Notice of Transfer.	End of July 2013
Creation of operational structure, operating processes, development of the detailed budget and identification of accommodation.	September 2013
Development of Service Level Agreement and Partnership agreement.	September 2013
New service operational.	October 2013

## 10 CRITICAL ASSUMPTIONS AND RISK ASSESSMENT

- 10.1 There are a number of critical assumptions and risks which need to be taken into account. These are highlighted below along with possible mitigating actions.



	<b>Risk</b>	<b>Probability</b>	<b>Mitigating actions</b>
1	Focus on the change process results in less focus on the delivery of the service.	Medium	The relatively short period of implementation and the number of staff involved in major change should in itself be a mitigating factor. However it must be recognised that any upheaval can result in a lower level of service – the new regional manager’s change management abilities must be paramount in mitigating this risk.
2	The anticipated service benefits are not realised.	Low	The size of the new service must result in greater resilience and reduced duplication. If it does not the relative small size of the service could be undone without too much difficulty.
3	Moving to a central service makes it even more difficult to get services to plan accordingly	High	This will depend upon the new unit’s ability to inspire and facilitate. One commentator from another authority already operating such arrangements has warned against “confused chains of command” and another has commented that central teams unfamiliar with individual authority working practices can lead to difficulties. The location of liaison officers at each individual authority is a key mitigating factor along with the governance arrangements which will involve a senior commissioning officer from each authority and the regional manager / deputy.
4	A deterioration in communication between the emergency planning community and services arises as a result of the centralisation	Medium	The location of liaison officers at each individual authority is a key mitigating factor along with the need to establish strong governance arrangements with clear lines of communication which will involve a senior commissioning officer from each authority and the regional

			manager / deputy.
5	Liaison Officers become isolated and follow a “local” agenda as opposed to the agreed programme	Medium	<p>There is some evidence from other collaborative ventures that liaison officers became isolated and started to go “native”.</p> <p>This would be mitigated by the fact that the line management for these individuals would be the Regional Manager or his/her deputy and they would have to have appropriate performance management arrangements in place to ensure that this did not happen.</p> <p>Strong commissioning and governance arrangements would also have to be in place to ensure that Liaison Officers were not deviated from the agreed programme.</p>
6	The loss of senior staff members leads to a reduction in the capability of the facilitation resource.	Unknown as yet	
7	The reduction in resource is too great.	Low	Data from areas such as East Riding and Cumberland suggest that the proposed solution is reasonable.
8	Authorities unable to deal with a commissioning approach and the service deteriorates due to loss of direct control.	Medium	<p>If an authority considers that it is insufficiently mature to manage such an arrangement then it should not subscribe.</p> <p>However differing priorities and political drivers could lead to friction and reduced buy in to the EP function in general.</p> <p>Simple and clear governance procedures should mitigate this risk.</p>
9	Costs are greater than anticipated	Low	A prudent approach has been taken to the costs but nevertheless there may be some hidden costs and some key information is unavailable until such time as more detailed job descriptions

			are available, and those applied through the host authority's job evaluation procedure. The gateway review by Chief Executives once this process has been undertaken should mitigate this risk.
10	Liaison Officers could find their pay grades changed as a result of the host authority's pay evaluation process putting them out of step in comparison with those with whom they work at an individual authority.	Low	This could work both ways.  In practice, it is inconceivable that pay rates would be significantly different but it would be an unavoidable consequence of working for a different organisation.  The only other mitigating action would be to choose a different operating model.
11	Greater concentration of expertise creates greater risk of loss should an individual officer retire / move on.	Low	This risk is already faced by individual authorities.  A larger unit should facilitate the ability to have better workforce planning thus reducing the risk.

10.2 There is also a risk of course of not undertaking the project. It would directly undermine one element of the compact for change and one would have to ask whether the current 6 authority flavours of response is sustainable in the long term.

NORTH WALES EMERGENCY PLANNING REVIEW

SERVICE TASK  STATUTORY	CURRENT PROVISION	JOINT PROVISION
Control of Major Accident Hazards (COMAH) Regs, Pipeline Safety Regs; Radiation Emergency Preparedness and Public Information Regulations (REPPIR)	Each authority has well developed plans updated according to an agreed common approach. The individual Emergency Planning Units ensure that their plan matches the common template and the local authority has officers who are able to discharge their emergency response duties through the respective plans.	One emergency planning officer would act as lead officer for the six local authorities on each specific planning topic. This provides consistency and harmonisation with Category 1 organisations across North Wales and the Regulator resulting in a more resilient approach.
Mass Fatalities; Risk Assessment	A single plan covers North Wales but this entails the involvement of officers from each of the emergency planning units to develop the work, resulting in repetitive and duplicated actions.	One emergency planning officer would act as lead officer for the six local authorities. This removes duplication and provides a more resilient approach. Local planning liaison will be needed to address county logistical issues.
Warning & Informing; Business Continuity Promotion	Each authority has developed an individualistic approach to deal with their needs. This results in a considerable amount of duplication across North Wales. There has been collaboration on the production of information leaflets.	A common model would be developed and applied across all the communities in North Wales. This removes duplication and provides a more harmonised and resilient approach.
Nuclear Site Liaison (Wylfa & Trawsfynydd)	Gwynedd & Ynys Môn have collaborated and liaised in developing plans, but site specific arrangements	Specialization would be developed providing more resilience. These skills could also be provided to support

EPCC)	necessitate some duplicated actions.	colleagues across Wales if necessary as part of regional collaboration.
Business Continuity, Fuel Plan, Severe Weather plans & Health	Each authority has developed plans updated according to local circumstances. The individual Emergency Planning Units ensure that each local authority has officers who are able to discharge their emergency response duties through the respective plans. This inconsistent approach results in each local authority possibly responding in a different manner to very similar circumstances.	A common approach would be developed with the Primary Liaison Emergency Planning Officer for each of the authorities to take into account local needs. This removes duplication and provides improved resilience. There will remain a need to embed business continuity within each authority's culture.
Flood Partnerships Reservoir Inundation, Resilient Communications	Existing flood partnerships have arisen due to local experience of flooding, currently only formalised in two authorities. The dissemination of this learning has not been extended to those areas where actual flooding has not yet regularly occurred, but the risk exists. Local flood plans are tailored to the specifics of the locality.	One emergency planning officer would act as lead working closely with the Primary Liaison Emergency Planning Officer for each of the authorities, to ensure that flood partnerships are developed across all risk areas, and flood plans, although specific to their area, follow a common template.
Community Resilience & Voluntary Sector	Each authority has developed an individualistic approach to deal with their needs in relation to community resilience. There has been collaboration in engagement with the voluntary sector.	One emergency planning officer would act as lead officer for the six local authorities. A common approach would be developed with the Primary Liaison Emergency Planning Officer for each of the authorities to take into account local risks. This enhances consistency and resilience.
Learning & Development, Training Needs	Each authority has developed an individualistic approach to deal with their needs. The individual Emergency Planning Units provide the focus for	A common approach would be developed with the Primary Liaison Emergency Planning Officer for each of the authorities to take into account local needs. This would feed the local

<p>Identification</p>	<p>ensuring that each local authority has officers who are able to discharge their emergency response duties by providing local training and exercising . Whilst there is a North Wales provision through the Resilience Forum this provides only a limited capacity for generic training and does not meet all the local needs. This results in a considerable amount of duplication at the local level.</p>	<p>needs into the North Wales Resilience Forum Learning and Development Group. This removes duplication and provides resilience, whilst reflecting client needs in the training programme. The provision of training could also be undertaken in partnership with other Cat 1 responders as part of the developing NWRF Strategy</p>
<p>Pollution of Controlled Waters, Marine Pollution, Events &amp; Safety Advisory Group, Port Authority &amp; Airports, Animal Health, Eisteddfod &amp; Agricultural shows</p>	<p>Each authority has well developed plans updated according to national guidelines and local circumstances. The individual Emergency Planning Units ensure that each local authority has officers who are able to discharge their emergency response duties through the respective plans</p>	<p>A regional approach would be developed with the Primary Liaison Emergency Planning Officer for each of the authorities, taking into account local needs and risks, with the lead officer liaising with the Category 1 responders and event organisers to ensure a harmonised and compatible approach.</p>
<p><b>SERVICE TASK</b></p> <p><b>NORTH WALES RESILIENCE FORUM</b></p>	<p><b>CURRENT PROVISION</b></p>	<p><b>JOINT PROVISION</b></p>
<p>Learning &amp; Development; Warning &amp; Informing; Industrial Hazards; Pollution; Mass Fatalities; Risk Assessment; Logistical Preparedness;</p>	<p>Each local authority can provide a representative to one or more of the task groups that meet on a regular basis. This may lead to a considerable duplication of effort. However a sensible approach is taken with rationalization of representation at meetings, and subsequent cascade arrangements need to be effectively managed to disseminate information and tasking.</p>	<p>One emergency planning officer would act as lead officer for the six local authorities on a specific task/risk group. This removes duplication and provides a resilient approach and will allow for greater development of 'in-depth' knowledge on a particular topic.</p>

Telecomms; Voluntary Sector; Infectious Diseases; Flooding; Humanitarian Assistance; Recovery		
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**Advantages of two hub service delivery in supporting partnership councils:**

- Improved resilience activity to partnership councils due to team size (recognising the limitations of this statement in the event of a widespread incident).
- Improved focus of available resources through hub unit providing shared specialist support to partnership councils
- Based on the under pinning principles of a joint unit that has operated effectively and successfully for 5 years between Denbighshire and Flintshire
- Reflects current out-of-hours duty arrangements
- Potential for eventual cost savings due to reduction in managers and support resources
- officers will provide local focus and gateway into specialist emergency planning support form a larger team for individual authorities
- Refines and simplifies support of NWRF Task Groups and other partners

- More consistent arrangements with respect to CCA duties with Category 1 & 2 Responders across North Wales
- Provides a single point of contact for strategic issues at LRF/SCG level
- Harmonisation of best practices across all Authorities
- Improved resilience for emergency response



