



REPORT TO: MORAY INTEGRATION JOINT BOARD AUDIT, PERFORMANCE AND RISK COMMITTEE ON 31 MARCH 2022

SUBJECT: CIVIL CONTINGENCIES - RESILIENCE STANDARDS PROGRESS

BY: CORPORATE MANAGER

1. REASON FOR REPORT

- 1.1. To inform the Audit, Performance and Risk Committee progress against NHS standards and provide an overview of the work of the Health and Social Care Moray (HSCM) Civil Contingencies Group.

2. RECOMMENDATION

- 2.1. It is recommended that the Audit, Performance and Risk (APR) Committee consider and note the :
- i) progress to date and contents of this report alongside the HSCM Civil Contingencies Group Action Plan (APPENDIX 1); and
 - ii) request an annual assurance report to this Committee from the HSCM Civil Contingencies Group.

3. BACKGROUND

- 3.1. In May 2016, Scottish Government Health Resilience Unit (SGHRU) published the NHS Scotland Standards for Organisational Resilience (the Standards): this was subsequently updated, revised and a second edition published in May 2018.
- 3.2. The stated purpose of the Standards is to “support NHS Boards to enhance their resilience and have a shared purpose in relation to health and care services preparedness in the context of duties under the Civil Contingencies Act 2004”.
- 3.3. Each Standard, of which there are 41, sets out:
- A statement of an expected level of resilience practice
 - A rational/basis for the Standard (set within the context of statutory duties under the Civil Contingencies Act 2004 and other key legislation and guidance
 - A series of indicators/measures of what should be in place, or achieved, within/by the Health Board.

- 3.4. An assurance report was submitted to this committee on 25 March 2021 providing an update on progress against NHS Grampian's Resilience Improvement Plan and provided an overview of the work of the HSCM Civil Contingencies Group, para 9 of the minute refers.

4. KEY MATTERS RELEVANT TO RECOMMENDATION

- 4.1. In January 2021, the Cabinet Secretary for Health and Sport wrote to confirm that the Scottish Government concluded that the results of consultation showed that there were no clear equality, operational or strategic planning barriers to progressing the proposal and legislating for the inclusion of Integration Joint Boards (IJBs) within the Civil Contingencies Act 2004 as Category 1 responders. The amendment was laid before the Scottish Parliament on Monday 18 January and approved, with legislation becoming effective from 18 March 2021.
- 4.2. The Moray Integration Joint Board (MIJB) were provided with an outline of requirements arising from the inclusion of IJBs at Category 1 Responders under the Civil Contingencies (Scotland) Act 2004 on 25 November 2021 (para 19 refers).
- 4.3. Progress has been made in strengthening the links with partner organisations of NHS Grampian, Moray Council and the Local Resilience Partnership to ensure appropriate governance structures are in place and risk identification and mitigation measures and plans are aligned. HSCM are represented on NHS Grampian's Civil Contingencies Group, Local and Regional Resilience Partnerships and there is close working with the civil contingency lead and Emergency Planning officer in Moray Council.
- 4.4. The impact of the Covid-19 pandemic on civil contingencies and partnership working across Health and Social Care Moray, Moray Council and NHS Grampian has been unprecedented. The HSCM Civil Contingencies Group have continued to meet quarterly during the Covid-19 response and recovery phases to focus on key issues, identify training needs, monitor and manage risks and progress key actions.
- 4.5. At the start of the pandemic HSCM established additional meetings to focus on the response with representation from all services, clinical leads and links to Dr Gray's Hospital, for a system wide oversight for Moray. Initially there were three meetings a week to prioritise allocation of resources, assessing and planning the suspension of services and leading the identification of requirement, receipt and distribution of Personal Protective Equipment (PPE) across all services, supporting external providers and carers. The frequency of these meetings had reduced over the last year and recently ceased. However, given the current rate of covid infections and significant strain on the whole system these meetings have been stepped up again to identify status and pressures, determine priorities for maintaining critical functions and care across Moray, and decide on actions to reduce the system wide pressures. The Senior Manager On Call (SMOC) also attends the NHS Grampian Daily System Connect meetings which are held up to 3 times daily, 7 days a week to focus on surge and flow across the whole system in Grampian. There have been improvements throughout the Health and Social Care system in processes, communication mechanisms and reporting that will continue to be used. The learning from this will continue to strengthen winter/surge planning going forward.

- 4.6. In addition to the pandemic HSCM have had to respond to Storm Arwen during 26/27 November 2021 and Storm Malik and Corrie 28 to 30 January 2022. These storms caused major disruption to travel, power, water supply and telecoms across the North East including many rural communities within Moray. HSCM and Moray Council responded collaboratively during all storms in order to coordinate care for people effort on the ground, initially supporting vulnerable people in the community. The Local Resilience Partnership (LRP) was stood up each time and staff worked tirelessly throughout. Debriefs have taken place following each response and the learning from these incidents is being collated with actions being identified and prioritised for inclusion in the attached interim action plan (**Appendix 1**). Many of the actions involve collaboration with partners to deliver the required outcome so the actions and target dates will require to be aligned.
- 4.7. Progress has been made with the introduction of PageOne invocation technology for invocation of LRP response, identification of priority requirements for fuel disruptions, development of mechanisms to identify vulnerable people who may need additional support during an incident, training in crisis management and for loggists' roles. The winter plan to cope with surge in demand was developed and GOPES (Grampian Operational Performance Escalation System) has been developed to link monitoring of performance metrics to flag when mitigation actions are required, which links with business continuity arrangements. Relationships with the other Health and Social Care Partnerships resilience leads across Grampian have been strengthened and sharing of ideas, plans and support for debriefs is in place.
- 4.8. The LRP is conducting a review of its governance arrangements and supporting working groups. Once this work is completed the requirement for participation and engagement and the linkages between the partner organisations will be clearly set out and communicated accordingly.
- 4.9. The impact of the ongoing response to Covid, combined with the responses to the gas outages early in 2021 and the recent storms has placed a significant workload on people performing civil contingency roles. Staff have found it challenging to manage day time commitments with the out of hours' commitments, which currently fall to a small number of staff. A review of arrangements is underway with an organisational change steering group established to support this process and an update will be provided to a future committee.
- 4.10. The interim action plan (**Appendix 1**) is in place to support NHS Grampian's Resilience Improvement Plan, close the gaps and address areas of improvement in Moray, with assurance processes around these. The plan, overseen by HSCM Civil Contingencies group on behalf of the Chief Officer, is linked to each Standard and self-assessment level against each Standard is detailed. (Please see **Appendix 2** for criteria for scoring the self-assessment).
- 4.11. The following actions have been identified for 2022-23: these are predicated on the ongoing maintenance of actions already achieved, identified risks and continuance of the supporting resilience processes and practice in place across the health and social care system:
- Care for People – ensuring plans are in place to support community resilience and work with partners to refine the way in which vulnerable persons are identified to better direct resources to them
 - Clarify roles and responsibilities for staff within HSCM and invocation of plans, both in hours and out of hours.

- Review existing service business impact analysis (BIA) and recovery plans to ensure they reflect new ways of working. A programme for supporting service managers to review and exercise plans is in place.
- Training gaps identified and action to address the gaps.
- Continue to work closely with partners to share information and learning with other responders to enhance coordination and efficiency in responses, with any gaps in preparedness identified and incorporate into the action plan.

4.12. This action plan will be reviewed in June 2022, when the outcome of the debriefs, the restructure of LRP and the review of response arrangements are completed, which will then inform the required actions and associated targets.

4.13. NHS Grampian have been contacted by Audit Scotland to advise of their intention to carry out an audit of NHS Grampian's Business Continuity arrangements. Whilst responding to the pandemic HSCM had to suspend some testing and exercising of plans, however a revised schedule has been agreed and is underway to update arrangements where necessary in light of impacts of the pandemic and to test plans.

5. SUMMARY OF IMPLICATIONS

(a) Corporate Plan and 10 Year Plan (Local Outcomes Improvement Plan (LOIP)) and Moray Integration Joint Board Strategic Plan "Moray Partners in Care 2019 – 2029"

This report forms part of the governance arrangements of Moray Integration Joint Board; good governance arrangements will support the Board to fulfil its objectives.

(b) Policy and Legal

The Civil Contingencies Act 2004 outlines a single framework for civil protection in the UK. Part 1 of the Act established a clear set of roles and responsibilities for specified organisations involved in emergency preparedness and response at local level (known as Category 1 responders). Moray Council and NHS Grampian are also Category 1 responders.

Sector resilience and preparedness is the responsibility of the Chief Officer. The Corporate Manager is responsible for acting as the point of contact for Moray and for driving forward all matters relating to civil contingencies and resilience within Moray, supported by HSCM Civil Contingencies Group and Moray Resilience Group.

(c) Financial implications

There are no financial implications associated with this report.

(d) Risk Implications and Mitigation

HSCM Civil Contingencies Risk Register is routinely monitored by the HSCM Civil Contingencies Group with actions and risks escalated to the system leadership group and senior management team as appropriate.

(e) Staffing Implications

There are no implications directly arising from this report.

(f) Property

There are no property implications arising from this report.

(g) Equalities/Socio Economic Impact

An Equality Impact Assessment is not needed as there is no change to policy or procedure.

(h) Climate Change and Biodiversity Impacts

None arising directly from this report.

(i) Consultations

Consultation on this report has taken place with the Chief Officer, Chief Financial Officer, Ross Ferguson, Emergency Planning officer, Moray Council and Tracey Sutherland, Committee Services Officer, Moray Council, who are in agreement with the content of this report as regards their responsibilities.

6. CONCLUSION

- 6.1. This report summarises the actions that are being progressed to ensure that HSCM meets the appropriate standards and establishes robust contingency arrangements to ensure critical functions can be maintained during disruptive incidents. Progress is being made but there are some areas that require urgent attention and these are being prioritised by senior management.**

Author of Report: Jeanette Netherwood, Corporate Manager

Background Papers: with author

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