

Trust Board Report

Meeting Date:	23rd April 2012
Title:	Annual Report Emergency Preparedness 2011/2012
Executive Summary:	<p>The Trust is required to provide positive assurance in relation to the emergency planning requirements of the National NHS Operating Framework, the DH, SHA and the Black Country Cluster.</p> <p>As a Category 1 responder under the Civil Contingencies Act 2004, the Trust has a statutory and moral obligation to be prepared to respond to major incidents or public health incidents and to have the appropriate plans in place.</p> <p>Business Continuity plans also need to be in place to ensure that the Trust maintains business as usual for as long as possible in response to any form of severe disruption i.e. a major incident, or pandemic event, events that occur internal or external to the Trust.</p> <p>For 2012/2013 the Trust will continue to build on its emergency preparedness arrangements working with the changes presented by the new NHS reforms, and the involvement of the new arrangements for Health Emergency Preparedness, Resilience and Response (EPRR).</p>
Action Requested:	<p>Approve Annual Report 2011/2012</p> <p>Approve the Work Programme for 2012/2013</p>
Report of:	Director of Planning & Commissioning
Author: Contact Details:	<p>Head of Emergency Planning & Business Continuity</p> <p>Tel: 01902 696747 Email: Diane.Preston@nhs.net</p>
Resource Implications:	Nil
Public or Private: (with reasons if private)	Public Session
References: (eg from/to other committees)	<p>Emergency Planning Committee</p> <p>Major Incident Sub Group</p> <p>Human Infectious Diseases Sub Group</p> <p>Business Continuity Sub Group</p>

Appendices/ References/ Background Reading	Appendix 1 – Annual Report CCA 2004 Emergency Planning Guidance 2005 BS 25999 – Business Continuity UK Influenza Pandemic Strategy 2011 – DH 11 Nov 2011 NHS Operating Framework 2012/2013 Shared Operating Model for PCT Clusters – DH 28 July 2011 Arrangements for Health Emergency Preparedness, Resilience and Response (EPRR) – DH 29 March 2012
NHS Constitution: (How it impacts on any decision-making)	In determining this matter, the Board should have regard to the Core principles contained in the Constitution of: <ul style="list-style-type: none"> + Equality of treatment and access to services + High standards of excellence and professionalism + Service user preferences + Cross community working + Best Value + Accountability through local influence and scrutiny
Background Details	
1.0	Assurance <p>1.1. The Trust is required to provide positive assurance in relation to the emergency planning requirements of the Operating Framework for 2012/3013 and the ongoing assessment of key stakeholders in relation to the Trust’s capabilities to respond and to recover.</p> <p>1.2. As a Category 1 responder under the Civil Contingencies Act 2004, the Trust has a statutory obligation to be prepared to respond to any type of severe disruption, albeit from a major or public incident or a business continuity event and ensuring appropriate plans are in place.</p> <p>1.3. Business continuity plans also need to be in place to ensure the Trust maintains business as long as possible in the event of severe disruption, which may be as a result of internal or external factors.</p>
2.0	Annual Plan – Emergency Preparedness 2011/2012 <p>2.1. The Annual Plan for 2011/2012 is in Appendix 1 and outlines:</p> <ul style="list-style-type: none"> ▪ The requirements for emergency planning and business continuity the Trust is responsible for meeting and provides an update on the actions which were undertaken to meet these during 2011/2012. ▪ Provides assurance, that the Trust is meeting its duties for emergency preparedness. ▪ Sets out the key activities for 2012/2013 for emergency planning and business continuity for the Trust.
3.0	Work Programme for 2012/2013 <p>3.1. For 2012/2013, below are some of the key priorities for which the Trust will be undertaking.</p>

4.0.	<p data-bbox="480 203 1356 405"><ul style="list-style-type: none">▪ Further revision & development of plans▪ Training & Exercising▪ Olympic Planning▪ Embedding Business Continuity into the Trust▪ Adapting to the new accountability framework under the new arrangements for EPRR.</p> <p data-bbox="336 439 472 472">Summary</p> <p data-bbox="336 506 1356 707">4.1. We have comprehensive emergency plans in place to respond to the range of potential major incidents that can occur. We have continued to develop, update and refine our Emergency plans to incorporate new guidance and best practice as well as learning from the exercises and tests we have undertaken, and ensured lessons learnt are incorporated into our future planning.</p> <p data-bbox="336 741 1356 875">4.2. We have made our plans more accessible to staff through the ongoing development of the emergency preparedness website and the sharing of plans which are now building on the integration of acute and community services.</p> <p data-bbox="336 909 1356 976">4.3. We will continue to work collaboratively with partners to ensure there is an integrated emergency management approach to all that we do.</p>
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Emergency Preparedness – Annual Report

March 2012

1.0. Background

- 1.1. Emergency Preparedness encompasses emergency planning which is concerned with minimising the impacts and managing the response to emergencies affecting the community i.e. a major incident or public health incident, as well as business continuity which is concerned with maintaining an organisations ability to function in the event of a disruption or an emergency.
- 1.2. The Civil Contingencies Act (CCA) 2004, is the main piece of legislation concerning emergency preparedness. It defines the responsibilities of a Category 1 and Category 2 responder. The Trust is defined as a Category 1 responder giving us a central role in planning for and managing emergencies.

As part of this role we are required to:

- 1.2.1. Assess the risks of emergencies occurring and use this to inform contingency planning.
 - 1.2.2. Develop emergency planning including production of emergency plans, training, exercising and plan review in order that the Trust can respond to emergencies.
 - 1.2.3. Production and maintenance of business continuity arrangements to sustain critical functions in the event of service disruption or emergency situations.
 - 1.2.4. Warning and informing arrangements to ensure that the public are prepared for an emergency and are kept informed during an emergency.
 - 1.2.5. Co-operate with other local responders to enhance co-ordination and efficiency.
- 1.3. NHS organisations are additionally required to adhere to the Emergency Planning Guidance 2005. This guidance outlines arrangements NHS organisations need to comply with in respect of their legal duties under the CCA and the minimum requirements for Organisations to conduct a 'live' exercise every 3 years, a table top exercise on a yearly basis to validate emergency preparedness arrangements and a test of communication cascades every 6 months.
 - 1.4. Emergency planning is also addressed in the annual NHS Operating Framework which reinforces the need for Organisations to be compliant with the CCA and NHS planning guidance 2005. In particular it makes reference to accountability arrangements which should be clear at all

times through out the transition and organisations must continue to test and review their arrangements.

2.0. Introduction

- 2.1. The purpose of this report is to provide an update on the Trust's emergency preparedness and business continuity arrangements.
- 2.2. With effect from April 2011, the Trust acquired the community provider and rehabilitation services under the National Transforming Community Services Agenda, which has been included in our planning to maintain key services and minimise impacts of critical primary and community services and safe staffing levels. This has involved working closely with Wolverhampton Public Health, and the newly formed Cluster Groups under the new NHS reforms as well as meeting our statutory requirements under the CCA 2004 and the Emergency Planning Guidance 2005.
- 2.3. The NHS faces many risks which threaten the delivery of high quality services to patients and to also our own workforce. Such risks are identified in the national risk register (updated by the cabinet office) and the community risk register. At a local level these have been formulated through the Local Resilience Forum and the Wolverhampton Resilience Forum. The Trust consistently reviews these potential risks and their impact on services it provides.

3.0 Achievements during 2011/2012

3.1. Emergency Planning –Governance

The following plans have been revised/developed throughout 2011/2012:

- Revised Major Incident Plan
- Addendum to Major Incident Plan for Mass casualty planning
- Updated Heatwave Plan
- Cold Weather Plan
- Revised Business Continuity Strategy incorporating Industrial action planning.
- Fuel Disruption Plan
- Revised Influenza Pandemic/Human Infectious Diseases Plan – ongoing

3.2. Business Continuity

The British standard NHS 25999 1&2 is the document which gives a formal structure to business continuity management within the NHS. It provides the future basis for business continuity arrangements and it provides an assurance framework between commissioners and providers. As a requirement the Trust is required to demonstrate its alignment to this standard.

- 3.2.1. During 2011/2012, the Trust carried out a review of its service level business continuity plans, including the plans for community health. Further work is needed to ensure with the amalgamation of community services and structures that individual service plans reflect these changes.

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- 3.2.2. A work programme has been established for 2011 – 2013, which incorporates ongoing work, a review process and an internal audit is planned for August 2012 to review the Trust's state of resilience for a business continuity event. The outcome will form future planning.
- 3.2.3. As part of testing our capability to continue as long as we can in the event of business continuity a table top exercise – 'Exercise Phoenix' took place. This was aimed at testing business continuity plans for a variety of departments across the Trust who rely on IT systems for the delivery of their services. The learning from this exercise established clear interdependencies of services across the Trust and the criticality of applications.
- 3.2.4. As part of the global education event for staff to learn more about business continuity, the Trust took part in Business Continuity Awareness week (19 March – 23 March 2012), taking the opportunity to raise awareness the importance of having business continuity arrangements in place, how it could affect the organisation, and individuals responsibilities in ensuring business continuity of our services.

4.0. Pandemic Planning/Human Infectious Diseases

- 4.1. The Department of Health issued a revised Strategy, UK Influenza Pandemic Preparedness Strategy 2011 (launched November 2011), with the focus of this strategy reflecting on the lessons learned following the H1N1 (2009) influenza pandemic, outlining the need to:
- Develop better plans for the initial response to a new influenza pandemic focusing on rapid and accurate assessment,
 - plans which are proportionate to meet the differing demands of pandemic influenza viruses of milder and more severe impact, rather than just focusing on the worst case planning assumptions.
 - Taking greater account of age specific and better plans for managing the end of an influenza pandemic – the recovery phase.
- 4.2. The Trust has undertaken a review of its risk assessment in line with these changes and previous lessons learnt which are included in the work programme for 2011 – 2013, including the development of a revised plan for the Trust and the inclusion of a recovery plan.
- 4.3. Further work is ongoing in the re-establishment of the Wolverhampton City Wide Group due to the impact of TCS and the commissioning structure changes in 2013, Public Health and the Local Authority. The Trust is continuing to engage with Public Health and other multi-agency partners in its formulation of a revised City Wide Group.
- 4.4. It is important for the Trust to have a plan in place not just for Influenza pandemic but for other infectious human diseases. To support this, Infection Prevention has produced a policy for the Outbreak of Communicable Infection, as part of this policy work is ongoing in the development of an implementation plan.

5.0. Training & Exercising

- 5.1. Throughout 2011/2012, a variety of training and exercises to test our plans and to support our staff in their roles has been carried out.
- 5.2. All staff on the Trust on call rota have been given the opportunity to attend training sessions and participate in exercises.
- 5.3. Head of Emergency Planning & Business Continuity was awarded the Diploma in Health Emergency Planning September 2011, as part of ensuring the Trust's emergency preparedness is undertaken in line with the requirements of the CCA Act 2004.

5.4. Summary of Training

Date	Type of training	Internal/External Training	Staff Groups involved
May 2011	ERMA Command & Control	Health Emergency Preparedness - West Midlands Conurbation	Executive Directors
May & July 2011	Loggist Training	Health Emergency Preparedness Team - West Midlands Conurbation	Administrative staff across the Trust, and Trust On Call Managers
24 June 2011	Silver Command	Internal	Trust on Call Managers inc Community On Call managers
June/July 2011	CBRN	Internal	A&E Staff
12/13 Sept 2011	Bond Solon – Emergencies on Trial	Health Emergency Preparedness West Midlands Conurbation & Legal Firm	Executive Directors
12 January 2012	Strategic Leadership in a Crisis Training	DH/HPA	Senior Managers on Director on call rota
1-3 Feb 2012	Developing & Maintaining your BCM programme	Emergency Planning College, York	Head of Emergency Planning & Business Continuity
6-8 March 2012	Certificate in Business Continuity	Emergency Planning College, York	Head of Emergency Planning & Business Continuity
21 March 2012	Role in the event of a major incident	Internal	A&E Junior Doctors
Monthly	Trust Induction	Internal	All new starters

5.5. Exercises

The Trust has taken part in a number of exercises internal and external to test our plans and build on learning during 2011/2012. These included:

5.5.1. Internal

Date	Exercise/Test	Scenario
25 July 2011 Table Top Exercise	Ex Cupid	Mass casualty incident – testing the Trust's addendum of the Major Incident Plan
7 September 2011 Table Top Exercise	Ex Phoenix	IT disruption which affected several systems Trust Wide with the challenge for the Trust to ensure systems are back on line as soon as possible ensuring that services are still being delivered to the best or optimum capacity available.
24 September 2011 Live Exercise	Ex Marie	Small explosion occurring in a chemical store – a wide range of substances have been liberated by the explosion, 'live' casualties (volunteers) involved, testing the Trust's response in the event of a radiation incident.
1 September 2011	Communications test	Full cascade call out of staff in the event of a MI (Declared) – in hours
21 March 2012	Communications Test	Partial cascade call out of staff in the event of a MI (Standby) – outside of normal working hours

5.5.2. External & Multi-Agency Exercises

Date	Exercise/Test	Scenario	Lead Organisation
10 November 2011 Table Top Exercise	Ex Vulcan Multi-agency involvement across the West Midlands conurbation.	Exercise centred around burns capability across the region	HPA
14 December 2011 (testing of an IT system)	Ex Serpent Involvement of Acute Hospitals across the West Midlands Conurbation	To test the resilience & mutual aid capability of the Escalation management system (EMS) in the event of a major incident across the West Midlands.	LHRF/West Midlands Capacity Team
30 January 2012 Table Top Exercise	Ex Vesuvius	An environmental & public health incident affecting the public across the	WCPCT – Public Health Wolverhampton Local Authority –

		boundaries of Wolverhampton and Walsall. To increase the recognition and interoperability of organisations under the changing NHS landscape.	Environmental Agency
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Lessons learnt from these events have been built into the further development of plans, and changes to action cards.

5.6. Incidents

The Trust responded to 2 incidents during 2011/2012, being:

- Industrial Action – 30 November 2011 – formal debrief report produced and lessons learned incorporated into future planning for strike action.
- Public Health incident – 6 January 2012 – the Trust provided support through the Memorandum of Understanding for mutual aid to Wolverhampton Public Health.

6.0. Communication

- 6.1. All new staff who attend Trust induction receive a brief overview sheet of Emergency Planning and Business Continuity Management. To support this further for new starters and existing staff, a DVD has been developed (due to be launched in May 2012), which is aimed at increasing awareness across the Trust and to help set out individuals roles and responsibilities.
- 6.2. Emergency Planning is in the process of developing a DVD for major incident training, which will be used at Trust Induction and training sessions, due to be launched May 2012.

7.0. Partnership working & Mutual Aid

- 7.1. Emergency planning continues to participate in the local and regional emergency planning in health and multi-agency groups to ensure a proactive and co-ordinated approach in planning, warning & informing and sharing best practice through regular representation at the Local Resilience Health Forum and the Wolverhampton Resilience Forum.
- 7.2. A Memorandum of Understanding with Wolverhampton City Primary Care Trust has been established in providing support to public health in the event of any type of incident which affects the health of individuals across Wolverhampton.
- 7.3. The Trust is supporting the Black Country Cluster through the Memorandum of Understanding in line with the new arrangements established by the Shared Operating Model for PCTS (DH).
- 7.4. Emergency planning has been strengthening relationships with Wolverhampton Local Authority, to establish mutual aid support, through the

enablement of mutual sharing of information and the sharing of resources in the event of a mass casualty incident.

8.0. Assurance (meeting our obligations under the CCA 2004)

8.1. By the end of 2011/2012, RWHT has been involved in:

- 2 communication Exercises
- 2 Table Top Exercises (Ex Cupid, Ex Phoenix)
- 1 Live Exercise (Ex Marie)

8.2. Trust received its annual CBRN audit on the 8 March 2012, no issues were identified in our preparedness in the event of a CBRN incident occurring. This audit was carried out by the West Midlands Ambulance Service on behalf of the SHA.

8.3. A mapping exercise has been undertaken by the SHA and the Black Country Cluster, to seek assurance from its Providers for emergency preparedness. The Trust was required to complete an Emergency Preparedness Assurance Matrix in February 2012. The outcome of this is still awaited.

9.0. Planning for 2012/2013

9.1. The Trust will continue with its ongoing development of plans and areas of work indicated above, however the new NHS reforms will have a major impact on how the emergency planning function will be provided in the future. In any event, the Trust still has a legal obligation to continue with its planning and it will take on the challenges of the new reforms and the new EPRR arrangements when they evolve.

9.2. For 2012/2013, below is the proposed work programme for emergency preparedness:

- Olympic Planning
- Evacuation Planning
- Training to support staff - reviewing & providing alternative methods of training
- Exercises to continually check our plans
- Development of core competencies for relevant staff who would tactically and strategically lead the Trust during the response to a major incident.
- New accountability framework (under the new arrangements for EPRR) – establishing processes and relationship management
- Ongoing Embedding of Business Continuity
- Ongoing integration of community health services in emergency planning
- Further development of the intranet site, news sheet and communication strategy for emergency preparedness