



REPORT TO: HEALTH AND SOCIAL CARE INTEGRATION JOINT BOARD – 19 JUNE 2024

REPORT ON: CATEGORY 1 RESPONDER – ANNUAL REPORT 2023/24

REPORT BY: CHIEF OFFICER

REPORT NO: DIJB20-2024

1.0 PURPOSE OF REPORT

To present to the IJB an annual report of activity related to its status as a Category One Responder under the Civil Contingencies Act 2004.

2.0 RECOMMENDATIONS

It is recommended that the Integration Joint Board (IJB):

- 2.1 Note the contents of this report.
- 2.2 Instruct the Chief Officer to bring forward a further annual report, for the period 2024/25, in twelve-months in addition to any relevant reporting on Category 1 Responder activity made during the year.

3.0 FINANCIAL IMPLICATIONS

- 3.1 None.

4.0 MAIN TEXT

4.1 Background

- 4.1.1 The Civil Contingencies Act 2004 (the Act) provides the legal basis for emergency preparedness and response across the UK, supplemented by the Civil Contingencies Act 2004 (Contingency Planning) (Scotland) Regulations 2005 that provide further detail to support the application of the Act in Scotland. The regulations contain details regarding the roles and duties of responders.

The Act pre-dates the creation of Integration Joint Boards. Following a consultation exercise in late 2020 (Article XII of the minute of the Dundee Integration Joint Board held on 27 October 2020 refers) the Scottish Government has now amended the Civil Contingencies Act 2004 to add Integration Joint Boards to the list of Category 1 responders (Part 2, Schedule 1). This amendment came into effect of 17 March 2021.

- 4.1.2 The Act (section 2) sets out the following list of duties for Category 1 responders:
 - Assess the risk of emergencies occurring and use this to inform contingency planning.
 - Put in place emergency plans.

- Put in place business continuity management arrangements.
- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency.
- Share information with other local responders to enhance co-ordination.
- Co-operate with other local responders to enhance co-ordination and efficiency.

The duties listed apply to the functions that have been delegated to the IJB under the Public Bodies (Joint Working) (Scotland) Act 2014, as well as to any other powers and duties placed on the IJB by other legislative instruments.

- 4.1.3 In October 2022, the IJB approved a Category 1 Responder Action Plan, which included the requirement to provide an annual assurance report to the IJB detailing arrangements for fulfilling Category 1 Responder duties and activity throughout the year (article XVII of the minute if the meeting of the Dundee Integration Joint Board held on 26 October 2022 refers).
- 4.1.4 Given the nature of the duties placed on Category 1 Responders the majority of activity to fulfil these duties is carried out by Dundee City Council and NHS Tayside working both individually and in co-operation via the Dundee Health and Social Care Partnership. Many of the functions that are critical to fulfilling duties, such as Resilience Planning, Communications, and Workforce Learning and Development are not delegated to the IJB and therefore resources have not been deployed to the Health and Social Care Partnership to support this activity. This annual report therefore reflects the activity undertaken within Dundee City Council, NHS Tayside and jointly through the Health and Social Care Partnership over the last year that contributes to the IJB's fulfilment of their duties as a Category 1 Responder. NHS Tayside Resilience Planning Governance Group produces an annual report with assurance regarding work undertaken during the year; the report for 2023/24 and key information drawn from this is highlighted in this report where applicable. An equivalent report is not available for Dundee City Council, however relevant information has been included where available.

4.2 Assessing Risk, Information Sharing and Co-operation

- 4.2.1 During 2023/24 the following arrangements and activities have supported the fulfillment of duties relating to the assessment of risk, information sharing and co-operation:
- Officers from the Health and Social Care Partnership have continued to work with Resilience Officers in NHS Tayside and Dundee City Council and the Tayside Local Resilience Partnership to progress implementation of the IJB's Category 1 Responder duties.
 - The Chief Officer and Head of Service, Health and Community Care have continued to play an active role as members of the Tayside Local Resilience Partnership and associated sub-groups. Over 2023/24 the frequency of meetings has been stepped down and the Chair of the Group has passed from Angus Council Chief Executive to Dundee City Council Chief Executive.
 - The Tayside Local Resilience Partnership Working Group was re-established to progress the broader resilience agenda. This group is co-chaired through NHS Tayside and Angus Council and includes Dundee Health and Social Care Partnership representation. The working group reports to the Tayside Local Resilience Partnership and updates against their workplan on a regular basis.
 - The Head of Health and Community Care continued to chair the Tayside Local Resilience Partnership Caring for People Group until her retirement. The Chair of this forum will be managed by Angus and Perth & Kinross Health and Social Care Partnerships going forward; Dundee Health and Social Care Partnership will be represented and contribute to ongoing planning and developments in this area.

- The Dundee Health and Social Care Partnership participates in the North of Scotland Resilience Planning Group and contributed to their integrated risk assessment during 2023, with a view to developing statements of preparedness. This Group was established to:
 - Consider and agree identified risks within Scottish Resilience Agencies and their partners.
 - Identify any additional risks that impact on the Regional Resilience Partnership and are not considered in the national or Scottish risk assessment.
 - Identify key stakeholders involved in the management of respective risks.
- The Head of Health and Community Care continues as a member of NHS Tayside Resilience Planning Governance Group. The purpose of this group is to ensure that NHS Tayside has robust arrangements in place to provide an integrated response in the event of a major incident, internal emergency or business continuity issue in order to protect the health of and ensure continued provision of healthcare to the population in Tayside. The group has an annual workplan covering work carried out by divisions, including the Health and Social Care Partnerships.
- Dundee City Council Senior Officer Resilience Group has also been re-established and includes Health and Social Care Partnership representation. Dundee City Council has also expanded its resilience capacity during the year, including recruiting to the vacant Service Manager post within Neighbourhood Services that includes a resilience portfolio.
- Dundee Health and Social Care Partnership has continued to hold fortnightly internal Resilience and Business Continuity meetings. Originally established during the COVID-19 pandemic they continue to consider resilience issues relating to service delivery, staffing, humanitarian response and recovery and residual impact of the pandemic.
- Dundee Health and Social Care Partnership Clinical, Care and Professional Governance Group reporting arrangements include matters of operational resilience within primary governance reporting and onwards to corporate governance forums. The Partnership also continued to participate in the Tayside Care Home Oversight Group and maintains the related local Dundee Forum. Action is taken to address any concerns raised using both the supportive visits and specialist inputs, working alongside the care Inspectorate and utilising the Adult Support and Protection Act to instigate large scale enquiries where appropriate.
- Training and exercising continues to be progressed by partners on both a multi and single agency basis. Some examples of particular relevance to the IJB are:
 - Information inputs relating to PREVENT, including preparation for a move to Exceptional Response.
 - North Region Resilience Planning workshops on a range of issues.
 - Tayside workstream considering the impact of National Power Outage, this workstream was developed following a tabletop development and event.
 - Debrief sessions and learning events following significant incidents (including Storm Babet).
 - Tayside Local Resilience Partnership has funded a Resilience Training Officer who has prepared a programme of training for senior managers and staff involved in the delivery of support centres and volunteers. These training sessions commenced with Volunteer Support Centre Training in early April 2024.
- Through NHS Tayside and Dundee City Council key information has been made available to the Health and Social Care Partnership workforce regarding resilience matters, for example:
 - NHS Tayside established a Ukraine Response page within the resilience planning incident section of Staffnet where all open source information is hosted for access by the workforce.
 - All NHS Tayside Business Continuity Plans are available on staffnet.

- NHS Tayside Business Continuity and Major Incident e-learning modules have been in place since July 2021.
- NHS Tayside continue to publish a Resilience Planning newsletter via Staffnet on a quarterly basis.

4.2.2 Future plans in these areas of work during 2024/25 include:

- The Head of Service who has had lead responsibility for resilience matters within the Health and Social Care Partnership retired in mid-April 2024. The lead for resilience matters is currently being reallocated within the portfolios for the Heads of Health and Community Care.
- Work to undertake a comprehensive, integrated readiness assessment for the Health and Social Care Partnership covering both emergency planning and business continuity risks will continue to be a priority area of work for the Partnership in 2024/25.

4.3 Emergency Plans and Business Continuity Arrangements

4.3.1 During 2023/24 the following arrangements and activities have supported the fulfillment of duties relating emergency plans and business continuity arrangements:

- A Partnership Resilience Group has continued to meet on a fortnightly basis to both identify emerging risks and manage resilience responses. This has included the resettlement of Ukrainian Displaced People, Storm Babet.
- Progress has been made with partners in revising arrangements for the provision of emergency rest centres. Dundee Health and Social Care Partnership continues to take a lead role in the operation of rest centres when these are required. Training has recently been offered to members of the workforce to be involved in rest centre management and revised guidance for the management and support arrangements for rest centres are in the final stages. This latter work is carried out in partnership with Angus Council/Angus Health and Social Care Partnership to support a mutual aid approach. Joint support centre policy and procedures will be signed off following the completion of the current training exercise.
- The Social Care Contracts Team continues to oversee contractual arrangements that include a requirement on all providers to develop and maintain processes and procedures for business continuity, including undertaking regular risk assessments to identify any threats or risks to service provision. Contracted providers submit their business continuity plans for assurance purposes.
- Work has continued to progress to confirm the current status of emergency plans and business continuity plans:
 - For services carrying out functions delegated by NHS Tayside a structured approach is already in place. Reminders of review dates are issued automatically through electronic systems, with monthly manual monitoring by the Risk and Resilience Planning Team with progress against Key Performance Indicators reported to the Resilience Planning Governance Group and Strategic Risk Management Group.
 - Community-based social work and social care services have continued to evolve their Winter Plans and arrangements put in place during the COVID-19 pandemic and recent resilience incidents (such as Operation Unicorn), into ongoing Business Continuity Plans.
- NHS Tayside has continued to carry out regular tests of the NHS Tayside Alert system throughout the year.
- In 2023/24 Dundee City Council has continued to operate the volunteer direct list, where staff volunteering to support an emergency or planned resilience response can be called to action through an app. Health and Social Care Partnership staff (Dundee City Council employees) are included and have supported emergency incidents throughout the year.

Storm Babet was the first major test of the effectiveness of the new system, where it performed very well and contributed to the staffing of rest centres by a much broader group of staff than has previously been the case. The new rest centre operating procedures were also tested through this incident response.

4.3.2 Future plans in these areas of work for 2024/25 include:

- Continued work with partners across Tayside to roll out learning and development activity to support implementation of the new rest centre operating procedure. This will include training to be undertaken across the different roles / grades within the Partnership staffing structure.
- Completing an audit of Dundee Health and Social Care Partnership managed services to confirm current status of emergency plans and business continuity plans, with a particular focus on services delivering functions delegated by Dundee City Council. Work is also required with Angus and Perth & Kinross Health and Social Care Partnership to both provide and obtain assurance regarding the status of Business Continuity Plans for lead partner services. Following completion of the audit there will be requirement to provide support to services where work is required to bring plans up-to-date, as well as to establish a sustainable approach to monitoring the status of plans, including exercising, on an ongoing basis.

4.4 Public Communications

4.4.1 During 2023/24 the following arrangements and activities have supported the fulfillment of duties relating to public communications:

- The Partnership has continued to work alongside the Tayside Local Resilience Partnership and the Communications Teams within Dundee City Council and NHS Tayside to inform and support public communications with regarding the civil protection matters.

4.4.2 Given the advanced status of public communications approaches within both NHS Tayside and Dundee City Council there are no plans for further focused work in this area during 2024/25. The Partnership's Resilience and Business Continuity Group will continue to consider this area of work and respond to any emerging risks and concerns. Officers from the Partnership will also continue to monitor this area through their membership of wider NHS Tayside and Dundee City Council Groups, the Tayside Local Resilience Partnership and operational response groups associated with specific incidents.

4.5 Category 1 Response Examples

4.5.1 During 2023/24 officers from the Health and Social Care Partnership have been involved in a variety of operational responses to resilience and business continuity incidents. Some examples are provided below:

- Storm Babet – the support centre was established initially to support Dundee citizens displaced from their homes due to flooding. The centre continued across two days, providing overnight shelter to those people travelling north of Dundee and across Angus as travel routes were disrupted.
- Evacuation of multi-storey flats in the Hilltown associated with a police incident in February 2023 – the support centre was established to support those evacuated from their homes. The rest centre was open for approximately four hours and supported a small number of people.
- Support following the interruption of the electricity supply to multi-storey flats in the Hilltown caused by severe weather – the centre was opened in response to the power outage and supported a small number of people. In addition, staff attending the centre worked closely with colleagues from Neighbourhood Services to ensure that those most at risk were provided with information and alternative support provided.

- Douglas hand grenade incident – the centre was set-up in response to the cordoning of the immediate area, however the incident was contained prior to the receipt of members of the public. This is not an unusual situation and staff are often alerted to the potential for a support centre while the situation is being assessed.
- Ukraine Response – Dundee Health and Social Care Partnership maintained the Hotel Support Team for Ukrainian displaced people throughout 2023/24. The majority of people residing in hotels have now moved to accommodation within the city, and the Hotel Support Team was stood down at the end of March 2024. The cross services team supporting people from Ukraine, were awarded an OSCA award within Dundee City Council in 2023. The Health and Social Care Partnership Health Inequalities Team continues to provide initial health screening and checks for displaced people within Dundee.
- Partners have worked closely together to respond to the heightened risk of demand outstripping supply for national power generation resulting in a potential energy shortfall and the possibility of rolling rota disconnects. This has included joint assessment at a regional and local level of the risk of an energy shortfall and disconnects and consideration of proportionate response measures and plans. NHS Tayside has developed a Power Resilience Plan. Exercising of plans is planned for the coming year.

5.0 POLICY IMPLICATIONS

- 5.1 This report has been subject to the Pre-IIA Screening Tool and does not make any recommendations for change to strategy, policy, procedures, services or funding and so has not been subject to an Integrated Impact Assessment. An appropriate senior manager has reviewed and agreed with this assessment.

6.0 RISK ASSESSMENT

Risk 1 Description	Failure to fully comply with the Category 1 Responder duties.
Risk Category	Governance, Legal
Inherent Risk Level	Likelihood 3 x Impact 4 = Risk scoring 12 (which is a high-risk level)
Mitigating Actions (including timescales and resources)	<ul style="list-style-type: none"> • Close co-operation is already in place across the LRP and with the corporate bodies. IJB membership of LRP and sub-groups agreed. • Dedicated Resilience Officers are in place within NHS Tayside and Dundee City Council who are available to provide expert advice and guidance to the Chief Officer and the wider Partnership when required. • Internal resilience structure within Dundee Health and Social Care Partnership in place, including Resilience and Business Continuity Group. • Arrangements in place to seek assurance from contracted providers regarding emergency plans and business continuity plans. • Category 1 Responder Action Plan developed, identifying areas for action and timescales.
Residual Risk Level	Likelihood 3 x Impact 3 = Risk scoring 9 (which is a high-risk level)
Planned Risk Level	Likelihood 2 x Impact 2 = Risk scoring 4 (which is a low risk level)
Approval recommendation	It is recommended that the existing risk within the IJB's Strategic Risk Register is updated to reflect the current position, including risk mitigation and scoring.

7.0 CONSULTATIONS

7.1 The Chief Finance Officer, Heads of Service, Health and Community Care, corporate resilience leads in NHS Tayside and Dundee City Council and the Clerk have been consulted in the preparation of this report.

8.0 DIRECTIONS

8.1 The Integration Joint Board requires a mechanism to action its strategic commissioning plans and this is provided for in sections 26 to 28 of the Public Bodies (Joint Working)(Scotland) Act 2014. This mechanism takes the form of binding directions from the Integration Joint Board to one or both of Dundee City Council and NHS Tayside.

Direction Required to Dundee City Council, NHS Tayside or Both	Direction to:	
	1. No Direction Required	X
	2. Dundee City Council	
	3. NHS Tayside	
	4. Dundee City Council and NHS Tayside	

9.0 BACKGROUND PAPERS

9.1 None.

Dave Berry
Acting Chief Officer

DATE: 19 May 2024

Kathryn Sharp
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