

UNIVERSITY HOSPITALS BIRMINGHAM NHS FOUNDATION TRUST
BOARD OF DIRECTORS
THURSDAY 25 OCTOBER 2018

Title:	UPDATE ON EMERGENCY PREPAREDNESS
Responsible Director:	Kevin Bolger, Executive Director of Strategic Operations
Contact:	Lynn Hyatt, Head of Emergency Preparedness and Resilience(QE), Kellie Jervis, Head of Emergency Preparedness (HGS)

Purpose:	To present the six monthly update to Board of Directors on progress with Emergency Preparedness.
Confidentiality Level & Reason:	N/A
Annual Plan Ref:	Aim 1: Always put the needs and care of patients first.
Key Issues Summary:	As a category 1 responder, University Hospitals Birmingham (UHB) has a statutory duty to ensure that it can respond to emergency situations and continue to provide essential services at times of operational pressure or in the event of an internal emergency. This paper provides an update on the progress with emergency preparedness and associated major incident and business continuity plans
Recommendations:	The Board of Directors is asked to accept this update on Emergency Preparedness, and agree to receive another update in 6 months' time.

Approved by:	Kevin Bolger	Date:	October 2018
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THURSDAY 25 OCTOBER 2018

UPDATE ON EMERGENCY PREPAREDNESS

PRESENTED BY THE EXECUTIVE DIRECTOR OF STRATEGIC OPERATIONS

1. Introduction

As a category 1 responder the Trust has a statutory duty under the Civil Contingencies Act 2004 to ensure that it has adequate arrangements in place to ensure it can respond to an emergency, support emergency response partners and continue to provide essential services to the public at times of operational pressure in the event of an internal emergency and as is reasonably practicable in the event of an external emergency.

2. Executive Summary

This paper builds on the report presented to the Board of Directors in April 2018 and reports on the progress made over the last 6 months to provide assurance that the Trust is fulfilling its statutory duties, and can demonstrate resilience in relation to emergency planning and preparedness.

Heartlands, Good Hope and Solihull Hospitals (HGS) previously produced an annual report and the latest report is attached at Appendix 1.

All existing emergency plans will be aligned across all 4 sites of the Trust but some will have to retain some site specific plans.

3. Emergency Preparedness Policy

The Emergency Preparedness Policy is available on the Trust intranet and acts as a framework to support the procedures which outline practical steps to ensure an adequate response by the Trust. This policy has been reviewed following the merger with HEFT and the new overarching document is waiting to go to the Policy review group on the 23rd November 2018.

4. Major Incident plan and testing

4.1 Major Incident Plan

Extensive training and awareness of the Major Incident plan remains on going throughout QEHB with a number of staff attending for refresher training. The plan is complemented by a video which is available on the Trust Intranet that shows how to set up the Command and Control centre. Further video footage has been produced which demonstrates other significant roles within the plan and is also available on the Trust Intranet.

The Hospital Major Incident/mass casualty plan was revised in August 2018 and has incorporated lessons learned from recent events such as the terrorist events in both London and Manchester, and the various tabletop exercises held.

4.2 Major Incident Testing

There is a requirement under the Civil Contingencies Act to exercise the Major Incident plan every 6 months for communication call out only, yearly as a table top exercise and every 3 years as a live exercise.

4.2.1 Call out Testing

The Trust has a statutory duty under the Civil Contingencies Act 2004 to carry out a communication call out test every 6 months. A test was carried out on 18th July 2018 at 18.50 hours. The test was carried out across 4 departments involving a call being made to 226 staff.

Results

Department/area	No/ staff called	Positive response	% staff responded	No/ able to attend in 30 minutes
ED nurses	134	64	47%	50
ED reception	29	8	27.5%	5
Information officers	19	11	58%	9
Burns unit	44	16	36%	10
Total	226	99	43.8%	74

These departments were all data cleansed prior to the exercise but only the information officers have achieved over 50% the other staff responses have been discussed with the manager for that area.

4.2.2 **Table Top Exercises**

Multiple exercises have been held since April 2018:-

- Exercise MIDAS were four table top exercises held in July and August 2018 for On Call Managers which involved setting up the Tactical Command and Control Centre and working through a scenario dealing with a patient load.
- Exercise REDA was a table top exercise that was held x 3 for ED Nursing staff, this was a major incident simulated train crash at the University station involving multiple casualties
- Exercise Oracle was a simulated major incident scenario involving a bomb explosion at Birmingham City Football ground followed by a secondary explosion at Grand Central Station, held on 12th September and involved 76 staff across seven departments.

The purpose of Exercise Oracle was to test the revised Major Incident plan and in particular the departmental operational plans. Following the hot debrief it was apparent that the exercise was successful with just minor changes required to the departmental Major Incident operational plans.

The exercise was also attended by a small number of staff from HGS who attended as observers.

A formal debrief is due to take place on October 24th 2018.

4.2.3 **Live Exercise**

A CBRN exercise is to be held on 24th October 2018. This will be a live exercise where a number of volunteer 'casualties' will attend the Emergency Department with a suspicious presentation and then be decontaminated. The exercise will be an unannounced exercise and the results will be included in the next board report.

4.2.4 **Preparing for Chemical, Biological, Radiation and Nuclear Emergencies (CBRN)**

Training for a CBRN incident continues to take place in the Emergency Department on a rolling monthly basis when staff are available.

West Midlands Ambulance Service undertook an assessment of the Trust decontamination procedures on April 17th 2018 the assessment went well and the report was positive with no further recommendations.

The QE site specific CBRN plan has been reviewed and will be available on the Intranet.

5. Business Continuity Planning

The Business Continuity plan is available on the Trust intranet as a supporting document to the Emergency Preparedness policy. Training and awareness sessions are continuing to be held across QEHB.

5.1 **Risk Assessments and Business continuity operational plans**

The risk assessments and the accompanying operational plans are now available across QEHB to all staff on the SharePoint system with more areas identifying risks to their service and formulating operational plans to mitigate such risks. The Emergency Planning team attend sessions to provide direction on developing and reviewing these plans.

The business continuity plans continue to be revised and updated following lessons learnt from both live and tabletop exercises.

5.2 **Table top exercises**

All Major Incident exercises now include an element of Business continuity.

5.3 **Live incidents**

There have been 3 significant incidents during the last 6 months.

- **26th May 2018 IT Ransomware attack**

Over the bank holiday weekend we had a Ransomware attack which involved multiple servers going down, and business continuity plans being instigated. The incident continued to affect multiple departments for 24 hours after which time most of the main IT systems that were affected were restored. However all systems were fully operational after 4 days.

- **28th May 2018 Flash Floods**

Flash floods occurred overnight affecting departments in the QEHB including radiotherapy, Heritage building and facilities over at Melchett Road site including the Warehouse, Aseptic Labs and

Procurement. The incident involved a huge clean-up effort by the Housekeeping team.

- **24th September 2018 Bomb Hoax**

At 18:50 a hoax bomb call was received in the WH Smiths outlet in the Atrium QEHB, which initiated an internal incident resulting in evacuation of the Atrium, immediate surrounding areas including pharmacy and outpatient areas as well as the Plaza Restaurant on Level 2. The Incident Command Centre was opened and the response co-ordinated effectively. Police and security staff carried out a full sweep of the site, and the lockdown was lifted by 20:04 when normal service was resumed. A debrief took place on 25th September 2018 and resulted in actions that are currently being followed up.

6. Annual EPRR NHSE Core Standards submission

Following the launch of the EPRR Core Standards in April 2013, all NHS Trusts and Clinical Commissioning Groups (CCG's) were asked to complete a self-assessment against these Core Standards. The assessment is an annual requirement and this year the submission is a combined submission which covers all the 4 sites of the Trust. The annual NHS England Core Standards self-assessment review was submitted to NHS England in August 2018. University Hospitals Birmingham Trust has self-assessed to be fully compliant and therefore no action plan was submitted. The self-assessment was submitted to NHS England with a draft Board report.

7. Additional Emergency Plans

There are other plans available which form part of the Trust's wider emergency planning processes. In light of the merger of Hospitals in April 2018 the emergency planning teams are working to bring several of the emergency plans together to ensure cohesion and co-ordination across all 4 hospital sites.

8. Staff Awareness

The annual Major Incident flyer was updated and issued to all staff in August 2018.

In order to ensure staff, are kept informed of either a major incident, internal incidents, lockdowns or cyber-attacks taking place, a system of Desk Alerts is being introduced which will be visible across all QEHB site PCs. The alert will take over the whole PC screen and will have an audible beeping sound attached. This alert can then be acknowledged and closed.

An ongoing update will run across computer screens until the incident is stood down.

The Major incident Desk Alert will be managed by Communications under the direction of the Incident Commander. Internal incidents and lockdown alerts will be instigated, and managed by the Clinical Site Team, and any Cyberattack desk alerts will be managed by IT.

Before the desk alerts are launched a communications briefing will be available for all staff.

9. Conclusion

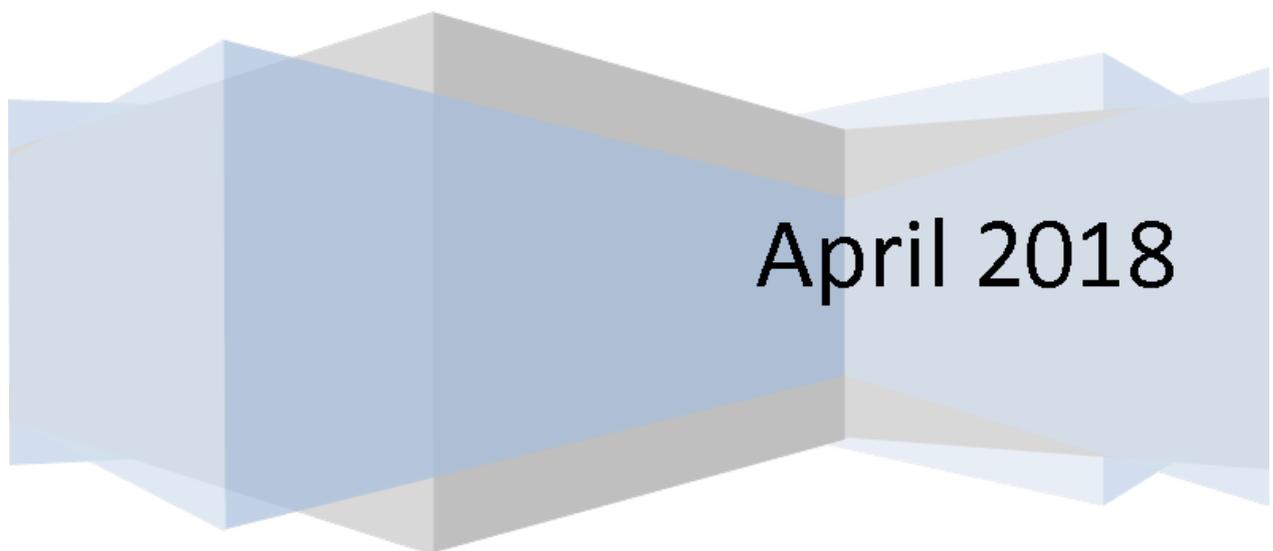
Over the last 6 months a significant amount of work has been undertaken by the revision of the Major Incident/Mass Casualty plan. The assumptions have been tested by both table top and live exercises which have informed the changes required by the relevant departments.

Following the merger with Heart of England Foundation Trust the board report in 6 months' time will be a combined report that will cover all 4 sites that come under the University Hospitals Birmingham NHS Foundation Trust.

9. Recommendations

The Board of Directors is asked to accept this update on Emergency Preparedness, and agree to receive another update in 6 months' time.

**Emergency Planning Team
Year End Report for the
period
April 2017 – March 2018**



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Position Statement

This annual report details the work carried by the Emergency Planning Team (EPT) to ensure that Heart of England NHS Foundation Trust (HEFT) is able to meet its Statutory Obligations as an NHS Category 1 Responder and to support the local NHS structures within the NHS England West Midlands area.

The financial year of April 2017 – March 2018 has seen return of terror attacks on the UK mainland with different delivery methods causing a change in the injury mechanism. To test the Trusts response to these types of threats a number of bespoke training packages and exercises have been written and delivered across the Trust. These have been supported Clinicians from the Critical Care Team, Emergency Department & Theatre Teams.

To ensure that HEFT meets its obligations the EPT has focused on the following work streams.

- 2017 review of NHS England Core Standards for HEFT
- Emergency Planning conference
- Full Training Program for all staffing groups
- Operation Bordesley Dagger
- Membership of the following local & national work groups
 - Local Health Resilience Forum
 - Local Health Resilience Partnership
 - National planning group for implementation of National Occupational Standards
 - National planning group for implementation of Strategic & Tactical training programme for all NHS Trusts
- Release of new Moodle training packages
- Review of HEFT Emergency Incident Plans
- Review of Clinical Areas and Community Services Business Continuity & Lockdown Plans across the Trust
- Support during Incidents & Exercises
- Supporting other organisations Live & Table Top exercises

The following sections cover these work streams in greater detail.

2017 National Core Standards

In 2013, NHS England released the National Core Standards for all NHS Healthcare providers in order for Trusts/Organisations to assess themselves against a set of National Core Standards. This was the first time that all NHS Organisations in England were assessed against the same set of standards for Emergency Planning and Business Continuity.

Since 2013, the EPT have been developing the plans, exercise and training programme to move the Trust to fully compliant. The Trust has continued to report fully compliant in all EPRR aspects of the National Core Standards and each of the annual deep dives exercises since 2015 and this has continued through to 2017.

2017-18 Emergency Incident Plans Review

There are a wide range of Trust emergency incident plans that have been reviewed during 2017-18. These plans are split in to two types - Core and Supporting Plans.

These plans are available in the each of the Trusts control rooms, ED's and on the Intranet (Sharepoint).

The following plans have been reviewed and approved over the past 12 months with the main changes to the documentation due to changes in NHS terminology for Hospital status/titles and the links between HEFT & University Hospital Birmingham (UHB) incident response structures. The plans have also been amended to incorporate the lessons learned from exercises and national incident as well as actual activation of plans.

Core Plans

- Chemical Incident Plan which includes Biological, Radiological & Nuclear Incidents(CBRN) – All sites, geographical differences incorporated into the plan
- Critical Incident (Formerly Internal Disaster) Plan
- Major Incident Plans – Developed as Trauma Unit (BHH) & Local Emergency Hospital's plan (GHH & SOL). Mass Casualty Plans for BHH are incorporated into the Trauma Unit plan.
- Strategic plan is no longer separate but incorporated into the above plans

Supporting Plans

- Adverse Weather Plan – Heatwave and Cold Weather
- Business Continuity & Lockdown Plans – Department/area specific plans

- Business Continuity Plan
- Community CBRN Plan – New for 2016
- Evacuation & Shelter
- Flu Plan
- Fuel Plan – One plan covers all sites
- Lockdown Plan
- Operation Consort – One plan covers all sites, geographical differences incorporated into plan
- Overview Plan
- Pandemic Influenza – One plan covers all sites – geographical differences incorporated into plan
- Prison Emergency Response Plan – Good Hope only
- Threat Plan – Replaces Bomb Threat Plan

Training Programme

For the year April 2017 – March 2018 the Trust hit record levels of attendance & participation by staff of all levels. Between 1st April 2017 & 31st March 2018 over 123 training sessions have been delivered to which 1,414 staff members attended. The training was delivered across the main 3 hospital sites as well as the Chest Clinic, Community and Satellite sites.

The EPT have already received and booked over 70 date requests for the new financial year from departments across the BHH, GHH, SOL, Birmingham Chest Clinic & Community Services to run EPRR training sessions.

Although the training figure for staff attending the respective EP training sessions has risen again, numbers are down in some key areas. For the 2nd year running the Emergency Department attendance is down especially on the GHH & SOL sites. The EPT are currently working with the respective sites leads to improve attendance during 2018-19.

All training programmes for 2018-19 have now been reviewed and rewritten to reflect changes to plans, guidance & lessons learnt from both actual events and exercises locally and nationally.

Moodle

As of October 2016, Major Incident awareness training has been included in the Trusts Mandatory Training Programme. To aid with the delivery of this training, Command & Control and Emergency Planning Awareness Moodle training packages have been created and went live on the 1st April and 1st June 2017 respectively. As

of the 31st March 2017 the following staff numbers have successfully completed these training packages

- Total – 3,345 staff
- Command & Control – 100 staff
- Emergency Planning Awareness – 3,245 staff

These packages have been reviewed and the 2018 versions are now live.

To ensure that all staff within the Trust had an awareness of the Trusts emergency planning arrangements & procedures, the EPT produced a Major Incident & Internal Disasters booklet called 'What's the plan'. This was sent out with the staff payslips in October 2016. This complies with current requirement for 3 yearly awareness however; the EP Team has many concerns as to how effective this is in achieving competence. In conjunction with mandatory training team any staff members who have expired the 3 year window or are new starters have been emailed electronic copies. This approach has maintained our overall compliance at 98.77% at year end.

The Moodle modules, completed annually, ideally will replace the booklet to ensure a more robust and auditable route of awareness training.

National Command & Control training at Strategic and Tactical levels is currently being developed to ensure a consistent and appropriate level of training across all NHS organisations.

EPRR Conference

September 2017 saw the first joint EPRR conference delivered by HEFT & UHB which was coordinated by both Emergency Planning Teams. This conference was held at Queen Elizabeth II Hospital and attended by over 150 delegates from HEFT, UHB, NHS Trusts from across England and other partner agencies. The conference looked at recent terror events from the UK, Europe and across the world and the impacts on NHS resources and staff.

Key note speakers included West Midlands Police Counter Terrorist Unit, Professor Sir Keith Porter, Stephen Groves (National Head of EPRR, NHS England), West Midlands Ambulance Service as well as Clinicians from the Manchester terror attack receiving hospitals. The conference received positive reviews from the delegate feedback reports.

Development Training

The EPT have attended the following Department of Health funded courses to support and add value to the Trusts training programme.

- BTEC Level 3 Education & Training
- Incident Management Course

Kellie Jervis is a member of the national working group developing the Command & Control, Strategic and Tactical training programme which will be implemented across the NHS and likely to be linked to the Core Standards once complete.

The national aspiration for this training is that it will mean Strategic & Tactical Commanders complete a 'Passport' for EPRR which can be taken from one Trust to another should they change organisations. Part of this is for Trusts to include review of the EPRR passport as part of the individual's appraisal process.

Exercises

As part of the Trusts statutory obligations within the Civil Contingencies Act 2004, it is a mandatory requirement for the Trust to carry out the following exercises:-

- Live exercise, once every 3 years or activation of the Trusts Emergency Incident Plans to respond to an incident
- Desk Top exercise, once a year
- Communications exercise, twice yearly

Any activation of plans supersedes the need for a live exercise.

Live Exercise – Due to activation of Internal Disaster Plan which included Command & Control procedures for a fire in Pathology department at BHH August 2017, the requirement for a live exercise was superseded. There have also been a number of other exercises and activations of the Trusts Emergency Incident Plans requiring response to incidents over this period.

Desk Top Exercise – During 2017/18 the EPT, Theatres & Emergency Department, planned and delivered a large multi-discipline desk top exercises as detailed below.

Operation Bordesley Dagger, 15th September 2017

This exercise was a Trust table top exercise for Heartlands Hospital. The exercise was a Terrorist Incident which had direct impact on the Emergency Department, Theatres & Critical Care at Heartlands Hospital.

The aim of the exercise was:

To test the clinical response to a terrorist incident with a significant patient load

The objectives of the exercise were:

- To test the receiving & management of patients in the Emergency Department
- To test the clinical response in Theatres
- To test the clinical response in Critical Care
- To trial the 'Operational Surgical Commander' role
- To test the communications - between the clinical area's and Tactical Control and between Tactical Control and Strategic Command

A debrief & full report were completed post exercise and available through the EP Team & Sharepoint.

Communications Exercise – With support from Switchboard the Trust & EPT ran 5 communications tests throughout the calendar year – both in and out of hours.

Live Activation – A live activation of the Internal Disaster plan & cascade system was carried out on the 26th July 2017 at 00:15 at the GHH site due to threats to staff in ED which also included the activation of the departments Lockdown plan. Although this was stood down within 30 mins, full Strategic and Tactical teams responded to the calls and a full Tactical Response Team arrived at the site.

The EPT & staff from other departments have also represented the Trust at a number of exercises held by partner agencies as well as supporting other Trust and colleagues to deliver their training programme.

A new training and exercise programme for 2018 – 2019 has been written and the EPT are looking to deliver more interactive training using tools such as Kahoot, Moodle and other on line systems.

Incidents

Between the 1st April 2017 & 31st March 2018 there have been 10 incidents across the Trust which have been managed by activation of EPRR plans both in & out of hours.

The types of incidents which have occurred at the Trust include the following

- Adverse winter weather
- Bomb threat

- Fires
- IT Failures
- Lockdown due to threats & harm to staff
- Utility failures

Debrief reports for all Trust incidents which activated EPRR plans are available on the Sharepoint website.

Business Continuity Management & Lockdown Plans

As in previous years the BCM & Lockdown project continues to be one of the biggest annual projects for the EPT.

Previous years had seen the EPT focus on acute hospital sites and Community Services. At the request of the Emergency Planning Group, the 2017 project focused on each Division starting with Division 1 in April 2017 then moving each month to a new Division finishing with Division 5 in August 2017. The project also included non-clinical areas and the plans were reviewed with either the Ward/Department Managers or Divisional Matrons and then ratified by the Clinical Directors.

The Trust BCM review was completed on the 27th October 2017 and the figures are as follows:

Division/Area	BCM & Lockdown Completion	Ratification
Division 1	100%	100%
Division 2	100%	100%
Division 3	80%	100%
Division 4	90%	100%
Division 5	91%	100%
Non-clinical areas	61%	90%

Total completion figure for the Trust was **85%**

Post the BCM & Lockdown project, the EPT conducted an audit of all the BCM & Lockdown folders across the Clinical Areas of the Trust. This audit was completed between December 2017 & March 2018 and comprised of two parts. The first part checked knowledge of the plans or what to do when activated. The second part involved the EPT checking the content of the BCM folders issued to each clinical ward/area. Each folder should consist of the following information

- Latest BCM Plan (2017)
- Latest Lockdown Plan (2017)

- Lockdown Flow Chart

From the audit results, each area was given a RAG rating and a full report is currently being written by the EPT which will be shared with the divisional leads. The RAG rating was based on the following:

- **RED** – Staff not aware of plans, out of date or missing BCM & Lockdown Plans including and Threat flowcharts missing
- **AMBER** – Staff aware of the plans, 2017 BCM & Lockdown plans present in the folder but Threat flowcharts missing
- **GREEN** – Staff aware of the plans, 2017 BCM, Lockdown plans and Threat Lockdown flowcharts in the folder

The table below details the overall Trusts position. The audit response sheets are available for review through the EPT.

RAG Rating	Red	Amber	Green	Outstanding	Total
N ^o of Wards	62	29	45	2	138
Percentage	45%	21%	33%	1%	100%

The Ward/Area Managers identified as either amber or red rated have been sent the missing information and requested that both the folders and staff were updated. As part of the 2018 BCM & Lockdown review, the EPT will be ensuring those areas with an amber or red rating have completed the updates as requested.

Team Expenditure

As in the previous financial year the Trust has been under financial constraints and the EPT budget was reduced. Response equipment has been the biggest expenditure for this financial year.

The total expenditure for this financial year is £7373.38 which breaks down to the following areas. See appendix 9 for complete listing.

- BCM Project
- General office supplies & miscellaneous items
- Response kit
- Training

A full breakdown list of all items purchased & expenditure by the team is available upon request.

Local Health Resilience Partnership (LHRP)

As part of the NHS England Emergency Planning Structure, Kellie Jervis attends the bi-monthly LHRP meetings on behalf of the Trust Accountable Emergency Officer.

Due to issues with NHS England coordinating a Chair or Co-Chair for the LHRP a number of these meetings have been cancelled at short notice during the 2017-2018 financial year.

The role of the LHRP is to deliver the National Emergency Planning, Response & Resilience (EPRR) Strategy at a local level and to establish a local Health Risk Register.

During 2017, Kellie Jervis has continued to represent both our Trust and the provider trusts nationally with the implementation & creation of the NHS wide National Occupation Standards (NOS). Publication of this has been postponed until the National Command & Control training package has been developed to sit alongside.

Local Health Resilience Forum (LHRF)

The LHRF is a forum of Emergency Planning Officers from NHS & Local Authority and forms the LHRP working group. This group meets monthly to work on the issues as directed by the LHRP and is represented by the EPT.

This year the EPT has continued to support the LHRF with the Emergency Planning Best Practice audit and delivery of training to on call staff at other NHS organisations.

Newsletter

The EPT published a monthly Emergency Planning Newsletter 'Resilience Within' in partnership with the Trusts Communications Team up to December 2017 with the decision to publish it bi-monthly from February 2018. This continues to receive positive comments from staff and departments across the Trust.

The newsletters brief staff at all levels on various Trust updates to emergency plans, training & exercise events and status of projects such as the BCM review. This also notifies staff to new National Strategies such as Citizen Aid & the Run, Hide, Tell policy during terror attacks.

Support staff who volunteer to book on to our training programmes such as Loggist Training or Control Room Awareness session have come from the 'Resilience Within' circulation.

Joint Emergency Services Interoperability (JESIP)

The EPT continues to work with partner agencies from all sectors to ensure the national JESIP strategy of collaborative working continues. During 2017 the EPT have been working with West Midlands Police on delivering training to ED staff on evidence gathering procedures during a mass casualty or major incident. This work will continue into the new financial year. The Trust also incorporated the JESIP model through the following.

- Joint Major Incident Conference
- Partner agencies attending training & exercises
- Sharing debrief reports
- Sharing of plans

Risk Assessment

In line with the National Risk Assessment, the Local Resilience Forum (LRF) created a risk assessment & matrix based on local hazards & threats. From this assessment the EPT creates a Trust EPRR risk assessment based on the hazards & threats that may have an impact on the Trust.

