

Meeting title:	Public Trust Board	Public Trust Board paper S
Date of the meeting:	12 th October 2023	
Title:	Emergency Preparedness, Resilience and Response (EPRR) Annual Report	
Report presented by:	Jon Melbourne, Chief Operating Officer	
Report written by:	Cristina Cibeá, Deputy EPRR Manager Mo Patel, EPRR Manager	

Action – this paper is for:	Decision/Approval	Assurance	X	Update
Where this report has been discussed previously	Quality Committee – 28 th September 2023			

To your knowledge, does the report provide assurance or mitigate any significant risks? If yes, please detail which

The relevant risks attributed to this plan are as follows:

- Risk 3123, 3214, 3125, 3126 & 3291 – Business Continuity - *Impacting Industrial Action, Utilities, IM&T, Supply Chain or Fuel*
- Risk 3282 & 3899 – Chemical, Biological, Radiological and Nuclear (CBRN) Plan and relevant Decontamination Facilities
- Risk 3281 – Bomb Threat or Suspect Package
- Risk 3284 – Cold Weather
- Risk 3289 – EPRR Arrangements
- Risk 3292 – Heatwave
- Risk 3294 – Major Incident
- Risk 3296 – Pandemic Flu
- Risk 3654 – Impact of COVID-19

Impact assessment

This work supports meeting the Trust's emergency preparedness, resilience and response (EPRR) responsibilities under the Civil Contingencies Act (2004) and NHS England's Core Standards for EPRR which are audited on an annual basis.

This provides the Trust Board an annual update against its EPRR arrangements for the period of August 2022 – August 2023, to help ensure we are well prepared to respond to any disruptive challenge or emergency and serve the patients and community irrespective of the circumstances we face.

Acronyms Used

AEO – Accountable Emergency Officer
 CBRNe – Chemical, Biological, Radiological, Nuclear and Explosives
 CMG – Clinical Management Group
 EPRR – Emergency Preparedness, Resilience & Response
 LHRP – Local Health Resilience Partnership
 LLR – Leicester, Leicestershire & Rutland
 LRF – Local Resilience Forum
 MACA – Military Aid to Civil Authorities
 RSV – Respiratory Syncytial Virus
 UHL – University Hospitals of Leicester
 VHF – Viral Haemorrhagic Fever

Purpose of the Report

The purpose of this report is to assure the Trust Board on the progress made in the Trust's EPRR arrangements. This report sets out, for the period of August 2022 – August 2023, updates on:

- EPRR governance arrangements;
- Compliance with NHS England's Core Standards for EPRR;
- EPRR work programme;
- EPRR policies and plans;
- EPRR training, testing and exercising; and
- Miscellaneous update.

Recommendation

Members of Trust Board are asked to:

- Note the progress made against the EPRR work programme;
- Review and agree the key priorities for the Trust in the next 12 months relating to EPRR.

Summary

The EPRR Team has undertaken significant work in the last 12 month period, and has continued to deliver against the work described in the agreed EPRR Work Programme. This has included reviewing and updating the EPRR and Business Continuity Policies and UHL Incident Response Plan, development of the new Mass Countermeasures, Viral Haemorrhagic Fever and Incident Communications plans, as well as the continued rollout of Business Continuity Toolkits across the organisation. In addition to this, EPRR training sessions have been held to support personnel in key on call positions, and communications and table-top exercises have been held to ensure EPRR requirements have been met.

Alongside this, the EPRR Team has:

- continued to support the Trust in preparing for the COVID-19 National Inquiry
- supported the Trust in preparing for, responding to and recovering from multiple series of industrial action
- maintained an Incident Coordination Centre
- acted as the Single Point of Contact for the organisation to receive letters and directives from commissioners and partners
- supported the Trust in responding to a series of events, including responses to hazardous materials, power outages and a critical incident due to significant operational pressures during Christmas 2022
- supported the Trust in improving its infrastructural resilience to national utility failures. The Leicester Royal Infirmary and Glenfield sites are now officially categorised as a "protected sites", therefore will initially be protected from any national planned power outages.

The EPRR Team has completed its annual self-assessment against NHS England's Core Standards for EPRR, which provisionally sees the Trust as being fully compliant against 56 of the 62 standards. This sees the organisations overall compliance rating as being 'substantially compliant' an improvement from 'partially compliant' from last report presented on the 6th October 2022. The new core standards released in August 2022 now require Trust's to update plans

annually, provide more frequent training, testing and exercising for all of its plans to key personnel across UHL.

Main report detail

EPRR Governance Arrangements

To support the statutory and non-statutory requirements for EPRR, the Trust has an Accountable Emergency Officer (AEO) with the strategic responsibility for EPRR and for providing assurance to the Trust Board that UHL is meeting its requirements. This is fulfilled by the Chief Operating Officer, Jon Melbourne.

All non-executive directors are required to assure themselves against the Trust's EPRR arrangements.

The Trust has an established EPRR Board to ensure it delivers against its obligations. This is chaired by the Deputy Chief Operating Officer (Sarah Taylor) and its membership includes senior members of staff - including from each clinical management group (CMG) and a number of corporate services.

The EPRR Team leads on the operational delivery of the Trust's EPRR Work Programme, and the team consists of a full-time EPRR Manager (Mo Patel), a full-time Deputy EPRR Manager (Cristina Cibebe), a fixed-term EPRR Officer (vacant post) and a part-time Emergency Planning Assistant (Katie Leah).

The Trust works closely with multi-agency partners to ensure all of our emergency plans are joined up and best able to meet the needs of the local communities that we serve. As part of this, the Trust is represented at a number of local and regional groups, at the Local Resilience Forum (LRF) for Leicester, Leicestershire & Rutland (LLR) and with our Local Health Resilience Partnership (LHRP).

Compliance with NHS England's Core Standards for EPRR

NHS England's core standards for EPRR are split into ten domains, and they are the minimum standards which NHS organisations and providers must meet to comply with the requirements of NHS England's EPRR Framework, the NHS Contract and the Civil Contingencies Act (2004).

For the 2022/23 self-assessment, NHS England conducted a significant overhaul of the 66 standards. This included strengthening the organisational requirements to reach full compliance against the respective standards. Providers are now required to review plans annually, with training, testing and exercising all to be delivered on a more frequent basis.

The self-assessment was undertaken by the Trust's EPRR Manager and Deputy EPRR Manager. This projects that UHL is fully compliant with 56 of the 62 applicable standards, and partially compliant with the remaining 6 standards. This forecasts UHL to be 'substantially compliant' (between 89 - 99%) of the relevant NHS Core Standards for EPRR.

The projected position is available in the table below alongside previous years' assessments. The 2021/22 review process was streamlined, given the existing COVID-19 pressures and the ongoing review of the core standards. The Integrated Care Board and NHS England are now reviewing the Trust's submission, and a confirm and challenge process will be held on 27 October 2023.

Year	Applicable Standards	Fully Compliant	Partially Compliant	Non Compliant	% Compliant	Overall Rating
2020/21	64	59	5	0	92.2%	Substantially Compliant
2021/22	46	41	5	0	89.1%	Substantially Compliant
2022/23	64	52	12	0	81.3%	Partially Compliant
2023/24	62	56	6	0	90.3%	Substantially Compliant

A detailed action plan to become fully compliant against any partially compliant standards is available below.

Standard	UHL Position	Actions
Domain 1 - Governance		
6/6 Standards Fully Compliant		
Domain 2 – Duty to risk assess		
2/2 Standards Fully Compliant		
Domain 3 – Duty to maintain plans		
8/11 Standards Fully Compliant		
#15: Mass Casualty: The Trust has arrangements in place to respond to an incident with mass casualties.	Partially Compliant: The Trust has in place a Major Incident & Mass Casualty Plan (V1.0, May 2020).	<p>Review and update the existing plan, including developing the operational detail for every CMG.</p> <p>Working with the system partners to develop and agree processes with the aim of increasing bed capacity during incident response.</p> <p>To test and exercise the updated plan by March 2024.</p>
#16 Evacuation & Shelter: The Trust has arrangements in place to evacuate and shelter patients, staff and visitors.	Partially Compliant: The Trust has in place Fire Evacuation Plans and an Evacuation Plan (V1.0, September 2016)	<p>To develop a new Evacuation & Shelter Plan based off the latest NHS England guidance.</p> <p>Working with system partners develop and agree processes with the aim of supporting the Trust in larger-scale evacuations.</p> <p>To test and exercise the</p>

		updated plan by May 2024.
#17 Excess fatalities: The Trust has arrangements in place to contribute to, and understand its role in the multiagency arrangements for excess deaths and excess fatalities, including mortuary arrangements. This includes arrangements for rising tide and sudden onset events.	Partially Compliant: The UHL Excess Fatalities Plan is in draft format and being developed.	To complete the UHL Excess Fatalities Plan and share at multi-agency level by June 2024.
Domain 4 – Command and Control		
2/2 Standards Fully Compliant		
Domain 5 – Training and Exercising		
4/4 Standards Fully Compliant		
Domain 6 - Response		
7/7 Standards Fully Compliant		
Domain 7 – Warning and Informing		
4/4 Standards Fully Compliant		
Domain 8 - Cooperation		
4/4 Standards Fully Compliant		
Domain 9 – Business Continuity		
9/10 Standards Fully Compliant		
#53: Assurance of commissioned providers / suppliers BCPs	Partially Compliant: The Trust has in place a Business Continuity Plan and Policy Business Continuity Policy has an established process Business Continuity Auditing Spreadsheet has been developed, but requires sign-off from EPRR Board / key personnel listed in this action prior to implementation	Procurement & Supplies, Estates & Facilities and Contract Teams at UHL to request information from key suppliers / contractors via sharing the Business Continuity Supplier Auditing Spreadsheet. Action to be completed by August 2024.
Domain 10 – Chemical Biological Radiological and Nuclear (CBRN)		
10/12 Standards Fully Compliant		
#58: Decontamination capacity availability 24 / 7	Partially Compliant: The Trust has decontamination facilities that have 7x shower heads available. These facilities currently have a number of shortcomings, primarily in relation to the drainage,	Review and update the CBRNe plan by May 2024. Working with Estates & Facilities to review existing equipment, infrastructure & process to ensure UHL decontamination facilities are in line with national guidance.

	ventilation and storage systems.	
#62: Waste disposal Arrangements	Partially compliant: The organisation has a level of waste management within the Hazmat/CBRN plans	<p>Establish and embed process to return used Powered Respiratory Protected Suits (PRPS) to Respirex to recertify suits</p> <p>Establish process to dispose of used waste water (contaminated water) post CBRNe / HAZMAT Incident.</p> <p>Actions to be completed by May 2024.</p>

EPRR Work Programme

Following the release of the updated EPRR Core Standards, an EPRR Work Programme has been developed to ensure the Trust has a plan and process in place to meet all of its statutory EPRR regulations.

During the last 12 months, the EPRR Team have been updating the EPRR Work Programme to ensure the Trust is prioritising work which will enable it to improve its compliance against the Core Standards, although the ability to do this was challenged through preparation for the National COVID-19 Inquiry and supporting the Trust in preparing for, responding to and recovering from multiples phases of Industrial Action.

Following the review of the EPRR Work Programme, the EPRR Team are now forecast to improve on its substantially compliant position against the core standards in its next-self assessment which is expected to be undertaken in the summer months of 2024, with a view to reach full compliance over the next 24 months.

In addition to the key projects that have been listed above, the EPRR Team will also be:

- Developing a new Demand, Capacity & Escalation Plan (in line with the new OPEL Framework released by NHS England in August 2023);
- Rolling out the Trust’s EPRR Training Strategy (approved at June 2023’s EPRR Board, and this includes providing Incident Response Plan training to staff at a Strategic, Tactical and Operational level);
- Reviewing and upgrading the equipment and processes within the Trust’s Incident Coordination Centres to further support on call staff during incident responses;
- Conducting a series of exercises to increase staff awareness and competencies around incident response;
- Working with Estates & Facilities in updating the Trust’s Lockdown Policy; and
- Supporting LLR partners with the development and facilitation of EPRR exercises for health partners.

EPRR Plans & Policies

A significant proportion of the EPRR Work Programme is focused on reviewing the Trust's existing EPRR plans, policies and procedures. These are all available on the Trust's intranet pages, [here](#). In the last 12 months, the Trust significantly updated its:

- Incident Response Plan – Developed to provide UHL staff with clear processes to respond to incidents, and ensure staff have clear command, control and communication arrangements to coordinate an incident response;
- UHL EPRR Training Strategy – Developed to provide staff with clear guidance around national expectations in order to meet the minimum EPRR competencies required at each command level;
- Mass Countermeasures Plan – Developed to provide a clear structure and agreed processes to dispense medical countermeasures rapidly;
- Business Continuity Plan – Developed and updated arrangements for all services across the Trust to follow in the event of a loss of power.

In the forthcoming 12 months, the EPRR Team will focus on creating new:

- Chemical Biological Radiological Nuclear & explosive (CBRNe) Plan;
- Evacuation & Shelter Plan;
- Excess Fatalities Plan;
- Mass Casualty Plan; and
- Business Continuity arrangements through developing a supplier auditing process alongside our Contracts, Procurement and Estates teams, as per national requirements.

EPRR Training, Testing and Exercising

Over the last 12 months and whilst taking into consideration operational pressures and significant time allocated to preparing for, responding to and recovering from a series of industrial actions, the Trust has provided the following training, testing and exercising:

- Provided UHL ALERTS training to new members of the Communications Team, in order to send out any alerts out of hours during a potential or actual incident;
- Continued the rollout of loggist training across the organisation;
- Provided EPRR operational, tactical and strategic training to UHL staff;
- Exercise Kratos – Supported the Trust in preparing for a two-hour power outage due to infrastructural work required by National Grid;
- Exercise Voltornus – Provided on call managers with exposure to responding to incidents in a multi-agency environment;
- Exercise Leviathan – Tested and validated options and arrangements for the Trust and health system partners to respond to events relating to mass countermeasures.

The Trust also actively participated in a series of multi-agency exercises, in a series of national and regional multi-agency exercises which focused on communication (Exercise Busby), flooding (FloodEx), loss of power (Exercise Mighty Oak) and operational / winter pressures (Exercise Arctic Willow).

Other Projects

In addition to the above, the EPRR Team supported with the Trust numerous additional projects, most notably:

- Maintained the Trust’s COVID-19 Incident Coordination Centre, including the management of the Trust’s Single Point of Contact (SPOC) mailbox;
- Developed infrastructural resilience to utility failures, through ensuring the Leicester Royal Infirmary and Glenfield sites are officially registered as a “protected site”, in the event of a planned national power outages (this also includes protection to its heating & cooling systems);
- Supported the Trust in the development of Standard Operating Procedures in response to probable and confirmed cases of monkeypox; and
- Supported the Trust in preparing for the forthcoming COVID-19 Public Inquiry which has commenced in spring 2022.

Incidents & Events of Note

During the period of this report, the Trust has responded to a series of incidents or events. This includes:

- A series of Consultant and Doctors in Training Industrial Action, on a monthly basis since March 2023. This potentially can continue until February 2024;
- Hazardous Materials Event (January 2023) – A light lime incident occurred at an incineration plant within Leicester, Leicestershire & Rutland, resulting in 19 self-presenters in the Emergency Department requiring wet decontamination and CBRNe processes being enacted;
- Power Outage Event (March 2023) due to a power blip with the National Grid infrastructure. This resulted in a loss of power to the LRI Data Centre and subsequent losses to electronic systems; and
- Critical Incident (December 2022) declared as a result of significant operational pressures.

Lessons identified through these incidents are monitored through the EPRR Board and the EPRR Work Programme. Separate after incident / event reports have been created to provide post action reports.

Conclusion

The EPRR Team have completed the 2023/24 core standards review and the Trust position has increased from partially compliant to substantially compliant. The Integrated Care Board and NHS England are now reviewing the Trust’s submission, and a confirm and challenge process will be held on 27 October 2023.

The EPRR Team have used their new perspectives to support the development and delivery of plans and a new EPRR strategy despite the challenges provided by new and reduced workforce.

The EPRR agenda continues to remain at a high profile nationally. The EPRR Team continues to progress against the delivery of its EPRR Work Programme, supporting the Trust with the ongoing industrial action pressures, and preparation for the COVID-19 Public Inquiry.