

NHS Shetland

Meeting:	NHS Shetland Board Meeting
Meeting date:	10 December 2024
Title:	Emergency Planning Annual Report 2023-2024
Agenda reference:	Board Paper 2024/25/54
Responsible Executive/Non-Executive:	Susan Laidlaw, Director of Public Health
Report Author:	James McConnachie, Resilience and Business Continuity Officer

1. Purpose

This is presented to the Board/Committee for:

- Awareness

This report relates to:

- Annual Operating Plan

This aligns to the following NHSScotland quality ambition(s):

- Safe
- Effective
- Person-centred

2. Report summary

2.1. Situation

The Emergency Planning Annual Report details local arrangements for emergency planning in Shetland, and the progress made in 2023-24 to improve resilience and preparedness, planning and risk management; and response to an internal audit on NHS business continuity planning.

2.2. Background

NHS Scotland: Standards For Organisational Resilience, Second Edition 2018 enhances Board resilience through business continuity management and emergency preparedness. These Standards are intended to promote continuous improvement of NHS Boards preparedness, and ultimately, their organisational resilience.

2.3. Assessment

2.3.1. Quality / patient care

The actions contained in the Report support NHS Shetland to respond to emergencies and disruption, while assisting partner organisations to provide an effective service.

2.3.2. Workforce

There are no salient issues in regards to this area, other than the training of staff in Business Continuity and decontamination practices.

2.3.3. Financial

There are no financial implications other than those contained with training budgets and staffing costs.

2.3.4. Risk assessment/management

The risk management frameworks are:

- National Risk Assessment
- Scottish Risk Assessment
- Community Risk Registrar
- Corporate Risk Registrar

2.3.5. Equality and Diversity, including health inequalities

An Equalities Impact Assessment is not required and has not been completed.

The Organisational Standards take account of various legislation, some of which are set out below, and require that NHS Boards do the same:

- Health and Safety at Work Act 1974
- Children Scotland Act 1995 (and Child Protection policies)
- Data Protection Act 1998 (Sections 29; and Schedules 2 and 3)
- The Civil Contingencies Act (2004)
- Information Sharing Interagency protocols
- Public Health etc. (Scotland) Act 2008
- Public Bodies (Joint Working (Scotland) Act 2014

Counter-terrorism and Security Act Other impacts

2.3.6. Communication, involvement, engagement and consultation

N/A

2.3.7. Route to the meeting

N/A

2.4. Recommendation

[State the action being requested. Use one of the following directions for the meeting. No other terminology should be used.

- **Awareness** – For Members' information only.

3. List of appendices

The following appendices are included with this report:

Appendix – Emergency Planning Annual Report 2023 - 2024



NHS Shetland

**EMERGENCY PLANNING AND
RESILIENCE**

Annual Report

2023-2024

Executive Summary

NHS Shetland is a Category 1 responder, as specified by the Civil Contingencies Act 2004, with a duty to prepare, plan and mitigate against disruptive incidents that threaten human welfare. Other Category 1 agencies have a similar responsibility to work in partnership to alleviate disruption and NHS Shetland works within local, regional and national partnerships to achieve this aim. The primary blueprint to achieving resilience are the *NHS Shetland: Organisational Standards*, which outline the requirements incumbent upon Boards to prepare, maintain and exercise emergency plans while working in partnership. There are several other requirements contained therein, ranging from maintaining a Business Continuity Management System, CBRNe capability, to the anti-terrorist Prevent duty.

The development of effective security arrangements for key assets and staff has become increasingly important as Martyn's Law - The Terrorism (Protection of Premises) Bill. Furthermore, the Scottish Government now requires a Prevent Assurance Annual Return to assess Prevent readiness with responsible agencies.

Business Continuity arrangements require ongoing improvement; something that had been identified by the preceding Internal Audit. Additional areas specified by the Organisational Standards required development to ensure future compliance. This has become an iterative process as managers require 1-to-1 support in order to complete their plans in the face of ongoing system pressures.

Since the CHSC Partnership has become a Category One responder the focus on Care for People arrangements has increased with the Partnership taking an increased role in multi-agency response. Consequently, the coordination of transport arrangements and movement of medicines, equipment and staff to key locations has been an ongoing challenge but has led to positive developments.

Cyber Security remains a clear threat to all Health Boards with the requirement of a Cyber Incident Response Plan.

CBRN and Hazmat preparedness and response arrangements for NHS Shetland and most Health Boards remains a weakness and there is ongoing work to develop robust measures to create an 'islands model'.

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2 Introduction

Emergency planning for health services is part of the core public health responsibilities carried out by the Public Health Department, led by the Director of Public Health, and supported by the Resilience and Business Continuity Officer (RBCO).

This Annual Report describes the activities undertaken in the last year to support and deliver the function of emergency planning and resilience for NHS Shetland.

The Civil Contingencies Act 2004 (Contingency Planning) (Scotland) Regulations 2005 create responsibilities on a number of organisations in the event of an 'emergency'. Under the 2004 Act an 'emergency' is defined as an event or situation which threatens serious damage to human welfare in a place in the United Kingdom, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK.

An event, or situation, threatens damage to human welfare if it involves, causes or may cause:

- loss of human life
- human illness or injury
- homelessness
- damage to property
- disruption of a supply of money, food, water, energy or fuel
- disruption of a system of communication
- disruption of facilities for transport, or
- disruption of services relating to health.

An event or situation threatens damage to the environment if it involves, causes or may cause:

- contamination of land, water or air with biological, chemical or radioactive matter, or
- disruption or destruction of plant life or animal life.

Each statutory emergency service and other agencies have a responsibility to serve and protect the public. In practice, in Shetland, the local emergency plans prepare us for situations which call on responses beyond the usual capacity of our organisations. These cover the range of threats outlined in the Civil Contingencies legislation, including those posed by our remote and rural situation, and the island and maritime context (the DPH role includes responsibility for Port Health). The Public Health response is also governed by the Public Health etc. (Scotland) Act 2008.

NHS Shetland is a Category One responder (organisations that provide vital services in an emergency), along with local authorities, police, fire service, ambulance, coastguard, environment protection, Integrated Joint Board and weather services.

The Scottish Government's Preparing for Emergencies Guidance was reissued in November 2023 remains the key driver for the resilience agenda and is the source document from which the NHS Shetland's resilience work stream.

3 Local Planning

3.1 NHS Shetland Resilience and Business Continuity Working Group

The role of the group is to provide the leadership, coordination and governance of Civil Contingencies planning and preparedness within NHS Shetland, encompassing emergency response and business continuity planning, across all services, in accordance with the NHS Scotland Organisational Standards for Resilience.

- To develop, support and promote the Civil Contingencies/Resilience culture throughout the organisation.
- To provide oversight and coordination of emergency planning and business continuity planning.
- To ensure that plans for business continuity and emergency response are developed as per national guidance or emerging risks, and reviewed and tested in line with guidance and policy.
- To ensure a suitable command, control and communication infrastructure is established and maintained to support an emergency/major incident response.
- To review, action and disseminate relevant local and national guidance, plans and procedures.
- To identify the impact of new or revised legislation/guidance and reflect it in procedures.
- To manage any action plans resulting from lessons learned after live activations, or local or national exercises.
- To agree and support an annual training programme for NHS Shetland, ensuring that relevant staff have the skills to undertake their identified role during an emergency/major incident.
- To agree and support an annual exercising programme for emergency/major incident response plans and business continuity plans at a specified exercising frequency
- Participate in any audit of resilience arrangements.
- Report on a quarterly basis to the NHS Shetland Executive Management Team.

3.2 Shetland Emergency Planning Forum

The Shetland Emergency Planning Forum's purpose is to provide the communities of the Shetland Islands with fully integrated, cohesive, efficient, and quality civil contingencies planning, management and response services.

As well as the multi-agency arrangements through the Shetland Emergency Planning Forum, NHS Shetland has specific surge capacity arrangements in place across the north of Scotland through a Mutual Aid Agreements.

Key local plans for dealing with major emergencies in Shetland are listed below. These comply with national Scottish arrangements for the management of emergencies which are set out in: *Ready Scotland; Preparing for and dealing with Emergencies, and NHS Scotland Resilience Preparing For Emergencies: Guidance for Health Boards in Scotland November 2023.*

Management of Public Health Incidents Guidance on the Roles and Responsibilities of NHS led Incident Management Teams - Published July 2020.

In addition, there is the specific statutory guidance *Prevent duty guidance: for Scotland* that aims to stop people from becoming terrorists or supporting terrorism. Prevent also extends to supporting the rehabilitation and disengagement of those already involved in terrorism.

4 National and Regional Planning and Inter-agency arrangements

Since November 2013 the local service has worked within the northern Regional Resilience Partnership (RRP), one of three partnerships created in Scotland following the formation of the Police Service of Scotland (PSoS) and the Scottish Fire and Rescue Service (SFRS) as single national agencies, to underpin our local and regional preparedness, and to link into the national structures on resilience.

Each RRP is comprised of Local Resilience Partnerships (LRP) which are aligned with Police, Fire and Rescue and Local Authority boundaries. Shetland is part of the Highlands and Islands LRP, which comes together with Grampian and Tayside to form the North of Scotland Regional Resilience Partnership (NSRRP).

On island, the emergency services and other relevant partners come together within Shetland in a formal inter-agency group, the Shetland Emergency Planning Forum (SEPF) that takes collaborative responsibility for local action and the preparing and testing of local plans. This group is responsible for the local Multi-Agency Initial Response Plan (MAIRP).

This group meets biannually to update stakeholders in local emergency planning activity. Shetland Emergency Planning Forum Executive meets on a more regular basis to coordinate incidents, plan for events or discuss emerging threats.

5 Organisational Standards

NHS Shetland is a designated Category 1 responder under the Civil Contingencies Act 2004 and has incumbent statutory duties, in terms of the Act and the Civil Contingencies Act 2004 (Contingency Planning) (Scotland) Regulations 2005.

NHS Scotland set out its expectation of Boards in terms of the legislation, associated guidance and plans in its publication Standards for Organisational Resilience: Second Edition (2018) ('the standards'). The Board was required to provide assurance of compliance with the standards on an annual basis but this has not occurred since the Pandemic. The standards are acknowledged as being outdated and Scottish Government's Emergency Preparedness, Resilience and Response Unit carried out a review of the standards in 2023 to align them with the Scottish Risk Register and Health Sector specific risks. Regardless, work continues in each of the relevant standards.

6 Planning work in 2023-24

6.1 Strategy

The NHS Shetland Strategy for Resilience and Business Continuity was replaced by an overarching BC Policy outlining the overall BC Management System and the various roles and responsibilities. A Terms of Reference was prepared for the Resilience and Business Continuity Working Group.

The CCA 2004 was extensively reviewed in 2022 with recommendations published in 2023. The act was deemed mostly fit-for purpose but with a need for enhanced accountability for the multi-agency preparedness activities conducted by local resilience arrangements. In addition, while the CCA sets out expectations on responder organisations clearly, it does not ensure adherence to those expectations. The review also recommended adding the Met Office as a Category 2 responder.

6.2 Major Incident Plan (MIP)

The MIP remains out-of-date and a root-and-branch rewrite is required to reflect changes in command structure (Gold, Silver, and Bronze) as well as changes to working practices (Teams) and even the physical layout of the NHS premises which have altered to accommodate changes in clinical functions. Furthermore, the Plan needs to reflect the whole Board rather than purely hospital and align with the SIC Care for People Plan and other agencies' specific plans. Some components of the Plan, including CBRN response, Managing Public Health Incidents, Cyber Incidents and Information Governance require development.

6.3 Business continuity

BCPs are in place for all departments (including GP practices, community health settings). An Internal Audit published in 2022, highlighted areas for improvement in

respect of the need for a BC Policy, use of Business Impact Analysis (BIA), embedding of BC and the requirement for a robust testing and exercising schedule.

The BC Policy now in place which outlines the BC Management System and the roles and responsibilities of all parties involved. A new BIA was introduced to managers alongside training workshops (delivered via Turas) which aimed to embed a resilience mind-set amongst managers. The BIA was again refreshed in December 2023 and is due for further refinement as BC with NHS Shetland remains an iterative process.

In order to increase BCP compliance 1-to-1 interviews have been conducted with managers to offer an extra layer of support and encouragement.

6.4 Security

The Graduated Security Plan, which operates a graduated response to the UK Terrorist Threat Level (currently Substantial), is a live document with multiple actions that are required depending on the classification of threat. This was reviewed in November 2023 and reconfigured by the Head of Estates and RBCO to reflect changes in national and local practice.

The National Counter Terrorism Security Office (NaCTSO) is a police hosted unit that supports the 'protect and prepare' strands of the government's counter terrorist work. They offer a number of online resources to all sectors including ACT Awareness e-learning. This training for certain public facing staff has been made available on Turas as part of the GraSP.

A Lockdown Policy and Plan remain in draft format until Martyn's Law is introduced with its tiered approach to security.

6.5 Winter planning

Winter surge planning continues in its annual cycle with the Winter Plan being prepared by the Director of Acute and Nursing Services.

Transport coordination proved to be another adverse weather issue which was effectively managed during these incidents. However, learning was identified relating to Care for People coordination that may be cross-cutting with the NHS transport challenges during adverse weather.

6.6 Pandemic flu

The Pandemic flu plan is currently a working document and will be subject to substantial review in light of the Pandemic debrief and learning.

However, various parts of the plan have been tested during the Pandemic response, namely PPE, Command and Control, communicating with the public and mass vaccination.

It is anticipated that refreshed document will have a considerable seam of operational experience built into it.

6.7 Prevent

Operation Contest indicates that the UK Threat Level is SUBSTANTIAL: An attack is LIKELY

- The threat to the UK is diverse, unpredictable and subject to short notice change.
- Extreme Right-wing terrorism is beginning to rival Islamist strands.
- Any attack is likely to be by self-initiated terrorists (S-Its)
- Likely to be a low complexity attack although they aspire to firearms and IEDs

Mental health issues have been identified as a persistent feature and vulnerable individuals can be influenced by extremist narratives. However Prevent Multi-agency Panels (PMAP) are able to be convened and guidance is available.

NHS Shetland has classified the Home Office Prevent e-learning package, as non-mandatory training. However, three layers of training are available from the Home Office system from Awareness, Referral and tailored Prevent Multi-agency Panel training.

7 Incidents

Tall Ships July 2023 – despite a prolonged planning phase and expectation of surge on services due to the increased population the impact on NHS Shetland was minimal.

Adverse weather January and March 2024 which led to a Care for People response and the standing up of adverse weather travel arrangements for NHS Shetland.

8 Exercises

- Operation Ragnarok in June 2023 related to an incident nearby SaxaVord Space Centre and included the Shetland Emergency Planning Forum Executives and relevant stakeholders.
- Winter Planning exercises for the Acute directorate and CHSC in December 2023.
- Operation Safe Steeple 2 was delivered in August 2023 and encompassed the response to a major terrorist incident in Shetland along with the recovery

phase. This was well attended by partners with associated learning points relating to response and Care for People arrangements.

- Operation Valkyrie in March 2024 relating to the proposed multi-agency response to a fire at the Space Centre and testing of the MAIRP.
- Exercise Safe Hands 3 in April 2024 to test mass casualty distribution and rehab pathways for Scotland.

Internally, NHS Shetland has still to establish a testing and exercising schedule for Business Continuity arrangements.

9 Training

The following points relate to Resilience training activities:

- The Home Office Prevent e-learning has been launched with 3 levels.
- An Introduction to BC course remains available on Turas.
- A BC for Managers course was delivered via Workshops.
- A Turas Security module is being sought from another HB in order to bolster this area.

10 Risk Management

Local risks are assessed and along with remedial actions, used to inform emergency planning via Shetland's Community Risk Register, in line with the responsibilities outlined in the Civil Contingencies Act 2004 for category 1 and 2 responders.

The Community Risk Register is updated annually, in line with the Scottish Risk Assessment, or whenever an incident occurs, to ensure the risks contained therein are correctly assessed. This correlates with the Highland and Island LRP Capability Assessment and with the risks identified within Shetland NHS Board's Corporate Risk Register and the process for risk management within the Board. The Datix system allows for Business Continuity incidents to be logged and resolved.

11 Audit and self-assessment

A review of the Board's resilience and business continuity planning was carried out by the Board's Internal Audit Team during late 2021. This reviewed the Board's Business Continuity Planning arrangements in the context of preparedness and resilience, and made a number of recommendations for improvement against which actions are being progressed.

Each of these areas require ongoing development with the introduction of a business continuity management system in order to train and embed a culture of BC.

12 Priorities for 2024 - 2025

12.1 CBRN

Development and mitigation of the CBRN risk remains an ongoing piece of work but is challenging due to the lack of SG and local budget. The risk will be fully outlined in Datix and treated via a two-stage process. Firstly, the Initial Operational Response (Remove, Remove, Remove) will be rolled out to Healthcare settings as a first line of defence with an 'Islands Model' of Specialist Operational Response to be established, that reflects the gaps in provision of all the multi-agency partners and seeks to address them.

12.2 Major Incident Plan (MIP) and Command and Control (C3) Plan

The MIP is a priority area and there is now capacity to address it and create a more operational framework for NHS Shetland that reflects the reality of recent incidents.

12.3 Shetland Emergency Planning Forum

Shetland Emergency Planning Forum has established a SLWG relating to Shetland Space Centre and its associated Multi-agency Response Plan. NHS Shetland is a member of this group and continues to feed into the Resilience Partnerships at the local and regional level. The Forum tested the Saxavord Space Centre's Initial Response Plan prior to any full-scale launches.

There is an opportunity for BC practices to align throughout services. This is especially relevant to CHSC where SIC and NHS work together to provide services.

12.4 Training

Following on from post-incident learning, Loggist training has been previously identified as a need for staff who are tasked to fulfil this role. There is now a national Loggists SLWG to seek to address the longstanding training need,

BC training will remain a major focus during this time period as part of the change process.

12.5 Exercises

Multi-agency exercises are currently in development and one will be required to validate the finalised NHS Shetland MIP.

A BC testing schedule requires to be established and progressed within NHS Shetland and this will be actively pursued.

12.6 Resilience Risk Register

CBRN and BC have been added to the Corporate Risk Register. Mitigation activities that link to the relevant risk are being progressed alongside Clinical Governance colleagues. This links to the need for a robust testing and exercising schedule.

12.7 GraSP and Security Plan

During 2024-25 there will be quarterly security update emails with reinforcing advice and information for staff. The Graduated Security has been updated and refined so that business-as-usual includes all threat levels below *Severe*.

The Lockdown Plan will require to be completed with cognisance that any new Protect Duty will have a bearing on the Plan and for any planning around other NHS premises, including the vaccination centre.

12.8 Cyber security

Once a Cyber Incident Initial Response Plan has been developed by ICT and agreed this will require to be validated via an exercise.

12.9 CONTEST Strategy – Prevent

With a new Adult Protection Lead Nurse in post and involved in PMAP activities Prevent will have a more Adult Protection focus and the intention is to incorporate it in to that suite of training as a safeguarding activity.

12.10 Sustainability/Climate Change

The Public Bodies Climate Change Duties (section 44 of the Climate Change (Scotland) Act 2009) encourage public sector agencies to work together to address the risks of climate change.

Standard 38 & 39 of the Organisational Standards outlines that Health Boards will develop and implement a framework of actions to assure the continuity of quality healthcare services before, during and after extreme weather events. The Winter Plan will be redrafted to include the Adaptation to extreme weather.

The Climate Change Risk Assessment and Adaptation Planning Tool will be refreshed by the RBCO and Head of Facilities to address adaption. This includes the introduction of the Waste and Reuse Portal to introduce a more circular economy into procurement.